November 8, 2012

Ms. Donna Ethier, CAO/Clerk
Township of Southwold
35663 Fingal Line
General Delivery
Fingal, ON
N0L 1K0

Re: Attached Report

The March 13, 2012 letter from MMAH, on page 2, under item 3, Vacant Land Needs Analysis, requested an update of the lands supply to reflect the residential land supply in the Adopted Official Plan. The residential land supply is comprised of vacant lands and opportunities for infill and minor extensions adjacent to the built up areas in the settlements. This report contains the update and graphically shows where the residential land supply is located.

This report also serves to support the allocation tables approved by Council for the purpose of facilitating the Small Settlement Servicing Study. Depending on the Township’s/Council’s direction regarding recommendations/findings of the servicing study the residential land supply in the Adopted Official Plan may require modification.

The attached report has been reviewed by the consulting engineer preparing the Small Settlement Servicing Study.

The recommendations found in this report are:

(a) that this report be received by Council;
(b) that it be provided to the Township’s consultant preparing the Small Settlement Study; and
(c) that copies be forwarded to the MMAH as an addendum to the reports previously submitted in support of the Township’s Adopted Official Plan.

If you have questions please call me.

Yours Very Truly

George Balango, BES, MCIP, RPP

Attachment
August 28, 2012

Ms. Donna Ethier, CAO/Clerk
Township of Southwold
35663 Fingal Line
General Delivery
Fingal, ON  N0L 1K0

Re: Addendum to Allocation of Equivalent Residential Units Tables and Responses to OMAFRA and MMAH Land Supply Review

This addendum:

1. Describes the basis for the allocation of equivalent residential units (ERU's) to settlement areas and to the hamlet north of Port Stanley; and

2. Responds to the Ministry of Municipal Affairs and Housing (MMAH) vacant land needs analysis request in the March 13, 2012 correspondence, by updating residential land supply including infill, minor rounding out and minor extension opportunities.

The term "equivalent residential unit" (ERU) is used in this report to provide clarity for the completion of the Township's Small Settlement Servicing Study. For practical purposes, one ERU is one dwelling unit.

Background

The Adopted Official Plan contains a range of population and housing forecasts, for a 20 year planning period. The recommendations of the Small Settlement Servicing Study will inform the need for modifications to these forecasts and the residential land supply in the Adopted Official Plan.

Settlement Areas are the primary growth centres where full municipal or communal services are required to achieve the forecasted growth. Hamlets are small, existing centres with growth potential limited to infilling and rounding out. Development is currently constrained in both Settlements and Hamlets by the absence of waste water treatment facilities, or by limited allocation relating to the St. Thomas system.
The Adopted Official Plan contemplates development on municipal or communal wastewater treatment facilities in the Settlement Areas and the Hamlet north of Port Stanley. Wastewater treatment facilities are not contemplated in the other Hamlets, where development is limited to infill. Settlement Areas and Hamlets are designated on Schedule A Land Use in the Adopted Official Plan.

**Map 1 – Small Settlement Area Servicing Study**

Map 1, ‘Small Settlement Area Servicing Study’ identifies Ferndale, Talbotville, Port Stanley Hamlet, Fingal and Shedden communities. These communities are the subject of the Small Settlement Area Servicing Study. Lands designated ‘Industrial’ bounded by Southdel Drive, Wonderland Road, Ford Road, the CNR and Sunset Road (Hwy #4) are not part of the servicing study. These lands are identified on Map 1.

The legend on Map 1 refers to figures in Appendix A, ‘Vacant Residential Land Supply and Minor Extensions’ and figures in Appendix B, ‘Infilling and Rounding Out’. The figures referenced on the Map 1 legend show the location of existing developed residential lands and the current infilling and rounding out and minor extension opportunities in the communities under review in the servicing study.
TOWNSHIP OF SOUTHWOLD

SMALL SETTLEