



# Revised Agenda

## The Blue Mountains

### Special Committee of the Whole Meeting

**Date:** Monday, January 13, 2025  
**Time:** 1:30 p.m.  
**Location:** Town Hall, Council Chambers and Virtual Meeting  
32 Mill Street, Thornbury, ON  
**Prepared by:** Corrina Giles, Town Clerk

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Pages

#### A. Call to Order

##### A.1 Traditional Territory Acknowledgement and Moment of Reflection

We would like to begin our meeting by recognizing the First Nations, Metis and Inuit peoples of Canada as traditional stewards of the land. The municipality is located within the boundary of Treaty 18 region of 1818 which is the traditional land of the Anishnaabek, Haudenosaunee and Wendat-Wyandot-Wyandotte peoples.

##### A.2 Approval of Agenda

###### Recommended (Move, Second)

THAT the Agenda of January 13, 2025 be approved as circulated, including any items added to the Agenda.

##### A.3 Declaration of Pecuniary Interest and general nature thereof

NOTE: In accordance with the *Municipal Conflict of Interest Act* and the Town Procedural By-law 2023-62, Council Members must file a written statement of the interest and its general nature with the Clerk for inclusion on the Registry.

##### A.4 Previous Minutes

###### Recommended (Move, Second)

THAT the Committee of the Whole minutes of December 10, 2024 be adopted as circulated, including any revisions to be made.

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#### B. Staff Reports, Deputations, Correspondence

##### Operations - To be chaired by Councillor McKinlay

##### B.1 Deputations, if any

None

##### B.2 Public Comment Period regarding matters included in the Operations portion of the meeting (each speaker is allotted three minutes)

NOTE: In accordance with the Town Procedural By-law 2023-62 ten minutes is

allotted at the beginning and end of each section of the Committee of the Whole Meeting to receive public comments regarding matters included on the Agenda. Each person shall provide their name and address, and is required to address their comments to the Chair. Comments shall not refer to personal, litigation or potential litigation matters, or be in response to matters that have been the subject of a Public Meeting, it being noted that the verbal commenting period has ended. Written correspondence may still be received in response to matters that have been the subject of a Public Meeting. If a person is unable to personally attend the meeting, or during any period where an emergency has been declared to exist in the municipality, they shall provide their Public Comments in writing to the Clerk in advance of the meeting for the Clerk to read on behalf of the author during the Public Comment Period.

**B.3 Correspondence, if any**  
None

**B.4 Staff Reports**  
None

**B.5 Public Comment Period regarding matters included in the Operations portion of the meeting (each speaker is allotted three minutes)**

**Planning and Building Services - to be chaired by Councillor Hope**

**B.6 Deputations, if any**

**\*B.6.1 Jim Torrance, Blue Mountain Ratepayers' Association (BMRA)**  
**Re: Town of The Blue Mountains Housing Strategy and Affordable Housing**

**\*B.6.2 Kenneth Hale, Great Gulf**  
**Re: Town of The Blue Mountain's Allocation Policy, PBS.25.007**  
**NOTE: The presentation materials will be provided on January 10, 2025**

**B.7 Public Comment Period regarding matters included in the Planning and Building Services portion of the meeting (each speaker is allotted three minutes)**

**NOTE:** In accordance with the Town Procedural By-law 2023-62 ten minutes is allotted at the beginning and end of each section of the Committee of the Whole Meeting to receive public comments regarding matters included on the Agenda. Each person shall provide their name and address, and is required to address their comments to the Chair. Comments shall not refer to personal, litigation or potential litigation matters, or be in response to matters that have been the subject of a Public Meeting, it being noted that the verbal commenting period has ended. Written correspondence may still be received in response to matters that have been the subject of a Public Meeting. If a person is unable to personally attend the meeting, or during any period where an emergency has been declared to exist in the municipality, they shall provide their Public Comments in writing to the Clerk in advance of the meeting for the Clerk to read on behalf of the author during the Public Comment Period.

**B.8 Correspondence, if any**  
None

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## **B.9 Staff Reports**

- B.9.1 Follow-up Report Re FAF.24.089 and Grey County Housing Report PDR-CW-57-24, PBS.25.006** 21

**Recommended (Move, Second)**

THAT Council receive for information Staff Report PBS.25.006, entitled "Follow-up Report Re FAF.24.089 and Grey County Housing Report PDR-CW-57-24".

- B.9.2 Recommendation Report - Proposed OPA, ZBA, Draft Plan of Subdivision and Condominium 496857 Grey Road 2 (Hindsbrook), PBS.25.001** 57

**Note: This report will be released on Thursday January 10, 2025**

**Recommended (Move, Second)**

THAT Council receive Staff Report PBS.25.001, entitled "Information Report - Proposed Official Plan Amendment, Zoning By-Law Amendment, Draft Plan of Subdivision and Draft Plan of Condominium – 496857 Grey Road 2 (Hindsbrook)

- \*B.9.3 Water and Sewage Allocation By-law - Implementation Options, PBS.25.007** 80

**Recommended (Move, Second)**

THAT Council receive Staff Report PBS.25.007, entitled "Water and Sewage Allocation By-Law – Implementation Options";

AND THAT Council approve Option #2 being the modification of the Water and Sewage Allocation By-law Evaluation Framework to support the execution of Development Charge Front-Ending Agreements and Credit Agreements;

AND THAT Council enact the revised by-law as of January 13, 2025 implementing a Water and Sewage Allocation Policy for the purpose of allocating water and wastewater services to new developments

AND THAT Council approve the transitional provisions identified in PDS.24.081 for the purpose of implementing the Water and Sewage Allocation By-law in a fair and transparent manner;

AND THAT Council direct staff to review the by-law 18 months following its enactment and recommend further revisions to the Water and Sewage Allocation Policy and associated Evaluation Framework.

- B.10 Public Comment Period regarding matters included in the Planning and Building Services portion of the meeting (each speaker is allotted three minutes)**

## **C. New and Unfinished Business**

- C.1 Committees of Council Reports**  
None

- C.2 Notice of Motion (Council)**

### **C.3 Additions to the Agenda**

#### **D. Notice of Meeting Dates**

Special Committee of the Whole Budget Meeting, January 14, 2025  
Town Hall, Council Chambers and Virtual

Special Committee of the Whole Budget Meeting, January 17, 2025  
Town Hall, Council Chambers and Virtual

Council Meeting, January 27, 2025  
Town Hall, Council Chambers and Virtual

Committee of the Whole Meeting, Administration, Corporate & Financial Services,  
Strategic Initiatives, and Community Services, February 3, 2025  
Town Hall, Council Chambers and Virtual

Committee of the Whole Meeting, Operations, and Planning & Building Services,  
February 4, 2025  
Town Hall, Council Chambers and Virtual

Council, Public Meeting, February 11, 2025  
Town Hall, Council Chambers and Virtual

#### **E. Adjournment**

##### **Recommended (Move, Second)**

THAT this Special Committee of the Whole does now adjourn at (time) p.m. to meet again at the call of the Chair.



# Minutes

## The Blue Mountains

### Committee of the Whole Meeting

**Date:** Tuesday, December 10, 2024  
**Time:** 9:30 a.m.  
**Location:** Town Hall, Council Chambers and Virtual Meeting  
32 Mill Street, Thornbury, ON  
**Prepared by:** Corrina Giles, Town Clerk

**Members Present:** Mayor Andrea Matrosovs, Councillor Paula Hope, Councillor Shawn McKinlay, Councillor June Porter

**Members Absent:** Deputy Mayor Peter Bordignon, Councillor Gail Ardiel, Councillor Alex Maxwell

**Staff Present:** Director of Planning and Development Services Adam Smith,  
Director of Operations Alan Pacheco

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#### A. Call to Order

Mayor Matrosovs called the meeting to order, with all members attending in person. Deputy Mayor Bordignon, Councillor Ardiel and Councillor Maxwell were absent.

##### A.1 Traditional Territory Acknowledgement and Moment of Reflection

We would like to begin our meeting by recognizing the First Nations, Metis and Inuit peoples of Canada as traditional stewards of the land. The municipality is located within the boundary of Treaty 18 region of 1818 which is the traditional land of the Anishnaabek, Haudenosaunee and Wendat-Wyandot-Wyandotte peoples.

##### A.2 Approval of Agenda

Moved by: Councillor Hope

Seconded by: Councillor McKinlay

THAT the Agenda of December 10, 2024 be approved as circulated, including any items added to the Agenda.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

##### A.3 Declaration of Pecuniary Interest

NOTE: In accordance with the *Municipal Conflict of Interest Act* and the Town Procedural By-law 2023-62, Council Members must file a written statement of the interest and its general nature with the Clerk for inclusion on the Registry.

Councillor McKinlay declared an indirect interest regarding Agenda items B.8.2 and B.9.3 as the subject matter is that of a close family member and their land.

**A.4 Previous Minutes**

Moved by: Councillor Hope  
Seconded by: Councillor Porter

THAT the Committee of the Whole minutes of November 19, 2024 be adopted as circulated, including any revisions to be made.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

**B. Staff Reports, Deputations, Correspondence**

**Operations Reports - To be chaired by Councillor Porter**

**B.1 Deputations, if any**

None

**B.2 Public Comment Period regarding matters included in the Operations portion of the meeting (each speaker is allotted three minutes)**

**NOTE:** In accordance with the Town Procedural By-law 2023-62 Ten minutes are allotted at the beginning and end of each section of the Committee of the Whole Meeting to receive public comments regarding matters included on the Agenda. Each person shall provide their name and address, and is required to address their comments to the Chair. Comments shall not refer to personal, litigation or potential litigation matters, or be in response to matters that have been the subject of a Public Meeting, it being noted that the verbal commenting period has ended. Written correspondence may still be received in response to matters that have been the subject of a Public Meeting. If a person is unable to personally attend the meeting, or during any period where an emergency has been declared to exist in the municipality, they shall provide their Public Comments in writing to the Clerk in advance of the meeting for the Clerk to read on behalf of the author during the Public Comment Period.

The Town Clerk read public comments from Betty Muise, TBM Tree Trust regarding staff report CSOPS.24.032 Biodiversity and Urban Forestry Strategy.

**B.3 Correspondence, if any**

None

**B.4 Staff Reports**

**B.4.1 Biodiversity and Urban Forestry Strategy, CSOPS.24.032**

Moved by: Councillor McKinlay

Seconded by: Mayor Matrosovs

THAT Council receive Staff Report CSOPS.24.032, entitled “Biodiversity and Urban Forestry Strategy”;

AND THAT Council direct staff to develop a Terms of Reference for a Tree Task Force for initiation in 2025 to focus on the development of a tree protection and compensation policy for Town lead projects and Town owned property;

AND THAT Council allocates \$150,000 for the development of a Biodiversity and Urban Forestry Strategy as an addition to the 2026 Draft Budget.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

**B.5 Public Comment Period regarding matters included in the Operations portion of the meeting (each speaker is allotted three minutes)**

None

**Planning and Development Services Reports - To be chaired by Councillor Hope**

**B.6 Deputations, if any**

None

**B.7 Public Comment Period regarding matters included in the Planning and Development Services portion of the meeting (each speaker is allotted three minutes)**

**NOTE:** In accordance with the Town Procedural By-law 2023-62 Ten minutes allotted at the beginning and end of each section of the Committee of the Whole Meeting to receive public comments regarding matters included on the Agenda. Each person shall provide their name and address, and is required to address their comments to the Chair. Comments shall not refer to personal, litigation or potential litigation matters, or be in response to matters that have been the subject of a Public Meeting, it being noted that the verbal commenting period has ended. Written correspondence may still be received in response to matters that have been the subject of a Public Meeting. If a person is unable to personally attend the meeting, or during any period where an emergency has been declared to exist in the municipality, they shall provide their Public Comments in writing to the Clerk in advance of the meeting for the Clerk to read on behalf of the author during the Public Comment Period.

Jim Torrance, Blue Mountain Ratepayers Association, provided public comments regarding Staff Report PDS.24.141 Recommendation Report - Official Plan 5 Year Review

Pamela Spence provided public comments regarding Staff Report PDS.24.141 Recommendation Report - Official Plan 5 Year Review

The Town Clerk read public comments from Thornbury residents, Richard Lamperstorfer, Betty Muise of TBM Tree Trust, and Tom Maloney regarding Staff Report PDS.24.141 Recommendation Report - Official Plan 5 Year Review

The Town Clerk read public comments from Laura Lucas, Ravenna resident, regarding staff report PDS.24.136

Paul Reale, Thornbury resident, provided public comments regarding Staff Report PDS.24.141 Recommendation Report - Official Plan 5 Year Review.

## **B.8 Correspondence, if any**

### **B.8.1 Sally Leppard, Climate Action Now Network**

**Re: Comments on staff report PDS.24.141 Recommendation Report Official Plan 5 Year Review**

Moved by: Councillor McKinlay

Seconded by: Mayor Matrosovs

THAT Council of the Town of The Blue Mountains receive for information the correspondence of Sally Leppard, CANN Re: Comments on staff report PDS.24.141 Recommendation Report Official Plan 5 Year Review

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

### **B.8.2 Chennette de Gannes, Rogers**

**Re: Notice of withdrawal of application for telecommunication tower and comments on staff report PDS.24.136 Recommendation Report: Request for Municipal Concurrence Proposed Rogers Telecommunications Tower 495928 Grey Road 2 (495928 Grey Road 2)**

Councillor McKinlay declared an indirect interest regarding Agenda items B.8.2 as the subject matter is that of a close family member and their land. Councillor McKinlay vacated the Council Chamber

Moved by: Councillor Porter

Seconded by: Mayor Matrosovs

THAT Council of the Town of The Blue Mountains receive for information the correspondence of Chennette de Gannes, Rogers Re: Notice of withdrawal of application for telecommunication tower and comments on staff report PDS.24.136 Recommendation Report: Request for Municipal Concurrence Proposed Rogers Telecommunications Tower 495928 Grey Road 2 (495928 Grey Road 2)

Yay (3): Mayor Matrosovs, Councillor Hope, and Councillor Porter

Conflict (1): Councillor McKinlay

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (3 to 0)**

## **B.9 Staff Reports**



### **B.9.1 Assumption Report – Lora Bay Phase 4, PDS.24.137**

Moved by: Mayor Matrosovs  
Seconded by: Councillor Porter

THAT Council receive Staff Report PDS.24.137, entitled Assumption Report – Lora Bay Phase 4;

AND THAT Council enact a By-law to approve full acceptance and assumption of the public works constructed and installed within Registered Plan of Subdivision 16M-83; Including Blocks 40, 41;

AND THAT Council enact a By-law to assume the streets of Registered Plan 16M-83 for public use, namely West Ridge Drive and Sladden Court.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

### **B.9.2 Cloudpermit Software Implementation by Building Services, PDS.24.138**

Moved by: Councillor Porter  
Seconded by: Mayor Matrosovs

THAT Council receive Staff Report PDS.24.138, entitled “Cloudpermit Software Implementation by Building Services” for information purposes only;

AND THAT Council accept this staff report for information purposes only.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

### **B.9.3 Recommendation Report: Request for Municipal Concurrence Proposed Rogers Telecommunications Tower 495928 Grey Rd 2, PDS.24.136**

**Note: This report was deferred from the November 19, 2024 Committee of the Whole Meeting**

Councillor McKinlay declared an indirect interest regarding Agenda items B.9.3 as the subject matter is that of a close family member and their land. Councillor McKinlay vacated the Council Chamber.

Moved by: Mayor Matrosovs  
Seconded by: Councillor Porter

THAT Council receive Staff Report PDS.24.136, entitled “Recommendation Report: Request for Municipal Concurrence Proposed Rogers Telecommunications Tower 495928 Grey Rd 2”.

Yay (3): Mayor Matrosovs, Councillor Hope, and Councillor Porter

Conflict (1): Councillor McKinlay

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (3 to 0)**

**B.9.4 Recommendation Report – Official Plan 5 Year Review, PDS.24.141**

Moved by: Councillor Porter

Seconded by: Mayor Matrosovs

THAT Council receive Staff Report PDS.24.141, entitled “Recommendation Report – Official Plan 5 Year Review”

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

Moved by: Councillor Porter

Seconded by: Councillor McKinlay

THAT, with respect to Staff Report PDS.24.141, entitled “Recommendation Report – Official Plan 5 Year Review”, Council directs staff to include the Master Drainage Plan within the Official Plan Amendment No. 5, when available;

AND THAT Council direct staff to provide a further staff report, for Council consideration that will include:

1. Options for building heights
2. Parkland dedication
3. Time and budget invested in the Official Plan Review, to date
4. Further linkages to the 2023 Housing Needs Assessment regarding Attainable and Affordable housing
5. Substitute the words ‘encourage appropriate’ to ‘justify’ access points in residential developments with specific reference to the Georgian Trail.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

**B.10 Public Comment Period regarding matters included in the Planning and Development Services portion of the meeting (each speaker is allotted three minutes)**

Stephen Granger, Craighleith resident, provided public comments regarding B.9.4 PDS.24.141 Official Plan 5 Year Review

Robert Ketchin, Georgian Hills Vineyard, provided public comments regarding B.9.4 PDS.24.141 Official Plan 5 Year Review.

Pamela Spence, Craigleith resident, provided public comments regarding  
B.9.4 PDS.24.141 Official Plan 5 Year Review.

**C. New and Unfinished Business**

**C.1 Committees of Council Reports**

None

**C.2 Notice of Motion (Council)**

None

**C.3 Additions to the Agenda**

None

**D. Notice of Meeting Dates**

Council Meeting, December 16, 2024  
Town Hall, Council Chambers and Virtual

Committee of the Whole Meeting, Finance, Administration, Fire Services and  
Community Services, January 13, 2025  
Town Hall, Council Chambers and Virtual

Committee of the Whole Meeting, Operations and Planning and Development  
Services, January 14, 2025  
Town Hall, Council Chambers and Virtual

Council Meeting, January 27, 2025  
Town Hall, Council Chambers and Virtual

Council, Public Meeting, January 28, 2025  
Town Hall, Council Chambers and Virtual

**E. Adjournment**

Moved by: Councillor Hope  
Seconded by: Councillor McKinlay

THAT this Committee of the Whole does now adjourn at 1:12 p.m. to meet again on  
January 14, 2025 , Town Hall, Council Chambers and Virtually, or at the call of the  
Chair.

Yay (4): Mayor Matrosovs, Councillor Hope, Councillor McKinlay, and Councillor  
Porter

Absent (3): Deputy Mayor Bordignon, Councillor Ardiel, and Councillor Maxwell

**The motion is Carried (4 to 0)**

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Andrea Matrosovs, Mayor

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Corrina Giles, Town Clerk



# Blue Mountain Ratepayers' Association (BMRA)

## TBM Housing Strategy and Affordable Housing

Presentation to Committee of the Whole

January 14, 2025

# Acknowledging our Town's Housing Problem

- TBM's last two Councils have expressed a commitment to addressing our housing challenges:
  - Dramatically skewed housing mix
  - Lack of Affordable Housing (AH) and Market Rental Units
  - Absence of community clarity and acceptance of AH needs
  - No sense of an integrated TBM Growth Strategy
- *Clear recognition of problem – Housing Emergency Declaration*
- A Committee of Council is being formed to focus on Housing
  - Will this entity effectively fill the void left by the dissolution of the Blue Mountains Attainable Housing Corporation?

## Current Housing Market and Demographics

- The Town's own Housing Needs Assessment Study clearly identified our significant challenges:
  - Housing mix is dramatically skewed with single detached homes at 80%
  - Just 13% of residents rent, compared with 31% for the Province
  - Income levels – there is a large proportion of high-income households, but 50% of households have incomes below \$100K
- And there has been little discernible progress over the past 6 years

## Gaps identified in the Housing Needs Assessment

The Housing Needs Assessment identified the following gaps:

- Affordable housing
  - Purpose-built rental housing
  - Smaller housing
  - Seniors housing and long-term care
  - Workforce housing
- Comment from the TBM Chamber of Commerce – “Our members continue to consistently report significant challenges in the areas of talent acquisition and retention as a result of the limited housing options available to prospective employees within the Town... the vast majority of members support municipally led initiatives to incentivize development of affordable housing in the Town”

# Housing Strategy Working Group

Formed in 2024, the Housing Strategy Working Group includes:

- Blue Mountains Ratepayers' Association
- Institute of Southern Georgian Bay
- The Blue Mountains Chamber of Commerce
- Members of the housing development community

Why the Working Group was formed

- To provide input and recommendations to help realize progress on affordable as well as market rental housing
- **What we want to share today:**

**Our summary of housing opportunities and approaches**



# Housing Strategy Working Group – Input to Council

- The Housing Strategy Working Group develop a series of recommendations:
  1. **Dedicate a portion of a senior staff position as an Affordable Housing point person – could this responsibility be part of the proposed Growth Management Specialist?**
    - Expedite AH Planning and Building Permit approvals
    - Advocate for Public interest in Affordable Housing
    - Connect and promote interested parties in AH development
    - Track progress and results
  2. **Establish a strategic action plan with measurable goals for purpose-built rentals, both at market rate and attainable rates.**
  3. **Implement a Service Allocation Bylaw that prioritizes AH developments**

## Housing Strategy Working Group – Input to Council

- 4. Embed housing affordability in the updated Official Plan and make any necessary changes to the Comprehensive Zoning Bylaw.**
- 5. Make zoning changes as necessary to implement a Community Planning Permit system, will provides access to tools such as inclusionary zoning.**
- 6. Review the Community Improvement Program with local stakeholders to determine how it can best incentivize affordable housing.**
- 7. Prepare an inventory of under utilized Town-owned lands which could be made available on a long term leased basis for affordable housing.**

# Housing Strategy Working Group – Input to Council

## **8. Explore revenue tools which could fund affordable housing, such as:**

- Portion of Municipal Accommodation Tax proceeds
- Sale of surplus Municipal properties unsuited to residential development
- Cash or land donated to Town for tax receipts
- Grey County contributions
- Additional lands for the construction of large homes
- Community bonds guaranteed by the Town

## **9. Engage with other Municipalities in Southern Georgian Bay to work collaboratively towards realizing affordable housing objectives**

# Thank you

- On behalf of all the the members of the Housing Strategy Working Group, thank you for this opportunity to share our views.
- We believe that it is time for the Town of the Blue Mountains to take definitive steps to address the declared housing emergency, and work towards meeting our affordable housing needs



# Staff Report

## Planning & Development Services – Planning Division

**Report To:** COW - Operations, Planning and Building Services  
**Meeting Date:** January 14, 2025  
**Report Number:** PBS.25.006  
**Title:** Follow-up Report Re FAF.24.089 and Grey County Housing Report PDR-CW-57-24  
**Prepared by:** Adam Smith, Director of Planning & Development Services

### A. Recommendations

THAT Council receive for information Staff Report PBS.25.006, entitled “Follow-up Report Re FAF.24.089 and Grey County Housing Report PDR-CW-57-24”.

### B. Overview

This information report is being presented to Council as a result of Council direction at the October 21, 2024 Council Meeting to provide additional information on attainable/affordable housing and the Grey County Housing Report PDR-CW-57-24.

### C. Background

At the October 7, 2024 Committee of the Whole Meeting, Council received a staff report from Chief Administrative Officer(CAO) Shawn Everitt titled “FAF.24.089 Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference,” which is attached to this report. At their October 21, 2024 Council Meeting, Council passed the following resolution regarding this report:

**Moved by: Councillor Ardiel**  
**Seconded by: Councillor Hope**

**THAT, at the September 9, 2024 Council Meeting, Council provided the following direction to staff:**

**THAT Council receive Staff Report FAF.24.089, entitled “Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference”, and directs the Town Clerk to include this staff report on the October 7, 2024 Committee of the Whole Agenda, in coordination with the Grey County September 12, 2024 Grey County staff report regarding housing**

**AND THAT, as the Grey County Staff Report regarding housing has not yet been included on a Grey County Council Agenda, Council of the Town of The Blue Mountains directs staff to include the Grey County Staff Report regarding housing (once available), and The Blue Mountains Staff Report FAF.24.089 “Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference” on the next available Council Agenda, for Council consideration, CARRIED.**

Staff reached out to Grey County to receive a copy of the Grey County Staff report regarding housing. In response, Grey County staff provided the three housing-related reports considered by County Council, and those reports are attached to this staff report for review and information.

## **D. Analysis**

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This report is being brought forward as an information only report, and in tandem with CAO Everitt’s staff report FAF.24.089 further to the October 21, 2024 Council Resolution.

## **E. Strategic Priorities**

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### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders

### **2. Organizational Excellence**

We will continually seek out ways to improve the internal organization of Town Staff and the management of Town assets.

## **F. Environmental Impacts**

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None expected as a result of this report.

## **G. Financial Impacts**

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None expected as a result of this report.

## **H. In Consultation With**

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Corrina Giles, Town Clerk

Kyra Dunlop, Deputy Clerk

## **I. Public Engagement**

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The topic of this Staff Report has not been the subject of a Public Meeting and/or a Public Information Centre as neither a Public Meeting nor a Public Information Centre are required. However, any comments regarding this report should be submitted to Adam Smith, [asmith@thebluemountains.ca](mailto:asmith@thebluemountains.ca)

## **J. Attached**

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1. FAF.24.089 Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference
2. October 21, 2024 Council Resolution regarding FAF.24.089
3. County of Grey Staff Reports PDR-CW-57-24; PDR-CW-56-24; and PDR-CW-55-24

Respectfully submitted,

Adam Smith  
Director of Planning and Development Services

For more information, please contact:  
Adam Smith, Director of Planning and Development Services  
[asmith@thebluemountains.ca](mailto:asmith@thebluemountains.ca)  
519-599-3131 extension 246



# Staff Report

## Administration – Chief Administrative Officer

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**Report To:** COW\_Finance\_Admin\_Fire\_Community\_Services  
**Meeting Date:** August 26, 2024  
**Report Number:** FAF.24.089  
**Title:** Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference  
**Prepared by:** Shawn Everitt, Chief Administrative Officer

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### A. Recommendations

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THAT Council receive Staff Report FAF.24.089, entitled “Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference”;

AND THAT Council approve the Blue Mountains Attainable/Affordable Housing Committee Terms of Reference as presented and attached to this report;

AND THAT Council direct staff to initiate the advertising and recruitment process to establish a Blue Mountains Attainable/Affordable Housing Advisory Committee as outlined in the Draft Terms of Reference.

### B. Overview

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This report provides a follow-up to previous direction received from Council directing staff to bring forth a draft Terms of Reference for an Attainable/Affordable Housing Committee for Council consideration.

### C. Background

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At the June 17, 2024 Special Committee of the Whole meeting, Council considered a [Blue Mountains Attainable Housing Corporation Report](#) that identified proposed next steps for The Blue Mountains Attainable Housing Corporation. One of those recommendations included the establishment of a formal Attainable/Affordable Housing Committee of Council.

On June 24, 2024, the following Resolution was approved by Council:

A) THAT Council of Town of The Blue Mountains receives for information the correspondence of Shawn Everitt, Chair, The Blue Mountains Attainable Housing Corporation Re: Proposed Next Steps for The Blue Mountains Attainable Housing Corporation, CARRIED.



B) THAT Council of The Town of The Blue Mountains direct staff to initiate the formal process of dissolving The Blue Mountains Attainable Housing Corporation at the estimated cost of \$30,000 and with full dissolution to be completed no later than December 1, 2024, CARRIED.

C) THAT Council of The Town of The Blue Mountains request the members of The Blue Mountains Attainable Housing Corporation to bring forward a draft Terms of Reference that would provide the basis for the scope and mandate for the potential establishment of a formal Attainable Housing Committee of Council, CARRIED.

D) THAT Council of The Town of The Blue Mountains engage with the TBM Housing Strategy Working Group to consider how best to collaborate on the Attainable Housing Portfolio, CARRIED.

E) THAT Council of the Town of The Blue Mountains directs the CAO to provide a report to Council regarding the subject matter in The Blue Mountains Attainable Housing Corporation report titled "Proposed Next Steps for The Blue Mountains Attainable Housing Corporation" and the options to internalize management by the end of the 3rd quarter in 2024, CARRIED.

## **D. Analysis**

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Staff have worked closely with the current membership of The Blue Mountains Attainable Housing Corporation (BMAHC) and bring this report forward specifically for the purposes of addressing item C from the above noted Council resolution.

Staff will be bringing forward a Staff Report to the September 16, 2014 Committee of the Whole that will address item E from the above noted Council resolution. Staff are considering recommending internalizing the Attainable Housing Portfolio within Town operations in the future.

## **E. Strategic Priorities**

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### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders.

### **2. Organizational Excellence**

We will continually seek out ways to improve the internal organization of Town Staff and the management of Town assets.

### **3. Community**

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

#### **4. Quality of Life**

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

#### **F. Environmental Impacts**

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None.

#### **G. Financial Impacts**

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Some staff resources will be required to manage the additional Committee of Council based on the draft Terms of Reference.

#### **H. In Consultation With**

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The Blue Mountains Attainable Housing Corporation Board of Directors

#### **I. Public Engagement**

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The topic of this Staff Report has not been the subject of a Public Meeting and/or a Public Information Centre as neither a Public Meeting nor a Public Information Centre are required. However, any comments regarding this report should be submitted to Shawn Everitt, Chief Administrative Officer [cao@thebluemountains.ca](mailto:cao@thebluemountains.ca).

#### **J. Attached**

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1. Draft Terms of Reference

Respectfully submitted,

Shawn Everitt  
Chief Administrative Officer

For more information, please contact:  
Shawn Everitt, Chief Administrative Officer  
[cao@thebluemountains.ca](mailto:cao@thebluemountains.ca)  
519-599-3131 extension 234

### Report Approval Details

Document Title:	FAF.24.089 Blue Mountains Attainable Affordable Housing Advisory Committee Terms of Reference.docx
Attachments:	- Attachment-1-Draft-Terms-of-Reference.pdf
Final Approval Date:	Aug 15, 2024

This report and all of its attachments were approved and signed as outlined below:

**Shawn Everitt - Aug 15, 2024 - 3:31 PM**



## **Blue Mountains Attainable/Affordable Housing Advisory Committee**

### **TERMS OF REFERENCE**

#### **1. PURPOSE**

The Blue Mountains Attainable/Affordable Housing Advisory Committee ("Advisory Committee") has been established to address the Town's current housing crisis by reviewing relevant and legitimate materials which provide clear, factual, and defensible information. The primary purpose is to champion the increase of attainable housing and living accommodation options that reflect the needs of the entire demographic of The Blue Mountains, and through research and advocacy communicate these opportunities for growth to Council through the Committee of the Whole process.

#### **2. MANDATE**

The Mandate of the Advisory Committee is to:

1. Collaborate, Review, Advise and Recommend to Committee of the Whole a "Town of The Blue Mountains" Housing and Living Accommodation "Scale of Attainable Living Ranges" through the assessment of the following elements:
  - Creating and maintaining on an annual basis the "Town of The Blue Mountains Living Wage" document;
  - Develop for Council endorsement a 2024 baseline of Attainable Housing and Living Accommodation inventory and unmet accommodation demands utilizing the 2024 Housing Analysis;
  - Reporting on the Annual state of Housing and Living Accommodation;
  - Reporting Annually on the Average Housing Market Analysis and Historical Trending Data;
  - Setting of Annualized targets for additional stock in the Council endorsed "Scale of Attainable Housing Ranges".
2. Provide support and champion development projects throughout the Town to achieve the desired range of housing opportunities that are contained in the Council endorsed "Scale of Attainable Living Ranges;"

3. Be consulted on the development of an Attainable Housing and Living Accommodation Communication Strategy including:
  - Education;
  - Awareness and public outreach; and
  - Easy access to information for Council and the public including communication and marketing materials to provide information to the public regarding the opportunities, options, and what is permitted already within the Town for Attainable Housing.
4. Be the key point of consideration for local and regional and stakeholder-driven ideas and solutions that will produce innovative Attainable Housing opportunities:
  - Establishing a relationship with all regional stakeholders
  - Identify covenants to protect new Attainable Housing builds from increased resale values
  - Identify tools available to ensure affordable rental stays affordable
  - Suggest by-law amendments needed to allow a range of dwelling types
  - Consideration of additional fees for larger builds with a focus on supporting Community improvement Plan funding allotments
  - Supporting opportunities of a grass roots or not for profit organization that may operate as a land trust or under cooperative/community ownership structures to build or acquire rental units and maintained as affordable in perpetuity.
5. Collaborate on an annualized Report Card of the achievements of the Advisory Committee and scoring of progress of annualized and Goals and Objectives, including comparison of where we are in relation to Grey/Bruce/Simcoe area.

### **3. ACCOUNTABILITY**

Where appropriate, the Advisory Committee will provide Council with recommendations on an as needed basis through reports to the Committee of the Whole. Council may request update reports at any time on specific projects or initiatives.

### **4. MEMBERSHIP / VOTING**

The Advisory Committee may have a composition of up to nine (9) members comprised of two (2) members of Council and up to seven (7) voluntary members, appointed by Council as noted in the composition below:

## **Members:**

- Council Member (Chair)
- Council Member (Alternate Chair)
- Mayor as ex-officio (not counted towards Committee membership)

Each of the seven (7) members at Large will identify themselves as representing at least one (1) of the following categories, but with no category being represented by greater than two (2) Members:

- A current tenant of a rental housing unit (Public)
- A worker in the service industry (Public)
- Representative of the BMRA Attainable Housing Strategy Working Group (Public)
- A youth or young adult individual, less than 30 years of age.(Public)
- A member of the development industry (private or non-profit) (Industry)
- An individual who has recently purchased or is considering purchasing a home in the Town (Public)
- Currently living in shared accommodations and currently working in the Town of The Blue Mountains (Public)

\*The Advisory Committee will not be voting on procedural items included on the meeting agendas.

Where the Chair is not available to attend a meeting, the second member of Council shall assume the role of Chair for that specific meeting. Notice of the assumption of the Chair by the second representative of Council assuming the Chair shall be made to the Advisory Committee members as early as possible in advance of the meeting.

The Committee will appoint a Spokesperson who will attend Council, Committee of the Whole meetings to provide Advisory Committee endorsed comment(s)/ position(s) on proposed development projects and Housing impact subject matter.

The Spokesperson will take on the role as Chair of the meeting during change in Council term, to ensure smooth transition of the work of this committee, to the new Council members. Once Council members are appointed to the Committee, the Spokesperson will relinquish the Chair.

The Mayor, as ex-officio, is not counted towards quorum and therefore shall not be considered eligible to take on the role of the Chair for a meeting.

Openings for the membership shall be publicly advertised as appointment opportunities arise.

Voting members shall qualify as per the requirements noted in the “member” section and may or may not be an eligible voter in the Town of The Blue Mountains.

## **Members Will:**

- a) At all times of their membership on the Advisory Committee, commit to active and respectful participation in regularly scheduled meetings that may include evening-time meetings;

Attainable Housing Advisory Committee

Terms of Reference

- b) Commit to significant preparation for meetings via agenda review including previous minutes and all documentation; and
- c) Be prepared to meet with Council, and/or attend Council and Committee of the Whole meetings upon Council's request.

All Advisory Committee members are expected to know and abide by relevant conduct policies of the Town. In addition, the following guidelines should be understood by Advisory Committee members:

- a) Only the spokesperson, who has been clearly identified by the Advisory Committee can speak on behalf of the Advisory Committee;
- b) Advisory Committee members shall not direct any messaging without the approval of the Chair;
- c) The Advisory Committee Chair plays an important role in ensuring that a functional relationship with high integrity exists within the Advisory Committee, with Council, with the public, and with staff; and
- d) Constructive and informative debate and opinion sharing can be a constructive part of the group decision-making process. However, when the debate becomes ongoing, inappropriate, unconstructive, or offensive, and before becoming a conflict, the Chair may need to intervene with an appropriate dispute resolution mechanism.

Members of the Advisory Committee shall not be registered or have been previously registered on the Town's Lobbyist Registry.

It is the responsibility of the member to declare any affiliations and/or inclusion on the Town's Lobbyist Registry to the Town Clerk as soon as possible in writing.

### **Voting by Proxy**

Voting by proxy will not be permitted.

### **Non-Voting Members:**

- Member of Planning Staff
- Legislative Coordinator

## **5. QUORUM**

The Advisory Committee requires the attendance of the Chair or Alternate Chair, Legislative Coordinator and least one (1) Voting member however does not require a minimum number of participants to attend each meeting.

## **6. REMUNERATION**

No compensation shall be provided to members of the Advisory Committee for their participation.

## **Consideration by Council**

**Compensation will be provided to the Public Voting Members based on the Council endorsed/approved per diem basis**

### **7. MEETING TIME & LOCATION, AGENDA PACKAGE & MEETING CANCELLATION PROCEDURES**

The Advisory Committee will meet monthly based on the following schedule and on a as required basis:

Each Advisory Committee meeting shall be no longer than two (2) hours in length.

Additional meetings of the Advisory Committee may be called by the Chair with a minimum of 72 hours' notice, to address urgent matters.

The time of the meeting and meeting schedule will be set by the Committee at the initial meeting.

The Legislative Coordinator shall send out meeting requests to all participants of the Advisory Committee members. All Advisory Committee meetings shall take place virtually using the Microsoft Teams platform, with the option of up to two in-person meetings.

Regular meetings of the Advisory Committee meetings will be conducted virtually and are open to the Public and recorded where the technical abilities are available. No Meetings of the Advisory Committee will be livestreamed. If a member of the public wishes to attend to view or speak at the meeting registration at least two (2) days prior to the day of the meeting is required.

The Advisory Committee has the authorization of Council to conduct up to two (2) in person Special Meetings per calendar year. These meetings will be conducted in person only and shall not consider hybrid participation.

### **8. AGENDA, MINUTES & PROCEDURE**

Agenda items will be set by the Chair. Additions to the Agenda will not be permitted at the meeting however, members who would like to include items for consideration are asked to contact [@thebluemountains.ca](mailto:@thebluemountains.ca) being released.

**Minutes:** will be kept by the Legislative Coordinator who will distribute the minutes to all of the Advisory Committee.

**Procedure:** All meetings shall be conducted in accordance with the Town's Procedural By-law 2022-79.

### **9. TERM**

The Term of the Advisory Committee shall be until October 1, 2027. During an election year, from approximately March – October 2027, the Council member holding the Chair position will relinquish the Chair to the appointed Spokesperson, who will Chair the Committee until a new member of Council is appointed to the Advisory Committee by the 2026 to 2030 Council.



## 10. RELATED POLICIES AND TRAINING REQUIREMENTS

POL.COR.07.01 Accountability and Transparency of Town Actions to the Public

POL.COR.17.04 Accessibility Standards for Customer Service

POL.COR.18.04 Protocol Policy for Complaints Related to Council Members and Local Boards

POL.COR.18.08 Workplace Violence and Harassment Policy

POL.COR.18.10 Social Media Policy

POL.COR.19.02 Council Staff Relationship Protocol

POL.COR.21.06 Code of Conduct for Members of Council, Local Boards and Advisory Committees

POL.COR.22.07 Respectful Public Interactions Policy

POL.COR.22.08 Frivolous, Vexatious or Unreasonable Complaints Policy

Town Procedural By-law

[Accessibility for Ontarians with Disabilities Act, 2005, S.O. 2005, c.11](#)

[Municipal Conflict of Interest Act, R.S.O. 1990](#)

[Municipal Freedom of Information and Protection of Privacy Act, R.S.O. 1990](#)



## The Town of The Blue Mountains Council Meeting

**Title:** B.4.1 Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference, FAF.24.089

**Date:** Monday, October 21, 2024

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**Moved by:** Councillor Ardiel

**Seconded by:** Councillor Hope

THAT, at the September 9, 2024 Council Meeting, Council provided the following direction to staff:

THAT Council receive Staff Report FAF.24.089, entitled "Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference", and directs the Town Clerk to include this staff report on the October 7, 2024 Committee of the Whole Agenda, in coordination with the Grey County September 12, 2024 Grey County staff report regarding housing

AND THAT, as the Grey County Staff Report regarding housing has not yet been included on a Grey County Council Agenda, Council of the Town of The Blue Mountains directs staff to include the Grey County Staff Report regarding housing (once available), and The Blue Mountains Staff Report FAF.24.089 "Blue Mountains Attainable/Affordable Housing Advisory Committee Terms of Reference" on the next available Council Agenda, for Council consideration

**The motion is Carried**

**From:** Tara Warder <Tara.Warder@grey.ca>

**Sent:** Monday, November 25, 2024 1:28 PM

**To:** Kyra Dunlop <kdunlop@thebluemountains.ca>

**Cc:** Corrina Giles <cgiles@thebluemountains.ca>; Shawn Everitt <severitt@thebluemountains.ca>

**Subject:** RE: Grey County Housing Report

Please be advised that at its meeting held October 10, 2024 Committee of the Whole passed the following resolution :

**CW102-24**

**That report PDR-CW-57-24 be received; and**

**That County Council endorse in principle the following recommendations, subject to approval in the 2025 budget, as initial actions towards creating a Regional Housing Strategy, including initial work being conducted on behalf of the members municipalities that is a necessary precursor to be able to access CMHC grant funding opportunities:**

- a. **An additional budget allocation of \$10,000 to the \$50,000 already identified within the 10-year capital plan to update the County's Growth Management Strategy (GMS), addressing revised Ministry of Finance projections, and further exploring the relationships between forecasted population growth, employment growth, and related workforce and other housing needs arising, all of which to be funded from the Development Charges Reserve and the Planning – Growth Management Study Update Reserve;**
- b. **That the County explore 'additional services' via the Rural Housing Information System/Rural Ontario Institute as may be needed to support access to data sources for populating a County-wide Housing Need Assessment template, to be funded from the proposed 2025 Housing Action Plan Implementation Budget, all of which is being funded from the Planning General Reserve; and**

**That this report be shared with Grey County's member municipalities for information purposes.**

Thank you ,

**Tara Warder**

*County Clerk*

Phone: +1 519-370-2340



# Committee Report

<b>To:</b>	Warden Milne and Members of Grey County Council
<b>Committee Date:</b>	October 10, 2024
<b>Subject / Report No:</b>	PDR-CW-57-24
<b>Title:</b>	Housing Planning Data Needs and Regional Housing Strategy Request
<b>Prepared by:</b>	Liz Buckton, MCIP, RPP
<b>Reviewed by:</b>	Scott Taylor
<b>Lower Tier(s) Affected:</b>	All member municipalities in Grey County

## Recommendation

1. That report PDR-CW-57-24 be received; and
2. That County Council endorse in principle the following recommendations, subject to approval in the 2025 budget, as initial actions towards creating a Regional Housing Strategy, including initial work being conducted on behalf of the members municipalities that is a necessary precursor to be able to access CMHC grant funding opportunities:
  - a. An additional budget allocation of \$10,000 to the \$50,000 already identified within the 10-year capital plan to update the County's Growth Management Strategy (GMS), addressing revised Ministry of Finance projections, and further exploring the relationships between forecasted population growth, employment growth, and related workforce and other housing needs arising, all of which to be funded from the Development Charges Reserve and the Planning – Growth Management Study Update Reserve;
  - b. That the County explore 'additional services' via the Rural Housing Information System/Rural Ontario Institute as may be needed to support access to data sources for populating a County-wide Housing Need Assessment template, to be funded from the proposed 2025 Housing Action Plan Implementation Budget, all of which is being funded from the Planning General Reserve; and
3. That this report be shared with Grey County's member municipalities for information purposes.

## Executive Summary

This report is the third of three associated reports, alongside reports PDR-CW-55-24 and PDR-CW-56-24. Building off the other two reports, this report responds to a request from the Town of

The Blue Mountains for the County to undertake an expanded regionally focused Comprehensive Housing Strategy, to build upon the County's Housing Action Plan.

Through this report, staff recommend that the County move towards the creation of a Regional Housing Strategy. A key first step would be updating the County's Growth Management Strategy (GMS) in response to the new Provincial Planning Statement (PPS) 2024 and Ministry of Finance (MOF) population projections. These activities would factor in updated demographic data and employment/workforce forecasts, and the potential impacts of servicing constraints on housing and employment growth over the planning horizon. The updated growth management work would then inform the preparation of a Housing Needs Assessment, which will offer more granular data regarding existing housing supply and deficit and provide further opportunities for the County and local municipalities to access grant funding through CMHC. The updated growth management work will also help to inform future updates to County and local official plans as well the Development Charges Background Study Update scheduled for 2026.

Regional housing strategy would be then developed in a manner that sets a clear framework for alignment and pursuit of regionally strategic opportunities. This could be completed as a standalone plan, or as an inclusion within the Housing Needs Assessment or updated Housing Action Plan. The strategy would respect and reflect the differing local contexts and capacities of each member municipality to engage with affordable housing creation. This strategy would also consider the evolving perceptions of other partners, such as non-profits, developers, investors, employers, as it pertains to the regional affordable housing opportunity space.

## Background and Discussion

As member municipalities further engage with the Affordable Housing Community of Practice (AHCoP) and delve into the issues of housing mix, supply, and affordability; local understanding of the challenge at hand is evolving. Town of The Blue Mountains (TBM) staff have identified the preparation of a detailed Regional Comprehensive Housing Strategy as an opportunity to be explored. TBM suggests that such a strategy would be best delivered on a regional basis by the County, noting that a regional approach could facilitate an understanding of how housing need and supply varies spatially across the County. When considered alongside servicing, land availability, population, and employment forecasts; this information would support a comprehensive evaluation of how each member municipality may (or may not) be set up to successfully host, incentivize, or otherwise achieve differing types of housing, including affordable housing. Related services or wrap-around supports may also be needed.

The regional comprehensive strategy approach was endorsed by Town of The Blue Mountains Council, as described within local Staff Report FAF.24.009 (see Appendix 1a) and shared to the County as a request for Council consideration (see Appendix 1b). County and municipal staff have discussed this request internally and via the AHCoP. There appears to be general staff-level support at the AHCoP for considering such an approach. It was identified in these discussions that local staffing and resource capacity is at times a challenge and is an ongoing consideration for the member municipalities in engaging meaningfully with the recommendations of the County's Housing Action Plan (HAP). A more directive 'top down' approach by the County could be supportive and may help prioritize affordable housing interventions in certain communities, while maintaining a general focus on the basics of good long-range planning, as well as appropriate housing types and tenures in other communities.

The pursuit of housing need assessment activities is a recommended first step in pursuing a regional strategy. Such activities will refine the County's understanding of housing supply and deficit both spatially across the County, and temporally across the 25-year planning horizon. While this could be achieved via hiring of a qualified consultant to complete a standalone Grey County-wide Housing Needs Assessment (HNA); staff suggest that such study would only offer a 'snapshot' in time. Alternate approaches may be preferable where they could be linked meaningfully to the County's overall Growth Management Strategy (GMS). The goal would be for longer-range approaches which are repeatable, allowing for ongoing assessment and monitoring of housing data and indicators by County staff.

Based on the new 2024 PPS, the County needs to update the GMS, which was already identified as a 2025 project in the 2024-2033 10-year capital forecast. The data derived from the GMS could be a crucial first step to a regional housing strategy, and enable a staff-led County-wide housing need assessment including on-going monitoring.

## Summary of Housing and Growth Study Types

Table 1, below, illustrates how staff anticipate these data and strategy pieces may fit together with the existing HAP, to guide further planning, investment and action regionally.

Table 1 – Elements to Support Strategic Guidance for Housing Creation

Element	Description	How they work together
<b>Growth Management Strategy (GMS)</b>	Identifies overall population / employment growth projections, based on demographics, known trends and limitations to growth across the County. Allocates overall regional growth projections to member municipalities based on historic and emerging trends, as well as considering municipal land and servicing capacity to deliver such growth.	<p>The GMS provides a basis for planning future growth across the County. It is updated as new data and understandings emerge that may shift projections and anticipated growth, so that official plans, both County and municipal, can be adjusted accordingly.</p> <p>The GMS underpins key municipal activities such as establishment of development charges, prioritization and timing of municipal infrastructure projects, and the designation of lands and/or expansion of settlements per the Official Plan, as needed.</p> <p>Based on PPS 2024, the GMS will need to be adjusted to accommodate the MOF projections, and to allocate forecasted growth to Grey’s nine member municipalities.</p>
<b>Housing Need Assessment (HNA)</b>	<p>Includes both quantitative and qualitative information to describe existing housing supply, market conditions, and future housing needs.</p> <p>Details the location, type / pricing of housing needed to meet anticipated demand and facilitate community sustainability through growth.</p>	<p>A HNA focuses on the built resources (housing) required to support or facilitate the population and economic growth forecasted via the GMS. Typically, this includes ‘gap analysis’ between existing housing supply and future forecasted needs, and may also include the identification of approaches to address this gap - targeted based on the quantitative and qualitative data within.</p> <p>Ideally there would be a reciprocal relationship between the HNA and GMS, i.e., as the GMS is updated, the understanding of projected housing need must shift accordingly. Likewise, where undersupply of housing of certain types or pricing may limit growth opportunities, for example hindering employee recruitment and retention, this should be reflected in the future GMS as a trend/constraint.</p>
<b>Regional Housing Strategy (RHS)</b>	<p>Provides a high-level framework for long-term planning and organizational positioning and alignment.</p> <p>Focused towards the outcomes but analyzes and describes the ‘big-picture’ of the local housing ‘ecosystem’ or ‘opportunity space’ and those market</p>	<p>A regional strategy would offer a common conceptual framework within which the county, member municipalities and community partners could plan and act.</p> <p>Building from understanding of where certain housing types and pricing is needed, and where broader population and economic growth opportunities are likely to exist. The RHS would assess how municipal structures and capacities can be best positioned, used or applied to facilitate (targeted) housing creation opportunities, while avoiding or mitigating risks.</p>

Element	Description	How they work together
	<p>conditions, emerging trends, anticipated challenges, or barriers that may need to be navigate.</p> <p>May identify key regional structures and capacities to be established, maintained or otherwise cultivated towards our desired outcomes.</p>	<p>Being that housing is produced by a broad network of partners operating locally, a RHS would importantly offer information about how they could or should collectively work towards desired housing outcomes, allowing alignment and coherence of their own activity with the County initiatives (and vice versa).</p> <p>The future RHS could identify and map key community actors and could embed trend sensing and network leadership approaches that would help to keep the strategy current and responsive to changing circumstances, by tapping into the evolving wisdom held within and across the County.</p> <p>Staff note that this strategy work could be prepared as a standalone plan or may be compiled within a strategic options appendix to the proposed Housing Need Assessment, or as a strategic prefix to an updated Housing Action Plan. Specific actions arising would then be captured and further detailed within a revised/expanded Housing Action Plan.</p>
<b>Housing Action Plan (HAP)</b>	<p>Typically, action plans are very tactical and applied over a shorter timeframe than a strategy.</p> <p>Includes detailed description of specific steps or actions to be taken, identification of responsible parties, associated resourcing and timing considerations. A HAP identifies metrics to monitor implementation of specific actions.</p>	<p>The County's current HAP is a hybrid strategy/action document. It was compiled based on input from local municipal staff and in-house research regarding market conditions and widely understood barriers and opportunities to be explored or addressed.</p> <p>The actions included are largely based in linear logic, i.e., if the County does 'X', then 'Y' will result. In some cases, the actions are quite specific (e.g., update local zoning by-laws to permit additional residential units). In other instances, the actions recommended are more 'exploratory' in nature as might be better placed in a strategy (e.g., build non-profit capacity to support affordable housing creation). Specific timing and resourcing needs are not identified for all actions. Staff envision that a future housing strategy (standalone, as appendix to HNA, or perhaps as a prefix to an updated HAP), could include those 'exploratory' or big-picture ideas and objectives, with future iterations of the HAP being more detailed and specific, relating to stepwise achievement of the related actions that serve to move us tangibly towards stated housing outcomes.</p>



Background considerations, and alternate recommended approaches relating to a GMS update, a HNA to inform housing planning, and a future RHS, are outlined below.

## 1. Updated Ministry of Finance (MOF) Forecasts

As outlined in staff report PDR-CW-49-24, the updated 2024 Provincial Planning Statement (PPS) requires municipalities to base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance.

In reviewing recently updated projections by the MOF for Grey County, staff understand that the County's 2021 GMS was initially informed by and was in close alignment with past MOF figures. However, the recently updated MOF projections now project population growth of an additional ~19,000 persons for Grey County, above and beyond what is reflected in the County's GMS through 2046.

The MOF now projects that the County will grow to a population of 146,169 by 2046, vs 127,130 as presently reflected in our GMS. The 2021 Census identifies an existing population of 100,905 for Grey County, and based on staff estimates, the County would require construction of approximately 21,700 housing units through 2046 to accommodate this forecasted growth.

The MOF only projects population for the County as a whole, and this overall population growth is not broken up by Grey's nine member municipalities. References to this 'unallocated' MOF projected growth have found their way into recent development application planning justification reports.

Staff believe it will be important to consider how this additional projected growth may indeed materialize, and how it may be distributed across the County. For example, does the County allocate the growth based on the existing proportion of growth allocated to each member municipality as per the existing GMS and County Official Plan? Alternatively, is there opportunity to allocate in some other way that better reflects changing community circumstances and known limitations to growth (e.g., servicing capacity limitations, which may necessitate phasing or tempering of forecasts)? It is important to note that regardless of how the County allocates such growth, there are many other factors both locally and more globally that can impact whether growth materializes in each municipality. These factors include but are not limited to; servicing / infrastructure availability, staff's capacity to process development applications, political will, interest rates, demographics, employment rates, economic outlook, etc.

## 2. Updated Grey County Growth Management Strategy

To address the updated MOF projections, staff recommend an update to the County's GMS, via a qualified demographic/economic consultant, as would be retained to complete this work. County staff had already identified the need for this update in the 10-year capital plan as a 2025 project, but the scope of this project is anticipated to change slightly based on the 2024 PPS. This update would be informed by 2021 census data and various other emerging data sources, including but not limited to the MOF projections. Working with member municipalities, the County would update known constraints to development (e.g., servicing infrastructure and capacity, land supply, etc.) and could look to adjust growth targets, accordingly.

Staff also see an opportunity to further examine the driving factors, assumptions, and background demographic and migration data underpinning the forecasted employment growth in the County, such data being compiled as an interim step of the overall GMS projection methodology. This would be expected to facilitate greater understanding of the nature of employment that may accompany or drive this population growth over the planning horizon. It may also support us in better describing the type, amount, and pricing of workforce housing that may be necessary to support that growth. Staff believe that such data arising from this GMS process, would help to populate the HNA template by Housing, Infrastructure and Communities Canada, as discussed below.

An updated GMS could also help prepare the County for a new Development Charges Background Study and By-law, which is currently scheduled to be undertaken in 2026.

In the past, the County used consultants to generate and update the GMS. Staff are recommending this approach for 2025, however staff would note that given the PPS 2024 changes and the new relationship to the MOF numbers, it may be feasible to look at future GMS updates as being more staff-driven, using less consulting resources. At this point staff do not yet know the feasibility of this approach and will not know until working through the 2025 GMS update.

Recolour Grey, the County's Official Plan came into force in 2019. The pursuit of an updated GMS now may also facilitate opportunity for a further update following the 2026 Census (if needed), but prior to the 10-year official plan review to occur in/around 2029. Given the timing of Grey County's review relative to Census intervals, an ongoing +/- 5year interval of GMS/HNA update could be established, with such updates scheduled 18 – 24 months post-census.

Where a HNA is mandatory in support of certain Federal funding programs; Housing, Infrastructure and Communities Canada identifies that an update will be requested, should five years have elapsed since its preparation.

Staff anticipate that the completion of a HNA (via the HNA template, as described below) is likely to be achievable using in-house staff resources. With further coordination effort, this timing may also support integration of data/findings within or relating to the mandated County Housing and Homelessness Plan (as is focused on deeply affordable units, subsidized and social housing and homelessness supports). As per the *Housing Services Act*, Housing and Homelessness Plans are to be established by the Housing Manager on a ten-year interval, with update at the 5-year mark. The County's current Housing and Homelessness Plan extends through 2024, and is being updated this year.

### 3. Housing Need Assessment Template and Data

Housing, Infrastructure and Communities Canada has prepared various 'Housing Need Assessment' guidance documents, outlining what information such assessments should address to properly quantify housing need in a community. Further to this work, the Federal Government via Housing, Infrastructure and Communities Canada has recently prepared a [Housing Need Assessment \(HNA\) template](#) (July 2024) to support completion of such assessments. These assessments are required to support applications for various federal housing and infrastructure funding opportunities, particularly for larger communities.

Considering the variety of new housing data sources as have been identified over the past few years, staff suggest that the County could use the Federal HNA template, while working with data providers to establish a repeatable, readily accessible data source to populate such HNA's on an ongoing basis (ideally coordinated with the County's overall GMS work, as described above).

As noted previously, staff see potential for development of additional data/metrics via the new Rural Housing Information System (RHIS) hosted by the Rural Ontario Institute (ROI). Ongoing annual membership/subscription by the County for access to the various data offered within the portal is recommended via report PDR-CW-55-24 for the 2025 budget process and beyond.

ROI staff advise that 'additional service' can be negotiated to further populate the RHIS data tool in useful ways. County staff propose that the County work together with ROI to identify and access any outstanding data sources that may be necessary to inform HNA's/templates on a go-forward basis. Staff suggest such a data resource may have broad appeal to Western Ontario Warden Caucus (WOWC) members, perhaps reducing preparation costs associated with HNAs and facilitating ongoing monitoring in a user-friendly way.

The resulting HNA for Grey County would provide more granular data regarding existing housing supply and need. Together with updated overall growth forecasts, this information would support allocation of meaningful local targets to guide strategic efforts to both resolve existing affordable unit deficits and ensure appropriate future housing supply and mix.

In addition to facilitating sound regional strategic planning, need assessments are often required as part of the application process when accessing senior government housing and infrastructure funding programs. In some situations, where an HNA is not explicitly required, justification of housing need (in some manner) often remains a precondition to approval, Canadian Mortgage and Housing Corporation's (CMHC) Rental Construction Loan Program being one example where this is the case.

Further, where a municipality may choose to institute a Community Planning Permit System (CPPS) with inclusionary zoning provisions, it's expected that the regional HNA would substantially underpin preparation of enabling policies and the mandatory 'assessment report' as described by Ontario Regulation 232/18 and required by Section 16(9) of the *Planning Act*. Such assessment reports must address demographic, housing market and other economic data to demonstrate housing need and must assess any potential impacts of inclusionary zoning on the financial viability of development.

## 4. Future Regional Housing Strategy

Following the preparation of an updated GMS and a HNA, as will generate refined housing and growth targets for the County, the Regional Housing Strategy could then be pursued. As noted in Table 1, above, such a strategy could be completed on a standalone basis, however staff suggest that this may be most efficiently achieved by capturing strategic options and principles within a Strategic Directions appendix to the Housing Needs Assessment, and/or by embedding an overarching strategy section within an updated Housing Action Plan.

Staff anticipate that the following elements would be captured within this strategy work and an updated Action Plan, with many of these ideas being already under investigation or mapped out in a preliminary manner based on learnings to-date:

- Identification of updated approaches to housing planning, addressing direction via the new Provincial Planning Statement (PPS 2024) for greater coordination across levels of government, agencies, boards, Service Managers, and publicly funded educational institutions.
- Identification of those housing supportive roles, functions and capacities to be held by local government.
- Identification of housing supportive roles, functions and capacities to be held 'externally' to local government, by other actors within the region.
- Discussion of how the local government and external actors may interact around identified strategic objectives and how we will interface:
  - e.g., how do we work together in this opportunity space? Where do opportunities for partnership or innovation exist, and what are the related preconditions?
  - Staff note that social innovation and collective impact frameworks (e.g. [Tamarack Institute Toolkit](#)) often speak to the evolutionary process of collective opportunity identification. This adaptive process is facilitated via networking and the creation of new communities of practice.
- Identification of other capacities or skills not held within the region, as may need to be introduced. Significant opportunity may be associated with working with our contacts and networks in the GTA and elsewhere. Staff suggest such effort may support the infusion of new ideas or approaches to Grey County, creating potential for partnership between local and external actors as would be mutually beneficial and would support achievement of our local housing objectives.

## Legislated Requirements

There are no specific legislated requirements associated with this report.

## Financial and Resource Implications

- 1) **GMS Update** – Staff anticipate consulting fees in the range of ~\$60,000 to complete a **GMS** update with benefit of 2021 Census data and MOF numbers. The updated **GMS** will also provide data outputs to support completion of the **HNA** template, and resolving the discrepancy between existing population and employment forecasts, and the updated **MOF** projections. Staff propose that this would be funded largely from the **Development Charges Reserve**, with the remaining portion from the **GMS Update** reserve. An amount of \$50,000 is already earmarked within the 2024-2033 10-year capital forecast for **GMS Update** in 2025, thus a \$10,000 increase to this budget is proposed to be funded from the **Development Charges Reserve** and the **GMS Update Reserve**.
- 2) **RHIS Additional Services** – Any related expenditure to begin discussions and exploratory work with **ROI** in 2025 could be funded from a portion of the 'Housing Action Plan Implementation' capital budget. The 2024 Planning Capital Budget included a total

of \$30,000 for the Housing Action Plan Implementation being funded from the Planning General Reserve. Staff estimate that approximately \$5,000 will be expensed from the 2024 Budget allocation prior to year-end. Staff are recommending that the remaining \$25,000 be carried over into the 2025 Budget with an additional \$5,000 being added to the budget, for a total allocation of \$30,000, all funded from the Planning General Reserve. This budget request was noted in the recommended motion in Staff Report PDR-CW-55-24.

## Relevant Consultation

Internal: Planning, Community Services, Economic Development, Tourism and Culture, CAO/Deputy CAO, Legal Services, Finance

External: Affordable Housing Community of Practice

## Appendices and Attachments

Appendix 1a – Town of the Blue Mountains Staff Report FAF.24.009

Appendix 1b – Town of the Blue Mountains Staff Letter to Grey County

<b>To:</b>	Warden Milne and Members of Grey County Council
<b>Committee Date:</b>	October 10, 2024
<b>Subject / Report No:</b>	PDR-CW-56-24
<b>Title:</b>	Housing Action Plan – Emerging Understandings
<b>Prepared by:</b>	Liz Buckton, MCIP, RPP
<b>Reviewed by:</b>	Scott Taylor
<b>Lower Tier(s) Affected:</b>	All member municipalities in Grey County

## Recommendation

1. That report PDR-CW-56-24 be received for information.

## Executive Summary

The focus of this report is to share new information gleaned by staff, based on further research, data, and relationship building with housing providers, developers, and community groups. This information helps to contextualize the County's role, alongside the many others currently working in the housing sector in Grey County and beyond. Staff recommend that the County further investigate the process and potential benefits of a County Community Improvement Plan (CIP) focused on housing, including discussing the matter further with neighboring counties, Ministry of Municipal Affairs and Housing, and Western Ontario Warden's Caucus and to bring back a report to Council.

## Background and Discussion

Based on ongoing work by the County and occurring in the community, County staff's understanding of the housing challenges the County faces continues to evolve. Some understandings arise from new data, while others reflect emerging conversations and ideas that may shape future opportunity.

With respect to data, as a refresher, household income data is often reported by 'deciles'. This approach divides all households into ten equal groups based on their income levels, each decile representing 10% of the population. The first decile includes households with the lowest 10% of incomes, the second the next 10%, and so on. This data helps to illustrate how income is distributed across households and identifies the range of incomes within each decile for comparison purposes. 'Low & Moderate Income Households' are typically described as those falling within first 6 deciles of household income. These income breakdowns then get used for

housing affordability definitions and policy interpretation in documents such as the Provincial Planning Statement (PPS).

Some key data highlights and improved understanding around housing creation in Grey County are as follows:

- 1) Real Estate and Provincial (PPS) data illustrate that both average and median resale pricing in 2023 exceeded 'affordable' pricing thresholds for owner households in even the 9<sup>th</sup> decile of household income in Grey County. For reference, the 9<sup>th</sup> decile owner household income for Grey County is approximately \$202,000/year (2021).
- 2) Rural Housing Information System (RHIS) and PPS data illustrate that average;
  - a. 1 bedroom rentals available on the market today in Grey County may be affordable to households in 6<sup>th</sup> decile of renter household income,
  - b. 2 bedroom rentals may be affordable to households in the 7<sup>th</sup> decile of renter household income, and
  - c. 3+ bedroom rentals may be affordable only to households in the 9<sup>th</sup> decile of renter household income.

For reference, the 6<sup>th</sup> decile renter household income in Grey County is \$52,800/year (2021) and the 9<sup>th</sup> decile renter household income is \$105,000/year (2021).

- 3) Items 1 & 2 above together illustrate that ownership housing and available market rental units exceed provincial affordability metrics for Grey County. This is also common in many other parts of the province. Below-median ownership units and available market rentals are likely serving the 7<sup>th</sup> – 9<sup>th</sup> household income deciles relatively well, however such units do not address the needs of households with low or moderate income.
- 4) The County's social housing wait list continues to grow by 80-90 households per month against an overall wait list including approximately 1,525 Grey County households, and approximately 650 applicant households from outside of the County. More granular data analysis may yield additional understandings regarding applicant households and their needs.
- 5) The Housing Assessment Resource Tool (HART), from the University of British Columbia (UBC) estimates an affordable housing deficit of approximately 2,700 units for Grey County. The HART identifies housing need for units targeted to very low, low, and moderate income households priced from \$390 - \$975 - \$1,560/month, accordingly. The Grey County Official Plan further includes a policy target of 30% of new residential development as 'affordable'. Based upon the household growth presently forecasted across the County, this policy targets the creation of an additional 3,600 affordable units by 2046, atop existing deficit. Note these 3,600 units are based on the County's current growth management strategy projections, not the higher projections recently provided by the Ministry of Finance (MOF).
- 6) Anecdotally, staff understand that achieving ownership or rental pricing to serve the 4<sup>th</sup> – 6<sup>th</sup> income deciles or below in Grey is very challenging (if at all possible) for developers based on the costs of land, development, construction, and borrowing. The Deputy CAO, Planning, and Economic Development Tourism and Culture staff attended the Canadian Apartment Investment Conference in Toronto on September 11, 2024 to better understand the challenges and opportunities within this sector. Key take-aways from the conference include the following:

- a. Unit demand is high and given the significant increase in immigration recently, it is expected that supply and new housing starts are unlikely to meet demand in the near term, which likely brings further rent escalation. While the economics for multi-residential unit creation are very challenging at the current time, with many projects shelved or held back until cost and interest rate conditions improve, it is expected that demand will drive new starts as soon as cost factors level out. The speed of legislative change recently was noted also as a consideration. As legislative change slows and greater certainty is established, the industry can begin to review existing holdings and entitlements and adjust their plans accordingly.
  - b. By various measures, Canada may well be in a recession. Mortgage and credit defaults have ticked upwards. However, there is concern that defaults may soon grow substantially given that 'excess household savings' accrued via the pandemic are now largely exhausted and many mortgages are coming up for renewal with higher interest rates. The costs and the overall cost-of-living challenges faced by both developers and residents (including increases in insurance costs across the board) may limit opportunity to realize rental revenue growth within multi-residential project development. Rental may however continue to be preferred as a long-term investment option, given the substantial challenges associated with ownership housing construction/interest costs and somewhat limited capacity of would-be homeowners to enter the market. Staff note that subsequent announcements have been made by the Federal Government regarding increased CMHC mortgage insurance limits, and 30 year amortizations for new-home mortgages, which could be an attempt to direct investment towards homeownership.
  - c. It is expected that Bank of Canada will likely need to reduce interest rates fairly aggressively to address these factors. As this occurs through 2025 and as projects begin to 'pencil out', the industry will then need to navigate construction industry shortages. While new trades people are being brought into the industry to address retirements and demographic change, there is an adjustment period as the industry 'skills-up' and achieves more typical or enhanced levels of productivity.
  - d. Projects including deeply affordable housing components via federal and other funding are largely continuing, however margins are very tight in bringing these projects forward. Height, density, and land use approval process barriers were noted as significant factors affecting project viability. Staff often hear that there may be interest within the sector locally to pursue affordable housing creation, but that height and density limitations imposed via the planning process can represent a major barrier to achieving financial viability for these projects. This sentiment was strongly supported by conference speakers.
  - e. Being within the municipal scope of control, enhanced policy and support of increased height/density for affordability outcomes may represent a significant opportunity available to the County and member municipalities to facilitate creation of some units at these difficult to achieve price points.
- 7) Recent publications from academia (e.g., [Toronto Metropolitan University's New Housing Supply Mix Strategy](#)) and non-profit sector/advocates (e.g. [United Way's Report – Bringing Affordable Housing Home](#)) identify the non-profit and charitable sectors as



key players in addressing the housing crisis in Canada. There is a need to support and scale up these types of organizations for affordable housing creation. Some ideas for support or up-scaling could include the following:

- a. Stacked capital and incentives as well as partnership approaches are recommended to support this sector in meeting the challenge of creating perpetually affordable non-market housing, to serve the needs of households that cannot attain market units due to income and availability challenges. Given the cost factors noted in item (6) above, multiple sources of funding are required for an affordable housing build to be viable.
  - b. Locally, staff observe that up-front capital funding and an on-going rent subsidy is often required for new builds by non-profit housing providers due to high interest rates and high construction costs. Both the non-profit Lutheran Social Services build, and the Grey County affordable housing build are still looking for funding to make these builds viable. Both projects have access to the National Housing Strategy funds and County funds, but another source of funding will be necessary for the projects to move forward.
- 8) Considering Items 3-7 above, together, staff are of the opinion that opportunities for affordable housing creation will likely require the following:
- a. careful assembly of the right incentives, funding and partnerships to make affordable housing projects viable, and
  - b. stacking of federal, provincial and local incentives needed to support the supply of new affordable units within mixed affordability developments in a way that will be viable over the long-term.

New and additional funding options would greatly assist in this work. Future local efforts towards establishing charitable and/or social finance mechanisms to raise capital, and the facilitation of multi-stakeholder partnerships, e.g., including faith-based communities, large employers, or institutions, may present an opportunity to resource affordable housing creation.

- 9) Effective tools to require or mandate affordable housing via the development process are not in place in Grey County at this time, largely based on limits to local authority in this regard as per the provincial framework. Key considerations in relation to such tools are as follows:
- a. Staff continue to explore options to acquire the dedication of affordable units, land or cash contribution separately or in association with development proposals, on a voluntary basis.
  - b. Emerging approaches, such as the creation of Community Planning Permit Systems (CPPS) within which inclusionary zoning/unit dedication may be applied, may represent a future option to acquire such units on a mandatory basis via the development process. Such a tool could be applied in key locations where the effort to establish a CPPS may be warranted.
  - c. A related discussion is emerging in the regional housing community regarding what institution(s) or organization(s) could or would ultimately hold and administer such affordable units in perpetuity, once successfully created. While provision of affordable units by agreement (i.e., to maintain as affordable, perhaps in exchange for some process, fee exemption, or land-based incentive) is one way to achieve new supply, such agreements generally are time-limited

(e.g., 25-years). The ability to hold and maintain units out of the market, on a non-profit basis, facilitates opportunity for this housing to remain affordable in perpetuity. This also may facilitate opportunity for housing providers to later leverage the equity within these developments to support the creation of additional affordable housing in the future.

- d. A municipal non-profit development corporation, a non-profit housing organization, or purpose-oriented 'land trust' may perhaps fulfil this role of the unit holder/administrator, however additional questions arise for consideration. For example, what are the potential limitations of these different structures? What are the relationships and agreements that would be necessary to support transfer of public or private lands for their holding and management? What are the resourcing needs (financial and people) associated with the creation and maintenance of such an organization?
- 10) With consideration to item 9 above, staff suggest that there may be merit in considering some expanded role for the County given our existing County Housing Corporation and associated in-house expertise in administering County-owned and partnered social and supportive housing units. Staff consider that this may support land acquisition, land banking, the targeted use and incentivization of lands for affordable housing creation, and could perhaps help to facilitate multi-partner workforce housing in key locations. If the County were to explore an expanded role, related financial, legal and capacity considerations would need to be fully examined. Staff note that very preliminary information gathering, and discussion is underway internally to explore what may be appropriate, feasible, or sustainable in this regard.
- 11) Over the past months, County staff have fielded various requests for financial support from local non-profit organizations interested in pursuing affordable-housing supportive actions. However, such funding is not in the County's budget, and therefore these requests have not been supported. The Housing Action Plan identifies that a County-level Community Improvement Plan (CIP), where prescribed by the province, may provide an opportunity for the County to directly support targeted housing projects with financial approaches like grants or loans, and/or via provision of low or no cost land. A County CIP could establish similar tools and incentive programs as exist via local CIPs, though could perhaps be more finely targeted to projects of strategic significance to the County. CIPs by a prescribed upper-tier are scoped in their application, dealing only with infrastructure within the upper-tier's jurisdiction; lands/buildings for higher density mixed-use development adjacent to planned transit hubs; and affordable housing. It is expected that a County CIP could build upon the good work associated with the creation of the County's CIP template, via County-wide collaboration. The current CIP program has seen the County partner with local municipalities offering Tax Incremental Equivalent Grants (TIEG) under their local plans, effectively phasing in the local and County portions of the increased tax assessment associated with new purpose-built rental projects. In the absence of a County CIP, or in the case of future initiatives that may not be specifically land-based, other approaches may be indicated. For example, the Town of Collingwood has recently issued a call for Expressions of Interest (EOI) ([link to EOI on Collingwood website](#)) for non-profit organizations seeking seed funding for specified affordable housing related actions. The County could consider establishing a similar procurement initiative and budget to support this sector in achieving shared objectives.

12) Finally, staff note that local interest regarding affordable housing opportunities and solutions continues to grow. There are emerging non-profit organizations as well as informal discussion and interest groups forming in member municipalities across the County. Further, certain local faith-based communities have begun outreach and consideration of how their congregations may support housing solutions, and how their built assets or land holdings may contribute. Staff have also been approached by several local development proponents, to explore approaches and available incentives as may facilitate inclusion of affordable units within mixed-affordability market developments.

## Legislated Requirements

There are no specific legislated requirements associated with this report.

## Financial and Resource Implications

Staff recommend that the County undertake further analysis regarding the process for being able to establish a County-level CIP, as well as assessing the potential benefits and costs associated with a County-level CIP program. A further staff report will be presented to Council following completion of this analysis.

## Relevant Consultation

Internal: Planning, Community Services, Economic Development, Tourism and Culture, CAO/Deputy CAO, Legal Services, Finance

External: Affordable Housing Community of Practice

## Appendices and Attachments

Appendix 1– Additional Data

# Committee Report

<b>To:</b>	Warden Milne and Members of Grey County Council
<b>Committee Date:</b>	October 10, 2024
<b>Subject / Report No:</b>	PDR-CW-55-24
<b>Title:</b>	Housing Action Plan – Status Update
<b>Prepared by:</b>	Liz Buckton, MCIP, RPP
<b>Reviewed by:</b>	Scott Taylor
<b>Lower Tier(s) Affected:</b>	All member municipalities in Grey County

## Recommendation

1. That report PDR-CW-55-24 be received; and
2. That consideration of Grey County attaining membership and access to the Rural Housing Information System (RHIS), on behalf of Grey County and member municipalities, via an annual membership fee of \$2,000 be included in the County's 2025 budget; and,
3. That Grey County host a networking event in 2025 in relation to the surplus lands for affordable housing project to connect potential cross-sector community partners and explore opportunities relating to housing creation on public lands within the County and that it be funded from the 2025 Housing Action Plan implementation budget; and
4. That a total of \$30,000 be included for consideration in the 2025 budget to cover on-going implementation of the Housing Action Plan to be funded from the Planning General Reserve.

## Executive Summary

This report offers an update regarding actions pursued under the County's Housing Action Plan since its endorsement by Council in August 2023. Included in the report are recommendations for continued access to the Rural Housing Information System (RHIS) and hosting a networking charette event for community housing partners in 2025. The financial considerations of the RHIS and networking charette have been outlined in this report, but will be included in the draft 2025 County budget for Council's consideration. This report is meant to be read in concert with Reports PDR-CW-56-24 and PDR-CW-57-24 regarding emerging understandings on housing and a regional housing strategy, as well as data needs.

# Background and Discussion

Further to the housing initiatives of the County's Community Services department, an updated [Grey County Housing Action Plan](#) (HAP) as described by staff report PDR-CW-40-23 (see Appendix 1) was endorsed by Council in August 2023. The HAP was developed in collaboration with municipal staff from across the County. The Plan identifies a variety of actions that may be undertaken to support the creation of missing-middle, affordable, and near-market rate rental units, as well as home ownership units which are often referred to as 'attainable'.

The updated HAP was created using a 'systems framing' approach, which considers various methods - programmatic, policy, financial, and relational – to promote housing development. Exploration of innovative forms of non-market and other tenure models, as well as non-traditional funding and social finance approaches is addressed within the HAP amongst other more 'traditional' approaches. This illustrates the County's intent to thoughtfully consider how the County may use existing structures and capacities in new ways to further housing objectives, as staff hope others may also consider doing.

A systems-focused plan looks at the interconnected parts of the housing system and aims to create the right conditions for change and new opportunities. Positive outcomes depend on recognizing the strengths and potential of both local government structures and diverse housing partners, which may include:

- non-profit organizations and housing providers,
- private developers and builders,
- financial institutions,
- community foundations,
- large employers,
- faith-based and charitable organizations, and
- health and educational institutions.

This report-back to County Council provides updates on the specific implementation actions that the County continues to 'own' within the HAP. However, where possible, staff have also woven in information about how the County's ongoing work intersects with that of others pursuing housing action locally.

## Housing Action Plan Status Updates and On-going Actions

Implementation of the HAP is well underway, including the following actions:

1. A housing forum for County/Municipal Councils and staff was held in October 2023. The forum offered a common operating picture of housing need and affordability in Grey County to inform further work.
2. A County and municipal-staff Affordable Housing Community of Practice (AHCOP) has been established, with meetings on a bi-monthly basis. A related communications site/resource hub has also been created to support the work of the AHCOP to share

information and best practices and to continue forward with implementation of the HAP in a coordinated and collaborative way.

3. County Staff have established an informal network with planning counterparts at Huron, Bruce and Simcoe Counties, meeting monthly to discuss ongoing work, emerging issues, arising opportunities etc. Simcoe and Bruce Counties each have Housing Plans in process, having received very recent Council endorsement:
  - a. [Bruce County Housing Action Plan](#)
  - b. [Simcoe County Housing Attainable Supply Action Plan](#)
4. The exploration of planning process efficiencies, including a potential new service delivery model, is underway by the County and member municipalities. Staff report PDR-CW-03-24 (see Appendix 2) proposed process efficiency recommendations, with further revisions expected to continue based on recent and ongoing legislative / policy changes affecting planning in Ontario.
5. On-going official plan and zoning by-law updates are underway at the municipal level.
6. County staff continue to work with municipal treasurers and County Legal Services staff to research affordable housing exemption agreements based on the changes to the *Development Charges Act* which took effect June 1, 2024.
7. The County's Surplus Lands Project continues with detailed review of potentially surplus County-owned sites in Markdale and Durham. This project includes ongoing internal consultations regarding offering the lands, partnership, and incentive options that may support affordable housing creation on these lands. Specific to the Surplus Lands Project are the following items:
  - a. Planning staff, together with Economic Development, Tourism, and Culture staff are discussing how best to generate options and preliminary development concepts for these sites. Staff are also contemplating the types of partnership or incentives that may need to be provided, alongside the lands, to support economic viability for a component of affordable housing.
  - b. An opportunity exists to bring together private and non-profit sector developers and housing providers, investors and municipal staff and/or council leadership, alongside other potential community partners, to discuss these opportunities and how we can best work together towards key outcomes. A networking charette event is recommended for 2025, as additional detail is confirmed regarding the site conditions, timing considerations, and pre-development needs for the potentially surplus County lands under investigation. Additional information on this event is included in the Financial and Resource Implications section of this report.
  - c. These actions are consistent both with the aims of the HAP, and the County's Economic Development Strategy priorities of 'Leadership and Collaboration' and 'Investment Readiness' with the goal of building cohesion and common understanding around these opportunities and how we may best work together in future.
8. Additional Residential Unit (ARU) resource materials have been prepared by County Staff and shared with member municipalities for consideration and reference in relation to policy and zoning updates.
9. County Staff are engaged in ongoing networking and co-learning with community partners such as The Institute of Southern Georgian Bay (TISGB) ([link to TISGB toolkit website](#)), regarding unique housing tenures, finance models, and tools as may support

creation of affordable housing in perpetuity. This may include, for example, social finance tools like community bonds, and delivery models such as non-profit development corporations, land trusts, cooperatives, etc. Presently, the Institute's Social Finance & Housing group is considering the ways in which a collaborative strategy could be developed to clearly link municipal and community efforts across the region, to drive affordable non-market housing to support regional needs.

10. Additional data sources have been identified and compiled, further helping to detail the nature of housing need, in-progress supply, and affordability in Grey County. The understandings arising from this data will be presented within the second report of this three-part series. Of particular note, is the Rural Housing Information System (RHIS) as is being delivered by the Rural Ontario Institute (ROI), in partnership with Eastern and now Western Ontario Warden's Caucus (WOWC) members. The County has access to the RHIS in 2024 through WOWC, but is being asked for a membership fee to continue access in 2025. If the County subscribes to the RHIS, the membership fee covers both County and member municipal access to the data. The RHIS compiles various data sources around community demographics, market conditions, and development metrics allowing for comparison across local and regional communities in Ontario. It is in early use, with potential for ongoing development of additional data and metrics. Additional information on RHIS membership is included in the Financial and Resource Implications section of this report.
11. The County's Community Services Department continues to explore opportunities to expand housing and homelessness support services within the County, recent actions include:
  - a. 12 Supportive units in partnership with Canadian Mental Health Association (CMHA). CMHA has received funding from the Ministry of Health for 24/7 staff supports. The building was renovated and is owned and operated by Grey County.
  - b. The County purchased a 22-room motel that provides up to 27 people experiencing homelessness with transitional housing. Support services are provided on site.
  - c. Grey County funded a pilot project for a winter warmth program with Safe n Sound. The program operated from November to April providing a warm place for people experiencing homelessness to access services.
  - d. Grey County is supporting nonprofit Lutheran Social Services Owen Sound with building a 40-unit apartment building for seniors. Grey County is providing \$3,000,000 towards capital and operating expenses.
  - e. Grey County is redeveloping an eleven-unit rent geared to income building to 36 units of affordable and market housing in Dundalk.
12. A \$647,800 contribution to the County's Affordable Housing Reserve was made in the 2024 approved budget. The estimated reserve balance at the end of 2024 is \$1 million; future contributions are earmarked for the two builds in Dundalk and Owen Sound, as noted above.

## Legislated Requirements

There are no specific legislated requirements associated with this report.

## Financial and Resource Implications

- 1) RHIS Annual Fee – Staff see great value in the data provided by RHIS to the County and member municipalities. The annual membership fee is \$2,000.00, alongside commitment to share geospatial, housing plan, and incentive data to Rural Ontario Institute (ROI) as requested, to maintain the data service/portal. As noted earlier, this fee would include access to both Grey and all nine member municipalities. This would be an increase to the the subscriptions line item in the 2025 Planning operating budget.
- 2) Surplus Lands, Networking Charette Event – This event would include a range of parties to (a) connect potential cross-sector community partners, and (b) explore opportunities relating to housing creation on public lands within the County. Expenses associated with the event (e.g. space rental, food/beverages, etc.) would be funded using a portion of the 'Housing Action Plan Implementation' budget. The 2024 Planning Capital Budget included a total of \$30,000 for the Housing Action Plan Implementation being funded from the Planning General Reserve. Staff estimate that approximately \$5,000 will be expensed from the 2024 Budget allocation prior to year-end. Staff are recommending that the remaining \$25,000 be carried over into the 2025 Budget with an additional \$5,000 being added to the budget, for a total allocation of \$30,000, all funded from the Planning General Reserve.

## Relevant Consultation

- ☒ Internal: Planning, Community Services, Economic Development, Tourism and Culture, CAO/Deputy CAO, Legal Services, Financial Services
- ☒ External: Affordable Housing Community of Practice

## Appendices and Attachments

Appendix 1 – Staff Report PDR-CW-40-23 (Housing Action Plan)

Appendix 2 - Staff Report PDR-CW-03-24 (Planning Efficiencies)





# Staff Report

## Planning & Building Services – Planning Division

**Report To:** COW - Operations, Planning and Building Services  
**Meeting Date:** January 14, 2025  
**Report Number:** PBS.25.001  
**Title:** Information Report – Proposed Official Plan Amendment, Zoning By-Law Amendment, Draft Plan of Subdivision and Draft Plan of Condominium – 496857 Grey Road 2 (Hindsbrook)  
**Prepared by:** Adam Farr, Senior Planner

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### A. Recommendations

THAT Council receive Staff Report PBS.25.001, entitled “Information Report – Proposed Official Plan Amendment, Zoning By-Law Amendment, Draft Plan of Subdivision and Draft Plan of Condominium – 496857 Grey Road 2 (Hindsbrook)”.

### B. Overview

This report provides a status summary of the review of applications filed by Homefield Communities to facilitate a proposed 376 unit residential development at 496857 Grey Road 2 in Thornbury/Clarksburg.

The related Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision and Draft Plan of Condominium applications along with various proposal details and requests by the applicant of the Town are actively under review and, based on the issues identified to date, staff are not in a position to issue a recommendation at this time. The applicant has also requested additional time to address and respond to questions and issues raised through the Public Meeting and from circulation of the applications to the Town, County and commenting agencies.

Pursuant to the Planning Act, the applicant will be in a legal position to appeal lack of a decision on these applications after February 13, 2025. Town staff intend to seek resolution and or scoping of issues in advance of a future recommendation report. to Council.

### C. Background

The subject development proposal seeks various approvals (Official Plan Amendment, Zoning By-law Amendment, Draft Plan of Subdivision, Draft Plan of Common Element Condominium) in support of a proposed 376 unit residential development at 496857 Grey Rd 2 in

Thornbury/Clarksburg. A more detailed summary of the proposal is included in Section 2 of the Background section below.

The background comments section is structured as follows:

- 1.0 Site and Surrounding Area.
- 2.0 General Proposal Summary
- 3.0 Applications
- 4.0 Public meeting summary

### **1.0 Site and Surrounding Area**

This 37.7 HA property is generally located south and east of the intersection of Grey Rd 2 and Highway 26 at the edge of and inside the Thornbury Clarksburg primary settlement area. The property contains a single residential structure and outbuildings and is otherwise vacant.

**Figure 1 Air Photo**



The property is currently designated as Primary Settlement Area in the County Plan and is designated and zoned as Rural (RU) Hazard (H) and Special Agriculture in the Town Official Plan and Zoning By-law 2018-65. The bulk of the property sits directly adjacent to and inside the south-eastern boundary of the Thornbury Clarksburg primary settlement area. A small portion, designated and zoned Hazard and carrying a Niagara Escarpment Plan designation lies just outside the boundary.

Figure 2 Official Plan designation

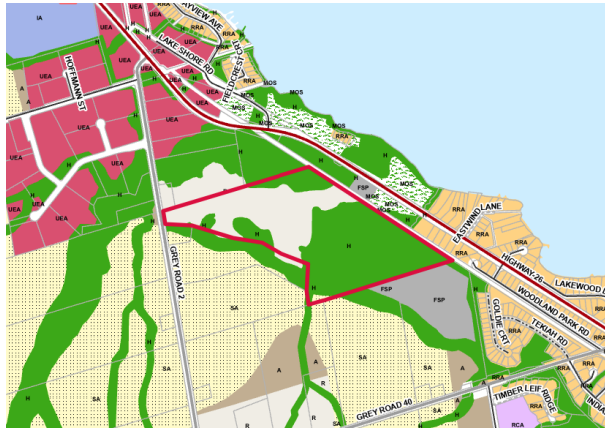
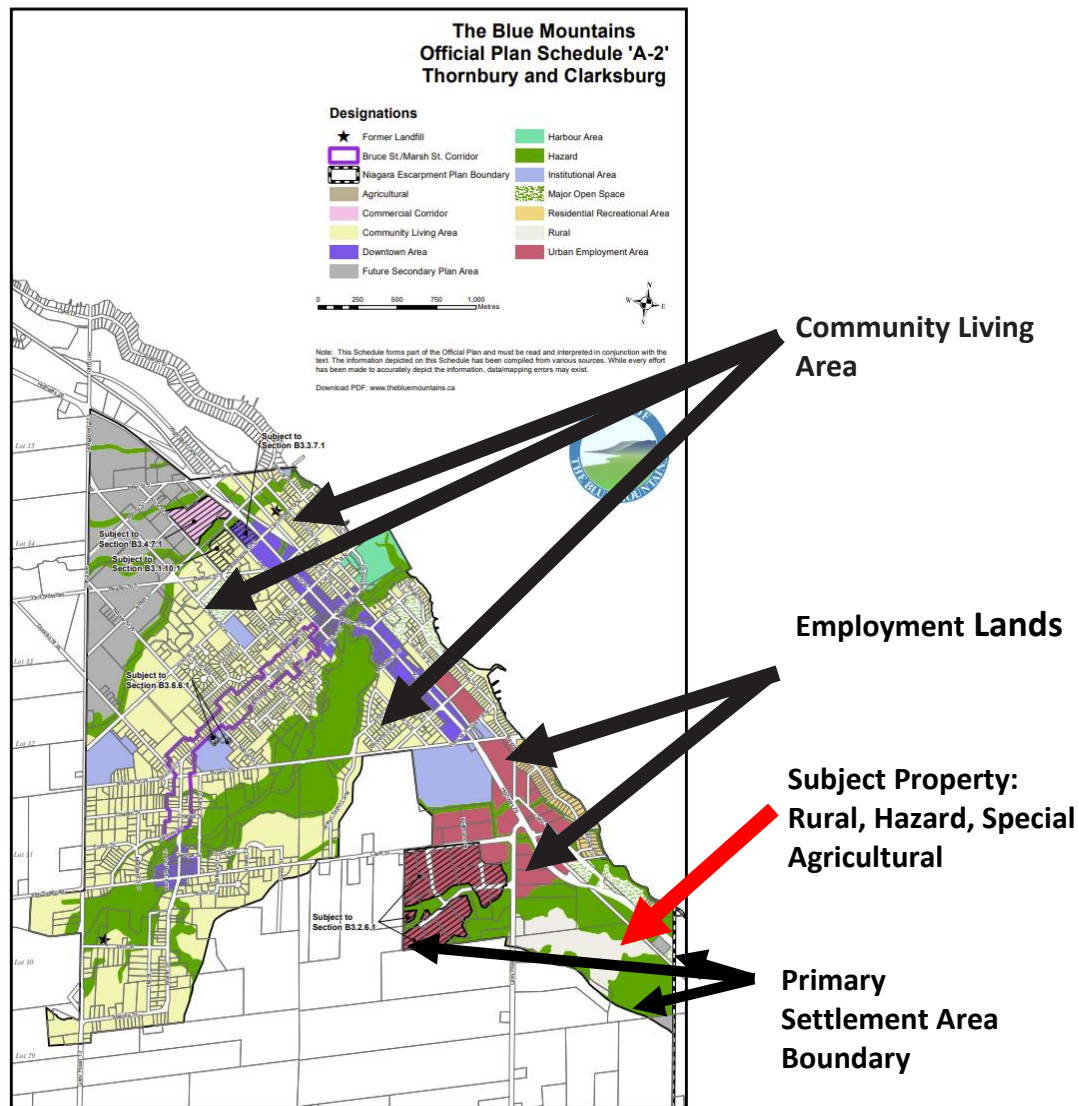


Figure 3 Zoning



Figure 4 Thornbury & Clarksburg Settlement Area



There are various environmental and site constraints that frame the immediate development potential of the subject lands including, but not limited to:

- A significant portion of the site is designated hazard due to flood plain and wetland areas.
- Wetlands and Woodlands including significant woodlands cover much of the site.
- A small section of Indian Brook, a cold water fishery, traverses the property in the north.
- A portion of the Georgian Trail owned by the Town abuts the full extent of the north/northeastern property boundary.
- A significant portion of the site is regulated by the Grey Sauble Conservation Authority.
- The property has a high water table.
- The property has access to only one relatively narrow public street frontage at Grey Rd 2 and is otherwise bound by the constraints noted above and also by private and public lands.
- Directly adjacent surrounding lands include properties owned by the Town of The Blue Mountains, Grey Sauble Conservation Authority and properties owned by 9 respective private land owners.

This property is not contiguous to the remainder of the residential primary settlement area and is physically and functionally isolated (see Figure 4) by Employment, Hazard, Recreation lands and non-urban lands. The lands are not currently serviced with existing infrastructure and are not fully included within the Town's water and wastewater master plans. Transit does not service these lands. The subject lands are the only lands in the settlement area that do not carry a development or future secondary plan designation. Instead, they retain a non-development Rural designation that only permits one single detached dwelling and a range of other non-urban uses.

**Figure 5 Surrounding lands owned by Grey Sauble Conservation Authority**



Surrounding land uses are as follows:

**To the north:**

- vacant lands owned by GSCA and designated in the Official Plan and zoned Hazard (H);
- a recreation vehicle and trailer campground designated in the Official Plan as Rural (R) and zoned Recreation (REC); and
- Georgian Trail.

Beyond to the north lies Highway 26, to the northwest a number of businesses on lands designated in the Official Plan as Employment and zoned Industrial (M1) and to the north and

north east are lands designated Major Open Space, Hazard, Future Secondary Plan and Residential Recreation Area that are alternately vacant or contain single detached dwellings.

**To the east:**

- Georgian Trail;
- Privately owned vacant lands bound by Conservation Authority owned lands, HWY 26 and Town owned Georgian Trail and designated Future Secondary Plan and zoned Development (D) Zone;
- Single detached residential designated Residential Recreation Area and zoned Residential One (R1-1);
- Lands owned by the Conservation Authority;

Beyond to the east lies Highway 26 and lands that fall within the Residential Recreation designation.

**To the south:**

- Vacant lands outside the Thornbury/Clarksburg primary settlement area
- Designated Future Secondary Plan and Hazard lands and lands zoned Development (D) and Hazard.
- Farmed lands designated and zoned Special Agriculture.
- Acreages including single detached dwellings.

**To the west:**

- Farmed lands designated and zoned Special Agriculture and including Hazard lands and beyond lands outside of the primary settlement boundary.
- Vacant lands designated Employment lands and zoned with a site-specific recreational zone.

## **2.0 Applications**

Town staff met the applicant and provided pre-consultation notes at two meetings on each of October 4, 2023 and June 12, 2024.

The following applications were deemed complete on October 16, 2024.

- Official Plan Amendment
- Zoning By-law Amendment
- Draft Plan of Subdivision
- Draft Plan of Condominium

These applications include draft plans of subdivision and condominium that fall under the jurisdiction of and require approval from Grey County.

The following materials were provided with the applications:

- Official Plan Amendment Application
- Zoning By-law Amendment Application
- Draft Plan of Subdivision Application
- Draft Plan of Condominium Application

- Functional Servicing Report
- Natural Hazard Assessment
- Environmental Impact Study
- Housing Needs Report
- Urban Design Report
- Landscape Analysis
- Stage 1 and 2 Archaeological Assessments
- Transportation Impact Study
- Updated Geotech Report
- Hydrogeological Report
- Preliminary Stormwater Management Report
- Hydrogeological report
- Landscape Analysis
- Tree Inventory and Interim Protection Plan
- Planning Justification Report (contains concept plan, draft OPA, ZBA, condo and subdivision plans)
- Condominium Plan
- Subdivision Plan

### **Official Plan Amendment**

The proposed Official Plan Amendment includes additional content setting out the applicants' proposed concept of public benefits and expectations as to how this development will be treated from a community housing, open space dedication and servicing perspective including the following:

*In addition to the Policies of the Community Living Area Designation, these lands may be developed with a maximum density of 39 units per hectare resulting in a maximum number of 376 units.*

*Approval of this development is on the basis of providing of the following Public Benefits:*

- Providing a minimum of 50% of the units meet the Attainable Housing accommodation criteria as defined by the Town's Community Improvement Plan dated January 2021*
- Dedication of Natural Heritage Features to a public body for the long term protection of Natural Heritage features as identified in the Environmental Impact Study.*
- Provisions of preferred service extensions to the site that will benefit the towns water and wastewater conveyance systems and accommodate future development.*

*Based on providing the Public Benefit to the satisfaction of the Municipality, the subject lands shall be considered within Stage 4 of the Servicing Priorities with the approval of this Amendment.*

*The development of the lands subject to an Amendment to the Zoning By-law and execution of a Development Agreement.*

Although the applicant has described their development as meeting the intent and direction of attainability as defined in the Housing within Reach Community Improvement Plan (CIP), the proposal does not meet the full set of criteria and they have advised that they are not seeking incentives through the CIP. However, as noted below, in Section 3, the applicant is targeting delivery of lower cost housing that references the required elements of the Town's definition of attainability.



The applicant has advised that:

*Homefield Communities aims to deliver housing that will be attainable without the need for price control. Homes that meet the attainable housing cost thresholds through the use of land leases, unit size, and community density so they remain attainable indefinitely.*

To further support the delivery of attainable housing the applicant has also requested various concessions described in further detail in Section 3 below.

### Zoning By-law Amendment

The proposed Zoning By-law Amendment seeks creation of 6 new exception zones – 5 of which are set out below. The proposed Draft Plan of Subdivision seeks approval for the creation of 376 lots that coincide with the proposed units described in the development plan.

**Table 1 – Applicant Proposed Site Specific Zoning**

Standard	R2 provision	Standard Rowhouse			Back-to-back Rowhouse
		Type 1 / 1A	Type 2	Type 4	Type 3
Minimum lot area (sq. m.)	190 sq. M.	140 / 128	140	94	80.
Minimum lot frontage	6 m.	6.1 m	7.4 m	4.95 m	6.7 m
Minimum front yard	6 m	5.5 to garage 6.25 to dwelling	5.5 to garage 4.75 to dwelling	5.5	5.5 to garage 4.75 to dwelling
Minimum side yard	1.2 m*	1.2 m for end unit 0m for interior unit	1.2 m for end unit. 0m for interior unit	1.2 m for end unit. 0m for interior unit	1.2 m for end unit 0m for interior unit
Minimum exterior side yard	4 m	4 m	4m	4 m	3.5 m
Minimum rear yard	7.5 m	8 m / 6m	6 m	3.5 m	0 m
Maximum height	3 stories	3 stories	3 stories	3 stories	3 stories
Balcony and Step encroachment	1.5 into required yard.	Balcony 2 m into rear and Steps 1.75 m into front.	Balcony 2 metre into rear.	1 metre	Balcony 2 metres into front.

### Draft Plan of Subdivision and Draft Plan of Condominium

A common elements condominium is proposed that includes the roads, open space and parks within the development envelope and appears intended to function in tandem with either or both of the proposed land lease and/or freehold condominium land holding concepts. Hazard lands are proposed to be created as separate blocks and do not form parts within the common element condominium. Dedication of the hazard lands to the Town or a third party is proposed.

### 3.0 General Proposal Summary

The applicant has completed a range of studies and submitted applications seeking to demonstrate the viability of a portion of the subject lands for residential development. The proposal requires the removal of some significant and other woodlands and some wetlands that are proposed to be relocated on non-developable lands on the same property. The remainder of the development is constrained by hazard conditions and natural heritage features.

The applicant's stated intent is to operate a land lease development where the buyer owns the unit, the developer/operator owns the land, and the buyer leases the land from the developer.

The applicant has stated that their intent is to price a minimum of 50% of units in the development (unit types 3 & 4 - the smallest of the 6 types of units proposed) such that the carrying costs comprised of mortgage, mortgage insurance, taxes, utilities and land lease costs will not exceed 30% of gross income for households earning \$150,000/yr (just under \$4000/month). These carrying costs cover ownership of the building only while the developer retains ownership of the land and leases the land and common elements to the homeowner. There are no proposed price controls and future pricing will remain subject to market pricing.

**Table 2: Comparison of CIP attainability criteria and development proposal characteristics**

CIP Definition of Attainability	Development proposal characteristics*
Attainable shall mean below or near market housing that is offered and maintained to remain within reach of the following for a set time period, regardless of market pressures	<ul style="list-style-type: none"><li>• Market housing that based on market value will be below market housing elsewhere in Thornbury/Clarksburg</li><li>• No price controls</li><li>• 50% of housing to meet criteria remainder of housing to exceed attainable housing definition thresholds, however still may be under average market value for Thornbury/Clarksburg</li></ul>



<p>In the case of home ownership,</p> <ul style="list-style-type: none"> <li>housing for which the purchase price results in annual accommodation costs which do not exceed 30% of the gross annual income for households within the income range of 50 – 130% of median income for the Town of The Blue Mountains.</li> </ul>	<p>Home ownership includes physical structure only and land is leased from landowner.</p> <ul style="list-style-type: none"> <li>Median household income circa 2021 was \$100,000</li> <li>Increased by rate of inflation to 2024 to \$115,923</li> <li>Multiplied by 130% (the high end of the range cited in the CIP) resulting in targeted household income of \$150,699</li> <li>Proposed carrying cost at 30% of gross income equals \$3767.49 including mortgage expenses, mortgage insurance, property taxes, monthly fees (land lease, condominium or otherwise) and utilities</li> </ul>
<p>Annual household income information will be based upon the most recent Census of Canada statistics for the Town of The Blue Mountains and is updated at least every five years and may be updated more frequently in consultation with the Blue Mountains Attainable Housing Corporation.</p>	<p>See above</p>
<p>In the case of rental housing, housing which is provided defined as at least 20% below area median rent. Area median rent information will be based on the most recent Census of Canada statistics for the Town of The Blue Mountains and is updated at least every five years and may be updated more frequently in consultation with the Blue Mountains Attainable Housing Corporation.</p>	<p>Rental Housing is not proposed, however units may be available on the secondary rental market depending on land lease agreements.</p>
<p>Any eligible community improvement works that are administered a financial incentive under this Plan shall satisfy the definition of attainable.</p>	<p>No CIP incentives are being requested.</p>
<p>Further, at the sole discretion of Town Council, an alternative definition of attainable housing may be applied to an eligible application, provided the definition contained within this Plan and/or a proposed development that meets the eligibility criteria of this Plan, have received formal endorsement from The Blue Mountains Attainable Housing Corporation.</p>	<p>Current proposal does not meet definition of attainable housing within the CIP. In lieu of the Attainable Housing Corporation, Council may approve a revised definition for attainable housing, however this is not being requested.</p> <p>Additional proposal details are required to further define housing mix, product, address proposed freehold condominium and other matters.</p>

\* Awaiting additional information on housing mix, details, rationale

To support the applications, the applicant is actively pursuing opportunities to partner with a third party to provide housing units as follows:

*Homefield Communities is open to discussing the potential to supply affordable housing within the proposed development subject to collaborating with a suitable non-profit entity that will purchase, own and operate the affordable units and enable the supply of much-needed affordable rental units to the community. The POTLs associated with these units could also be sold to the collaborating entity, so land lease fees would not apply to the affordable units.*

*The ability of Homefield Communities to deliver affordable housing and the quantity of affordable units that can be provided will depend on other development outcomes. Most notably:*

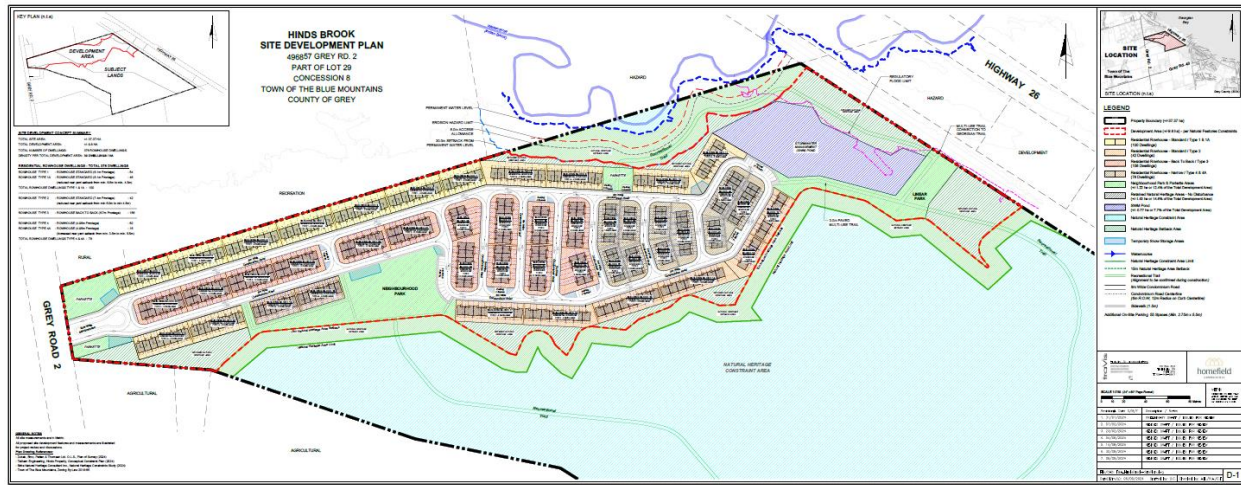
- 1) Project timelines, including approvals and servicing allocation.*
- 2) Servicing costs, which will vary widely depending on the servicing strategy employed by the development.*
- 3) Financial levers provided by TBM, Grey County, Province of Ontario and the federal government.*
- 4) Business structure with the collaborating entity.*

Town Staff continue to review the above requests against Town policy and Engineering Standards and will report back to Council on the above items, as well as the status of discussions on the third party affordable housing component.

The applications submitted generally seek approval to:

- Change the Official Plan designation of the subject lands from Rural, Hazard and Special Agriculture to Community Living Area, Hazard and Special Agriculture with site specific permissions for a maximum density of 39 units/HA resulting in a maximum of 376 rowhouse and back-to-back units and adopt “public benefits” and related implementation policies;
- Rezone the lands from Rural, Hazard and Special Agriculture to:
  - Introduce 6 sets of site specific and relaxed zoning standards to apply to the corresponding units depending on type;
  - Introduce brand new standards for back-to-back and rowhouse units;
  - Revise Hazard zone boundaries based on site specific study and confirmation; and
  - Assign Open Space zoning to the proposed park and amenity spaces;
- Subdivide and create lots for each of the proposed 376 rowhouse and back-to-back units and create private roads, a stormwater management facility, park or amenity areas and two hazard land blocks;
- Create a common elements condominium excluding hazard lands;
- Remove significant woodlands from the portion of the lands proposed for development.

**Figure 6 Development Concept**



- Approve instruments that will provide flexibility to the developer by allowing them to either sell units as part of a land lease or sell units as a freehold condo where the scope of either land holding tenure is not defined and the applicant has otherwise stated an intent to operate the development as a land lease;
- All hazard, wetland and natural heritage lands are proposed to be dedicated to the Town or a third party and a private access recreational trail be constructed on these lands;
- Adopt the applicant's preferred servicing scenario which would require deviation from Engineering standards and Town practice and third party approvals to allow:
  - public ownership, maintenance and replacement of servicing within a private development;
  - non-standard construction of municipal infrastructure within an easement and without sufficient access and servicing standards rather than town owned blocks
  - tunneling under lands owned by the Conservation Authority by way of an easement, subject to compensation requirements, and increased maintenance and replacement costs;
- Request that a service easement across Conservation Authority lands be permitted to allow water and wastewater services in accordance with the applicants' preferred servicing scenario. GSCA staff have advised the following:

*Preliminary consultation comments provided by GSCA Planning Division staff note that any easement would need to be discussed with the GSCA Board of Directors. These comments provided conditions under which GSCA would be open to a discussion regarding an easement including (in summary):*

  1. *Directionally drilling with no trees disturbed or removed;*
  2. *A plan for addressing future maintenance/repair without disturbing GSCA property or removing trees;*
  3. *Services through GSCA property are owned and operated by the Town of the Blue Mountains, if the Town accepts the services;*
  4. *Acceptable compensation is provided.*

*The applicant has made no formal request to the Board of Directors of GSCA to discuss any easement/block. It is further noted that proposing conditions for discussion is not any guarantee of acceptance of a proposal. The Board of Directors of GSCA would be the approval authority for any easement over GSCA lands.*
  - Remove vegetation from 4.83 HA of the proposed development area woodlands and provide 3629 replacement stems on hazard lands which generally represents a 1:1 compensation rate as proposed by the applicant's ecologist; and
  - Reduce setbacks from Natural Heritage features from 30m to 15m in some areas as supported by an Environmental Impact Study.

#### 4.0 Public Meeting

A public meeting was held on November 26, 2024. Town staff and the applicant provided presentations. The Town received 10 written submissions and 7 members of the public spoke during the proceedings. A summary list of comments includes the following:

- Concerns with Official Plan policy conflicts
- Property isolation from main services and living area
- Traffic concerns including: entrance location, speed, sight line, distances, hill, conflicts with split access/egress location, TIS trip generation assumptions, suitability of existing infrastructure to accommodate traffic, requirement for left turn lane and other traffic controls
- Concerns regarding flooding, sewer back-ups, need for sump pumps, flooding or leaking basements and impacts on insurability
- Concerns regarding secondary access/egress
- Loss of tree canopy
- Density and character – seeking lower density, more green space
- Impacts on Indian Brook, water quality
- General concerns regarding impact on natural environment, wildlife, ecosystems
- Lack of local school capacity
- Conflicts with agricultural uses
- Conflict with Master Transportation Plan Thornbury By-pass Options
- Concerns regarding impact on adjacent campground
- Impact on Georgian Trail, connection to Georgian Trail, buffering of Georgian Trail, Enhancement plantings
- High water table conditions and impact on viability of development and insurability
- Slope conditions
- Build basement units and consider smaller units to appeal to wider range of need.
- Comments on how to control “attainability”, control lease costs
- Comments on targeted household income and expanding the range of household income targeted
- Comments on increasing the range of household incomes targeted in housing mix

## 5.0 Circulation

The applications were circulated for comment to Town departments, Grey County, Grey Sauble Conservation Authority, Ministry of Transportation, indigenous communities, utilities and others. Peer reviews have been completed by the Town for community design matters and the County is carrying out a legal review of the proposed form of the draft plan of subdivision and condominium applications. Detailed comments have been provided to the applicant on each of November 22, 2024, November 26, 2024 and December 10, 2024. There is an extensive list of issues under review at this time that is captured within Town and agency comments.

## D. Analysis

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The applicant has completed supporting studies that appear to prove viable development potential on a property that sits within the primary settlement area boundary but, unlike other properties in the Thornbury Clarksburg area, has not yet been designated for development/re-development. The property retains Rural, Hazard and Special Agriculture Official Plan and Zoning designations. The property is relatively isolated from the remainder of the residential primary settlement area and does not benefit from the efficiencies offered by existing infrastructure services, transit support or proximity to services and amenities. Further, the

property's various environmental and other constraints and characteristics and the applicant's various requests require a greater degree of planning than a conventional development proposal. Notably, a number of surrounding properties carry Future Secondary Plan requirements which is likely due, in part, to recognition of the complexity of related planning issues, many of which also impact the subject property.

The applicant's proposal provides potential for a greater variety of housing in the primary settlement area with a housing mix that offers a substantial number of the proposed units at lower cost for a targeted segment of the market. Further, the development requires the extension of services and inclusion of these lands within the Town's water and wastewater master plans which could present further development opportunities at this end of Thornbury/Clarksburg, in particular, on nearby existing employment lands. It is noted that the Town currently has limited serviced employment lands.

The applicant's proposal also triggers a number of issues across review agencies with respect to the community plan, infrastructure and servicing, environmental planning and management and the applicant has also sought concessions for which the direct or indirect financial costs to the Town, policy implications and required approvals for which additional information is required and have not yet been fully assessed.

The applications and the development continue to be in active review but a recommendation report cannot be advanced at this time. The applicant has also requested additional time to respond to issues raised by the Town and agencies.

If Council does not make a decision to either approve or refuse the applications within 120 days of the application being deemed complete the applicant then has a right to appeal to the Ontario Land Tribunal for a decision. The date after which an appeal may be filed for lack of decision is February 13, 2024. If Council refuses the applications then the applicant also has a right of appeal to the Ontario Land Tribunal. If an appeal is filed, the matter is removed from the decision-making authority of elected local Council and placed in the hands of a provincially appointed adjudicator and the disposition of the application occurs entirely within the jurisdiction of the Tribunal. The province has eliminated third party rights of appeal on Planning Act applications; however, in the event of an appeal by the applicant, third parties may seek standing in the appeal proceedings.

This report advises Council of staff intent to engage in further review of these applications with the applicant beyond the 120 day appeal deadline in order to continue to seek resolution and/or further scope the issues in concert with a future recommendation report and/or any appeal that may be filed. Staff and the applicant continue to work together to resolve the identified issues and to refine the project and submitted details as needed so that a more detailed recommendation report can be provided in the future for Council consideration.

This proposal includes both requested Planning Act approvals and a combination of other requests by the applicant for various concessions to support the proposed development that are set out in the Background Section 3. These additional requests generally relate to:

- Planning act approvals
- municipal and third party land owner approvals;
- municipal servicing standards;
- municipal water and wastewater allocation; and
- municipal policy with respect to local housing needs.

### **1.1 Issue Summary**

A summary of the issues under review at this time include, among other things:

- Extension to services within Thornbury Clarksburg and impacts on existing water and wastewater master plans;
- Proposed servicing approach relative to public/private ownership, municipal costs, timing for allocation, consistency with Town policies and required further approvals;
- Review of Provincial Policy direction, County and Town Official Plan policy, The Blue Mountains Zoning By-law 2018-65, as well as other supporting documents such as Housing Needs Assessment, Community Improvement Plan, Town Engineering Standards, Water and Sewage Allocation Policy (pending);
- Proposed site specific Official Plan provisions including matters such as the proposed form of the OPA and contents, consideration of appropriate density, built form, location of property within the primary settlement area, community character, proposed development principles, site constraints and characteristics, related issues and mitigation;
- Land use compatibility relative to surrounding land uses and community character;
- Density of development relative to location, proposed community design, built form, land needs and urban structure;
- Community design, built form and other provisions as further supported by the Town's third party peer reviewer;
- Functional issues with respect to overall proposed development and unit design/lot parameters;
- Proposed zoning relaxations across all unit types and introduction of back-to-back units;
- Housing mix, applicant's use of attainability terminology, local housing needs, municipal interests, costs and ownership models;
- Parameters of proposed affordable housing component;
- Proposed dedication of hazard land and policy considerations, access, risk management, maintenance and other costs under municipal, third party, or condominium ownership;
- Proposed form of land division and common elements relative to land lease model;
- Proposed combination of land lease and freehold condominium in legal structure of approvals (currently under review through Grey County Peer Review) and implications for future land use controls and proposed outcomes;
- Further review of environmental issues with respect to site constraints and characteristics, hazards, natural heritage, ownership, impacts, land use, compensation and restoration, Indian Brook, geotechnical and hydrogeological conditions, stormwater management issues etc.
- Connections to Georgian Trail, design, buffering, management of impacts

- Proposed private recreational trail on hazard lands, ownership (public or private), maintenance, access
- Connectivity of the proposed development to the community and public access
- Water/wastewater availability, allocation, conveyance, design standards, proposed options and related matters and policy issues
- Landowner issues including proposal for municipal services to cross Conservation Authority owned lands rather than private lands, gain required approvals, address concerns regarding trespass on and impacts to adjacent properties
- Municipal servicing issues including applicant requests, municipal standards, policy issues, costs, maintenance requirements, technical and ownership issues
- Stormwater management design, high water table conditions, flood plain
- Required transportation improvements within County and MTO jurisdictions and consideration of the implications of the Town's Transportation Master Plan which includes preliminary design for an option for a Thornbury By-pass across the subject lands. While comments have been received from Grey County Transportation, we continue to wait for detailed Ministry of Transportation comments.
- School capacity limitations
- Public comments

## 1.2 Issue Discussion

The following provides some additional discussion on key issues.

**1.2.1 Development context and detail:** This proposal is for a higher density development and different housing mix compared to existing built form and community density in Thornbury/ Clarksburg on a property currently designated Rural and sits in an isolated location within and at the periphery of the primary settlement surrounded by numerous environmental constraints, employment lands and a rural/agricultural area. At the proposed development density and unit occupancy of 2.1 people per unit (2021 Canada Census) this development would, if approved and fully built out, result in an additional roughly 790 residents which translates into an 8% increase to the Town's overall 2021 census population and a 22% increase to the Thornbury Clarksburg 2021 census population. In order to appropriately consider the application, Staff continue to review the applications and considerations for a revised OPA to also include land use policies that reflect site characteristics and constraints, the measures proposed to address various issues and the principles and provisions that guide development details and design. This could also include matters such as those related to connectivity, community design, sustainability, environment, and housing mix. Staff are reviewing the public benefits and implementation policy from the site specific OPA and recommended that, where there is merit, these matters may be better addressed separately and/or secured through other approval requests, agreements, and processes.

**1.2.2 Housing mix and local housing needs:** The applicant has indicated that their proposed housing mix and lower cost housing options as meeting the criteria associated with the definition of attainability set out in the Town's housing related community improvement



program whereas the applicant has provided an alternate description of proposed outcomes. This is described in detail in the Background Section 3. In summary:

- Market value of 50% of the units will support the attainable definition in the CIP;
- no price controls are contemplated;
- the applicant is not seeking incentives offered by the CIP;
- the proposal targets lower cost housing with carrying costs of 30% of gross household income to the highest end of the household income range at 130% of 2021 median income adjusted to 2024 inflation or \$150,699 and seeks to provide 50% of the housing within this framework – specifically lot and unit controlled unit types 3 & 4.
- the applicant has made a number of requests and is seeking a range of concessions as noted in Background Section 3.

Further understanding of the relationship of requested concessions and provisions associated with this proposed

As further noted below, the proposal contemplates both a freehold condominium and a land lease where it is understood that the land lease underpins the lower housing costs for that portion of the development. It is unclear how the freehold condominium will be implemented in the context of any development approvals. Additional information on land ownership and controls has been requested to better understand the implications of housing costs on land lease/condo and freehold/condo lots and the impacts that may result from units that switch from one ownership model to the other, and if there are potential issues that may arise from the ratio of land lease to freehold units in the model.

**1.2.3 Clarity on implementation, ownership and composition:** The applicant has indicated their intent to operate a land lease model. Currently the applicant is seeking approvals that would allow for either or both of a freehold condominium and/or land lease without a clear indication of how this would impact the final product mix and legal structure of the proposed development. The applicant is also seeking an approach to land division for a land lease that does not appear to have been applied before in the province. Additional information has been requested on intent, details of implementation, details of why the proposed approach has been taken, how the development would be legally structured. There are various questions (legal, financial, engineering and planning) about the intended development outcome and ongoing management with respect to community design, targeted housing mix, and long term costs. The Town and County have an active legal peer review in process to further inform Council on this issue. Staff will review the results from that peer review will provide Council with a summary in a future report to Council.

**1.2.4 Affordable housing proposal:** The applicant has raised the potential to sell lots and units within the development to a third party to be offered as affordable housing as noted in Background Section 3 and again described below:

*Homefield Communities is open to discussing the potential to supply affordable housing within the proposed development subject to collaborating with a suitable non-profit entity that will purchase, own and operate the affordable units and enable the supply of much-needed*

*affordable rental units to the community. The POTLs associated with these units could also be sold to the collaborating entity, so land lease fees would not apply to the affordable units.*

*The ability of Homefield Communities to deliver affordable housing and the quantity of affordable units that can be provided will depend on other development outcomes. Most notably:*

- 1) Project timelines, including approvals and servicing allocation.*
- 2) Servicing costs, which will vary widely depending on the servicing strategy employed by the development.*
- 3) Financial levers provided by TBM, Grey County, Province of Ontario and the federal government.*
- 4) Business structure with the collaborating entity.*

This proposal assumes land use approvals which, as noted throughout this report, requires further review. Similarly, the applicants' proposal seeks other approvals including deviations from Town Engineering standards, changes to Town maintenance practices, Town and Conservation Authority land owner approvals. The costs of these requests and associated financial benefits to the applicant relative to the total benefit to the Town that may be reflected in this development remains under review. Staff will continue to seek to work with the applicant to better understand the cost/benefit of the final project form.

**1.2.5 Density, zoning relaxations and built form:** The proposed community design presents a higher housing density relative to the property location and characteristics and introduces smaller lots and units. The Town has been seeking a wider range of housing types and price points that appear to be supported by this development which includes smaller lots and units. Included in the proposal are requests for zoning relaxations across the development and new built form in the form of proposed back-to-back units. The requested zoning relaxations, the resultant density and design and proposed built form requires further technical, design and policy review to assess the functional viability of the development.

**1.2.6 Third party permissions and land ownership issues:** Included among the applicant's requests are Town support for a servicing scenario that includes a request for Conservation Authority approval for an easement for municipal services to cross Grey Sauble Conservation Authority owned lands. GSCA will not permit open trench excavation over their lands to facilitate such a proposal. Approval from the Conservation Authority board would be required and would only be advanced for consideration on the basis of tunneling, an acceptable servicing/maintenance plan, Town ownership of services, and compensation.

Tunneling presents additional costs and risks to the municipality because the related infrastructure (pipes etc.) cannot be accessed for repair and replacement under normal town practice and must otherwise be capped and new services installed in the event of failure or eventual replacement. At the same there are other servicing scenarios that are being explored for making servicing connections.

The Conservation Authority owns adjacent lands and has a number of concerns regarding potential impacts and mitigation to protect their property. Surrounding property owners have expressed similar concerns with respect to impacts on their properties.

**1.2.7 Requested approval of applicant's preferred servicing concept:** The applicant's preferred servicing scenario is referenced in their proposed OPA which includes a "public benefits" policy regarding servicing. The approach includes a number of components:

- Public water and wastewater servicing through the development including carriage of public services by way of an easement rather than by way of Town owned block.
- Direct connection of wastewater servicing to Highway 26 versus extension of services along Grey Road 2 that may also facilitate future development in the area
- Extension of municipally owned water and wastewater services under the Conservation Authority lands by way of tunneling to connect to water services and the Lakeshore Pump station.
- Provision of water services to eastern boundary of site (if services private) to maintain fire fighting flows.
- Required Lakeshore Pump Station improvements.

There are some additional financial costs to the municipality for delivering this proposed approach and the public servicing of a private development runs counter to Town Engineering Standards and policy. No costing of the applicant's preferred approach has been completed and measured against the Town's preferred approach which would see water services extended south down Grey Rd 2 from Clark St and wastewater travel north along Grey Rd 2 to HWY 26 where it would travel east and across HWY 26 to the Lakeshore Pump Station. In any case, improvement to the Lakeshore Pump Station would be required. The proposed servicing approach also requires third party, Conservation Authority, approval for an easement to allow tunneled installation of pipes across their land.

The applicant has also requested preferred servicing allocation to the subject lands. The Town is in the midst of adopting an allocation policy which will likely form the basis upon which water and wastewater servicing allocation is considered for this site. Current Town practice is that allocation is only obtained at time of execution of a Development Agreement (Subdivision and/or Site Plan / Condominium Agreement). At time of Draft Plan Approval servicing reservation must be confirmed and allocation only provided when a development will be imminently proceeding. The pending Water and Sewage Allocation Policy approval process is undertaken under the provisions of the Municipal Act and is separate from Planning Act approvals.

**1.2.8 Land Dedication:** The applicant has proposed dedication of hazard lands to the Town. The subject lands are significantly constrained by environmentally sensitive wetlands, floodplain, significant woodlands and are the location of proposed compensation for wetlands and woodlands in the area of the subject development. Their usability for recreation purposes is considered minimal at this time. The applicant has proposed a trail system through these lands that, would be owned by the Town or a third party and be accessible only from private

lands. The applicant is not agreeable at this time to public access easements to provide access through the development.

The Town is reviewing the potential usability of the subject lands for recreational and other purposes, cost estimates of maintenance requirements and risks associated with potential ownership. Alternately discussions are ongoing with the Conservation Authority or other non-profit groups that may have an interest in ownership of these lands for long term environmental protection. Any restoration plantings and wetlands that may occur on these lands would be subject to design, planting, monitoring and other related ongoing management and costs. Similarly, a trail on these lands would require confirmation of viability, design, construction and maintenance costs. Public or third party ownership of a trail system subject to related management, maintenance and other ownership costs and exclusively available to a private development raises concerns and would not be acceptable to the Town.

**1.2.9 Environmental/Hazard:** There are numerous environmental features on this property that need to be addressed through the further review of the assorted supporting technical studies. It is noted that Grey County provides the required expertise in Natural Heritage review and have indicated that they are generally satisfied with the proposed development, environmental protections and that the proposed compensation works meet minimum requirements.

### **Next Steps**

Town staff will:

- continue to seek cooperative resolution of issues with the applicant;
- seek and provide further comment and clarification from/to the applicant,
- seek resolution of outstanding issues as generally summarized above,
- consider the merit and/or appropriate mechanisms for considering applicant requests,
- Identify options for Council consideration where resolution of issues has been unsuccessful; and
- timing for a final recommendation report.

The list of issues in 1.1 and 1.2 above provides a general tracking summary in addition to specific details addressed within Town, County and agency review.

## **E. Strategic Priorities**

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The content of this report is consistent with the following strategic priorities:

### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders

### **2. Organizational Excellence**

We will continually seek out ways to improve the internal organization of Town Staff and the management of Town assets.

### **3. Community**

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

### **4. Quality of Life**

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

## **F. Environmental Impacts**

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There are no direct environmental impacts resulting from the preparation of this report.

The subject property carries a number of environmental constraints. The applicant seeks to establish development potential on the subject lands through various studies that are subject to expert review including an Environmental Impact Study, Tree Inventory and Protection Plan, Functional Servicing Report, Stormwater Management Plan, Hydrogeological and Geotechnical Studies. Some of the key elements of the proposal that require review to address potential impacts are:

- Removal of portions of woodland and wetlands areas and their restoration on the same property outside of the development area on designated hazard lands;
- Treatment of on-site stormwater and discharge into Indian Brook;
- Management of hazard lands and natural heritage areas by the proposed condominium corporation or conveyance to the Town or third party
- Management of flood plain and high water table conditions
- Management of potential off-site impacts resulting from the proposed residential use and density
- Consideration of the auto dependent character of the proposed development.

## **G. Financial Impacts**

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There are no direct financial impacts resulting from the preparation of this report.

The proposal as submitted by the applicant includes various financial elements that require further review and consideration. Where approved, matters related to Planning Act applications are typically addressed through the instruments of approval such as agreements, securities, transfers and cash payments. In this case, the applicant has requested acceptance by the Town of development scenarios and land dedications that carry additional financial costs to the Town that would otherwise be borne by the developer or future condominium corporation. The applicant has linked these and other requests as set out in this report to the proposed housing mix. The total value of these requests is unknown at this time and the impact of agreeing or not agreeing to these financial requests is unknown.

## **H. In Consultation With**

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Shawn Postma, Manager of Community Planning  
Adam Smith, Director of Planning and Building Services

## **I. Public Engagement**

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The topic of this Staff Report has been the subject of a Public Meeting and/or Public Information Centre which took place on November 26 2024. Those who provided comments at the Public Meeting and/or Public Information Centre, including anyone who has asked to receive notice regarding this matter, has been provided notice of this Staff Report.

Any comments regarding this report should be submitted to Adam Farr,  
[planning@thebluemountains.ca](mailto:planning@thebluemountains.ca)

## **J. Attached**

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Respectfully submitted,

Adam Farr  
Senior Planner

For more information, please contact:  
Adam Farr, Senior Planner  
[planning@thebluemountains.ca](mailto:planning@thebluemountains.ca)  
519-599-3131 extension 283

### Report Approval Details

Document Title:	PBS.25.001 Information Report - Proposed OPA, ZBA, Draft Plan of Sub and Condo - 496857 Grey Road 2 (Hindsbrook).docx
Attachments:	
Final Approval Date:	Jan 8, 2025

This report and all of its attachments were approved and signed as outlined below:

**Shawn Postma - Jan 8, 2025 - 10:46 AM**

**Adam Smith - Jan 8, 2025 - 11:09 AM**



# Staff Report

## Planning & Building Services

**Report To:** COW - Operations, Planning and Building Services  
**Meeting Date:** January 14, 2025  
**Report Number:** PBS.25.007  
**Title:** Water and Sewage Allocation By-Law – Implementation Options  
**Prepared by:** Adam Smith, Director of Planning & Building Services

### A. Recommendations

THAT Council receive Staff Report PBS.25.007, entitled “Water and Sewage Allocation By-Law – Implementation Options”;

AND THAT Council approve Option #2 being the modification of the Water and Sewage Allocation By-law Evaluation Framework to support the execution of Development Charge Front-Ending Agreements and Credit Agreements;

AND THAT Council enact the revised by-law as of January 13, 2025 implementing a Water and Sewage Allocation Policy for the purpose of allocating water and wastewater services to new developments

AND THAT Council approve the transitionary provisions identified in PDS.24.081 for the purpose of implementing the Water and Sewage Allocation By-law in a fair and transparent manner;

AND THAT Council direct staff to review the by-law 18 months following its enactment and recommend further revisions to the Water and Sewage Allocation Policy and associated Evaluation Framework.

### B. Overview

This report offers implementation options for Council regarding the issue of Development Charge (DC) front-ending agreements and credit agreements. Staff have presented three options for Council consideration. The first being an exemption under the by-law for developments that have executed agreements with the Town in alignment with Section 38 and 44 of the Development Charges Act, 1997. The second is to revise the Evaluation Framework to allocate additional points for these agreements to recognize their value in supporting the Town in delivering growth-related infrastructure improvements. The third is to keep the proposed by-law as is with no exemption and further modification to the Evaluation Framework. Under all these options, staff have used the opportunity to make minor changes to the by-law reflecting upon input received through the multiple reports on the by-law.



## C. Background

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In presenting [PDS.24.148](#) additional comment was provided by representation from Great Gulf reaffirming concerns previously brought forward and requesting that both DC Front-Ending Agreements and DC Credit Agreements be exempt under the provisions of the by-law. The previous report on this matter only recommended an expansion of the definition of Development Agreement to encompass agreements under the Development Charges Act, 1997. As such, the agreements would still under the parameters of the by-law but would allow for developers that have secured reservation to use either front-ending and/or credit agreements as the means to review requests for allocation. Staff indicated a further report could be brought forward to discuss this request with Council and explore options.

## D. Analysis

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There are three options provided below for Council consideration to finalize the Water and Sewage Allocation By-law and proceed to implementation. In conducting a subsequent review of the by-law and based on feedback expressed through the reporting to Council on the matter, the following changes have been made that are recommended to proceed regardless of the option selected including:

- Removal of the category in the Evaluation Framework tied to the Community Infrastructure Housing Accelerator (CIHA) and Ministry Zoning Order (MZO)
- Reduction of a point in the Economic Benefits section to create an even number of points allocated towards the non-residential category.
- Addition of a point to Category 5.4 'Development includes community beneficial facilities.'

### ***Option #1 Exempting developments subject to a DC Front-Ending and/or Credit Agreement***

Through this option, Section 6: Development Exclusions would be amended to include 'developments subject to a front-ending and/or credit agreement in accordance with the Development Charges Act, 1997'. If exempt, allocation would be provided to these developments as has been in the past whereby it is simply a confirmation of system capacity and can be done at any time. Currently, the practice is for these agreements to be executed by Council and they are discretionary in nature which would mean that exemptions would be handled on a case-by-case basis.

The challenges with this approach is administratively managing two distinct systems to allocation and given the works involved in these agreements supporting phased developments that span several years, committing allocation for an uncertain timeline. However, the benefit in applying the approach is that it will act as a catalyst to bringing forward these agreements in the future and reduce the number of capital projects required by the Town to complete.

### ***Option #2 Revise Water and Sewage Allocation By-law Evaluation Framework***

In implementing this option, developments subject to front-ending and/or credit agreements will continue to be under the purview of the Water and Sewage Allocation By-law but to reflect upon their potential benefits to the Town, a new category within the Evaluation Framework would be added that would emphasize the importance of DC-related agreements to the Town and recognize the significant upfront financial commitments of developers in proceeding with external works that often support growth more generally than their own developments.

This approach may still create a challenging risk environment for developers in executing front-ending/credit agreements recognizing these agreements would preclude the assigning of allocation. However, staff are proposing to assign 10 points in the scoring for these agreements which would equal that of the maximum to be provided for developments that include affordable housing. Ultimately, the benefits of this approach is that it ensures all major development files are subject to the parameters of the by-law while at the same time, recognize the potential community benefits that could be realized in executing front-ending/credit agreements.

### ***Option #3 Status Quo***

In proceeding with the status quo, the by-law that was previously brought forward to Council would come into effect inclusive of the minor modifications noted at the beginning of the report. It is understood that in doing so, the palatability of front-ending/credit agreements may be limited creating more of an expectation on the Town to facilitate growth-related works.

## **E. Strategic Priorities**

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### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders

### **2. Organizational Excellence**

We will continually seek out ways to improve the internal organization of Town Staff and the management of Town assets.

### **3. Community**

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

### **4. Quality of Life**

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

## **F. Environmental Impacts**

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N/A

## **G. Financial Impacts**

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N/A

## **H. In Consultation With**

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Monica Quinlan, Director of Corporate and Financial Services

## **I. Public Engagement**

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The topic of this Staff Report has not been the subject of a Public Meeting and/or a Public Information Centre as neither a Public Meeting nor a Public Information Centre are required. However, any comments regarding this report should be submitted to Adam Smith, [directorplanningdevelopment@thebluemountains.ca](mailto:directorplanningdevelopment@thebluemountains.ca)

## **J. Attached**

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### **1. January 13<sup>th</sup> 2025 – Water and Sewage Allocation By-law**

Respectfully submitted,

Adam Smith  
Director of Planning & Building Services

For more information, please contact:  
Adam Smith, Director of Planning & Building Services  
[directorplanningdevelopment@thebluemountains.ca](mailto:directorplanningdevelopment@thebluemountains.ca)  
519-599-3131 extension 246

**The Corporation of the Town of The Blue Mountains**

**By-Law Number 2025 –**

Being a By-law to Manage the Allocation of Municipal Water Supply and Sewage Capacity

Whereas Section 11 of the *Municipal Act*, 2001, S.O.2001, c.25 (hereinafter referred to as the “Act”) authorizes The Corporation of the Town of The Blue Mountains (hereinafter the “Town”) to pass by-laws respecting public utilities;

And Whereas sub-section 86.1(1) of the Act permits municipality to adopt a policy providing for the allocation of water supply and sewage capacity;

And Whereas there are policies in section D1.5 of the Town’s Official Plan which provides direction in the monitoring of servicing capacity and regard for competing demands for servicing capacity;

And Whereas the Town’s water and sewage supply and distribution system has limited capacity available for allocation to new development;

And Whereas the Council of the Town wishes to manage the reserved capacity of the water and sewage supply and distribution system in a sustainable and logical manner;

Now therefore Council of The Corporation of the Town of The Blue Mountains enacts as follows:

1. In order to properly manage the Town’s uncommitted reserve capacity of its sewage treatment system and water supply system, protect the health and safety of the public , and in order to ensure that servicing capacity can be provided to those projects that provide the greatest benefit to the Municipality and that are most likely to proceed in the immediate future, The Corporation of the Town of The Blue Mountains hereby adopts the "Water and Sewage Allocation Policy" as set out in Schedule "A-1" and “Water and Sewage Allocation Policy Evaluation Framework” as set out in Schedule “B-1” which are attached hereto and which form part of this By-law.
2. In accordance with Section 86.1(3) of the Act, the administration of the policy is hereby delegated to the Director of Planning and Building Services, with all decisions made by the Director to be final.
3. This By-law shall take effect on the date of passing.
4. Schedule "A-1" and Schedule “B-1” constitutes part of this By-law.

And Further that this By-law shall come into force and take effect upon the enactment thereof.  
Enacted and passed this \_\_\_\_ day of \_\_\_\_\_, 2025

\_\_\_\_\_  
Andrea Matrosovs, Mayor

\_\_\_\_\_  
Corrina Giles, Town Clerk

# Town of The Blue Mountains

## Schedule A-1

### By-law No. 2025-\_\_\_\_\_

#### Water and Sewage Allocation Policy

##### 1. Policy Statement

The Corporation of the Town of The Blue Mountains (“the Town”) is currently facing challenges in reconciling the demands of various development projects and the interests of developers regarding water and wastewater servicing. In response to these challenges, the Town must adhere to the directives set forth by the Province and the County, emphasizing the need for economic and efficient service provision.

In alignment with these directives, this Water and Sewage Allocation Policy, (the “Policy”) has been prepared to address the escalating pressures on water and sewage infrastructure and to ensure the prioritization of projects while considering:

- complete communities and best planning practices;
- limiting sprawl and associated maintenance costs;
- community benefit, affordable housing and sustainability; and,
- supporting the growth of the community’s population and economy.

In essence, this policy serves as a strategic guide for the Town to facilitate accountable, and prudent decision-making in the face of increasing and competing development pressures, and available capacity. The policy framework serves as a systematic, objective, measurable, and effective tool to assess and evaluate development applications consistently.

By implementing this Policy, the Town aims to strike a delicate balance between accommodating competing developments within existing infrastructure constraints or planned project capacities and, safeguarding the Town’s long-term provision of water and sewage capacity, while advancing and considering community objectives. This proactive approach is not only complementary to the existing development controls but also promotes transparency and fairness in the decision-making process for development applications. While the Town may not always face constraints with respect to water and sewage capacity, the establishment of a thoughtful and objective allocation framework demonstrates that the Town is committed to fostering a resilient and efficient approach to water and sewage capacity.

Moreover, the allocation framework outlined in this Policy is designed to consider various factors, such as:

- environmental impact;
- infrastructure capacity; and
- community needs.

By incorporating these considerations into the evaluation process, the Town endeavors to make informed decisions that prioritize responsible and sustainable growth.

On June 6, 2024, Bill 185, *Cutting Red Tape to Build More Homes Act, 2024*, received Royal Assent. This Act introduced an amendment (86.1) to the *Municipal Act* which enables municipalities to adopt policies that allow for a system for tracking the water supply and sewage capacity available to support approved developments, through the establishment of allocation criteria. This policy conforms to this amendment.

##### 2. Purpose

This Policy aims to provide a clear and cohesive set of guidelines that will govern the equitable evaluation and allocation of resources to meet the evolving needs of the Town in the most beneficial manner possible.

### 3. Definitions

#### **Additional Residential Units or ARU**

An additional residential unit within an existing primary detached, semi-detached or row dwelling or commercial/institutional building or within a structure that is detached and accessory to a primary detached, semi-detached or row dwelling or commercial/institutional building.

#### **Affordable Housing**

Residential housing products that meet the definition of “affordable” based on applicable policy such as the Provincial Policy Statement (PPS) as well as criteria and parameters described in the Town of The Blue Mountains Housing Needs Assessment, 2023.

#### **Allocated/Allocation**

The action of apportioning water/sewage capacity in the Town's existing treatment plants, sewers, pumping stations, booster stations and other water and sewage infrastructure.

#### **Allocation Policy**

The policy adopted by Town Council to provide guidance, direction, and procedures to allocate water and sewage capacity.

#### **Development Agreement**

A legally binding contract between a municipality and a developer that outlines the terms and conditions for the development of a parcel of land. This includes but is not limited to pre-servicing agreements (basic services), Development Charge Front-Ending Agreements, Development Charge Credit Agreements, subdivision agreements, and site plan agreements.

#### **Equivalent Residential Unit or “ERU”**

The conversion of water and/or sewage reserve capacity into a unit of measurement for the purposes of the allocation of uncommitted hydraulic reserve capacity.

#### **Uncommitted Water and/or Sewage Reserve Capacity**

This capacity is determined through subtracting any committed water and sewage allocation, including through draft approved and registered plans and site plan approvals, plus a safety factor and any capacity reserved for government projects, projects that do not require a *Planning Act* application or the treatment of hauled sewage if applicable, from the existing water and/or sewage reserve capacity.

#### **Water and/or Sewage Reserve Capacity**

The design capacity of the existing Town of The Blue Mountains water and/or sewage treatment plants, minus the actual existing recorded maximum day demand of water (for water) and the actual existing recorded annual average day sewage flow (for sewage).

### 4. Measuring the Allocation Capacity

The Town’s Engineering Division in consultation with the Water and Wastewater Division shall be responsible for identifying the Water and/or Sewage Reserve Capacity available for allocation as well as converting the amount of Uncommitted Water and/or Sewage Reserve Capacity to ERUs. Capacities are to be based on design flows as calculated per the Town Engineering Standards.

The Town may request a report from a qualified professional engineer confirming the maximum demand and ERUs for site-specific mixed-use, industrial, commercial, and institutional proposals.

### 5. Development Applications

This Policy applies to the following developments throughout the whole of the Town:

- a) Any development where an extension and/or provision of new main line water supply and/or sewage collection infrastructure is required (i.e. excludes simple

service connections where development application does not represent an increase to the designed sewage flow generation or water demand identified for that property during the design of the main line or as otherwise accommodated in higher level planning reports);

- b) The creation of any number of new lots or units through a Plan of Subdivision or Vacant Land Condominium Description; or by way of a Consent application that exceeds 11 or more ERU units.
- c) Any development requiring Site Plan Control approval that exceeds 11 or more ERU units.

## 6. Development Exclusions

This Policy does not apply to the following:

- a) The addition of up to two (2) additional residential units on a lot which is in compliance with applicable zoning regulations.
- b) Changes from one permitted use to another permitted use provided the applicable zoning requirements are met;
- c) The construction of a patio, deck, porch, boathouse, dock, shoreline structure, accessory building or structure with no water or sewage connection to the Town system, temporary building, or structure, or interior or exterior renovation to an existing building or structure;
- d) The repair, re-build or restoration of a legally existing building or structure, or part thereof, provided that the building or structure continues to be used for the same purpose;
- e) Minor adjustments to site plan agreements and subdivision/condominium/site plan amendments that do not meet the criteria of Section 8; and
- f) The development of existing vacant lots where no approval under the *Planning Act* is required.

## 7. Procedures & Criteria

The following apply to the applicable development applications:

- a) Allocation of water and sewer capacity (“allocation”) shall be determined on a criteria basis. Each development requesting allocation will be evaluated in accordance with the Evaluation Framework (**Schedule B-1**).
- b) Based on available ERU units set aside for allocation, those development applications that score the highest during the intake period review will receive allocation.
- c) If developments score the same, the Town may request supplemental information from applicants to make a decision.
- d) If not granted allocation, the Town will notify the applicant and outline the reasons for the decision to support resubmission in the next intake period.
- e) Allocation requests are to be made through the completion of the relevant form and will be considered by staff annually or at the discretion of the Director of Planning and Building Services, subject to available water and sewage capacity.
- f) Mixed-use developments will be categorized as either residential or non-residential on a case-by-case basis.
- g) Staff will evaluate each application for development in conjunction with the relevant and submitted materials and applicable reports provided through a Request for a Development Agreement Form and against the criteria identified in **Schedule B-1**.

The Town may retain an independent consultant to help assist in the review of development applications and supporting studies using **Schedule B-1**.

## 8. Existing Approvals

All lands subject to existing Draft Approved Plans of Subdivision, Consents, Site Plans or Vacant Land Condominium, but have not been subject to a Development Agreement confirming Allocation prior to the implementation of this policy, will be subject to the requirements in this policy.

## **9. Review Cycle**

Town staff will create development tracking tables to oversee allocated capacity and provide annual reports to Council. Through ongoing monitoring and assessment, potential adjustments to this policy will be evaluated in the best interest of the Town and the public. If Council deems that necessary amendments are required, excluding clerical or technical changes, based on monitoring outcomes, these modifications will be undertaken in a transparent fashion, involving consultations with both the development community and the public. A thorough review of this policy will be conducted within eighteen (18) months of Council approval to ensure its continued effectiveness.

## **10. Timing, Expiration of Allocation, Reallocation, & Non-Compliance**

If capacity is allocated, the substantial works as set out in the Development Agreement must be completed within a year of the date of execution of the Development Agreement with the Town. If the works are not complete and/or other terms of the Development Agreement have not been met, allocation may be withdrawn, at the Town's sole and unfettered discretion.

An extension may be granted for one (1) additional year, which can be granted at the discretion of the Director of Planning and Building Services based on the following criteria:

- Unforeseen circumstances which have caused delays in carrying out the works;
- New legislation, regulations, policies and/or by-laws have not precluded construction of the approved works and would not significantly impact the development's viability.

Reallocation of water and sewerage capacity for those developments that have had their allocation withdrawn will be subject to the requirements of Section 7 of this Policy.

## **11. References and Related Policies**

The following is a list highlighting key plans and reports that may be relevant to the Water and Sewage Allocation Policy.

- Town of The Blue Mountains Official Plan (June 2016)
- Town of The Blue Mountains Housing Needs Assessment (November 2023)
- Town of The Blue Mountains Corporate Strategic Plan 2020 – 2024
- Town of The Blue Mountains 2021-2025 Economic Development Strategy
- Town of The Blue Mountains Community Improvement Plan: Town Wide Revitalization (January 2021)
- Town of The Blue Mountains Community Design Guidelines (2012)
- Town of The Blue Mountains Integrated Community Sustainability Plan (2022)
- Town of The Blue Mountains Transportation Master Plan (2022)



# **Town of The Blue Mountains**

## **Schedule B-1**

**By-law No. 2025-\_\_\_\_\_**

### **Water and Sewage Allocation Policy Evaluation Framework**

See framework on the following pages

Category	Sub-Category	Relevance	Residential Max	Non-Residential Max	Point Rationale
1. Land Efficiency and Feasibility	1.1 Subject lands are within the Settlement Area or Secondary Plan Area	Yes / No	2	2	2 point if development meets targets, 0 If not
	1.2 Development is in close proximity to existing servicing infrastructure	Compliance Level	3	3	3 points if development meets targets (subsequent phase of approved development), 0 If not
	1.3 Development follows to Official Plan density targets	Yes / No	1	1	1 point if development meets targets, 0 If not
	1.4 Mixed-use development	Yes / No	1	1	1 point if development is mixed-use, 0 if not
	<b>Total Points</b>		<b>7</b>	<b>7</b>	
2. Overall Sustainability	2.1 Development integrates water, wastewater and/or stormwater efficiency and flow reduction technology	Compliance Level	3	3	Town staff to determine compliance level based on technologies proposed. Up to 3 points.
	2.2 Development achieves energy conservation certification (determined by Town)	Compliance Level	3	3	Town staff to determine compliance through development integration of LEED, Energy Star, BOMA BEST, EnerGuide, etc. Up to 3 points.
	2.3 Green building techniques and standards	Compliance Level	3	3	Town staff to determine compliance through development integration of high performance insulation, sustainable materials, green roofs/walls, solar/passive solar designs, green stormwater design, etc. Up to 3 points

Category	Sub-Category	Relevance	Residential Max	Non-Residential Max	Point Rationale
	2.4 Surrounding environment conservation including, but not limited to, tree canopy enhancement and on-site tree preservation.	Compliance Level	3	3	Town staff to determine compliance through development's commitment to environmental conservation such as tree canopy enhancement, tree preservation on site, greenspace dedication, etc. Up to 3 points
	<b>Total Points</b>		<b>12</b>	<b>12</b>	
3. Economic	3.1 New Jobs created	Compliance	0	5	1 point per 5 jobs (up to 5 points)
	3.2 Development follows goals from the Economic Development Strategy	Compliance Level	0	3	Town staff to determine compliance through development's commitment to economic development goals (financial and economic prosperity, community wellbeing, environmental resiliency). Up to 3 points
	3.3 Development Contributes to emerging and high growth industries	Compliance Level	0	3	Town staff to determine compliance through development integrating industries such as technology, advanced manufacturing, natural resources, entertainment and media, agribusiness, cleantech, life sciences. Up to 3 points.
	<b>Total Points</b>		<b>0</b>	<b>11</b>	
4. Housing / Affordability	4.1 Development includes affordable housing units as defined in the Policy.	Compliance Level	10	0	1 point per 5% of units dedicated to affordable/attainable housing (up to 10 points).
	4.2 Development includes rental housing units	Yes / No	5	0	1 point per 5% of units dedicated to rental units (up to 5 points).

Category	Sub-Category	Relevance	Residential Max	Non-Residential Max	Point Rationale
	4.3 Development includes specialty housing (senior, community, special-needs)	Yes / No	1	0	1 point if yes, 0 if no.
	4.4 Development includes a mix of housing types with one type comprising no less than 10% of total units (for example: single-detached, semi-detached, townhouses, apartments)	Compliance Level	5	0	1 point per housing type comprising no less than 10% of total units. Up to 5 points.
	<b>Total Points</b>		<b>21</b>	<b>0</b>	
5. Community Considerations	5.1 Development integrates aspects of the Community Design Guidelines	Compliance Level	3	3	Community Design Guideline Characteristics are integrated with 1 point per design characteristic integrated (up to 3 points).
	5.2 Development is subject to a Development Charge Front-Ending or Credit Agreement as defined in the Development Charges Act, 1997	Yes/No	10	10	Agreement has been executed involving works that would otherwise require the Town to complete (10 points if yes, 0 if no)
	5.3 Development improves the state of required infrastructure (road connections, transit stations etc.)	Compliance Level	3	3	Town staff to determine compliance level based on development's inclusion of the completion, upgrade or construction of required key infrastructure (up to 3 points).

Category	Sub-Category	Relevance	Residential Max	Non- Residential Max	Point Rationale
	5.4 Development includes community beneficial facilities (parks, recreational amenities, active transit systems, etc. Hospitals, LTC Facilities, Employment, Campus of Care, projects identified in the Housing Needs Assessment report.)	Compliance Level	4	4	Town staff to determine compliance level based on development inclusion of the completion, upgrade or reconstruction of active transportation infrastructure and networks, park improvements, new park construction. (up to 4 points).
	Total Points		20	20	
Overall Points			60	50	
Points Available			60	50	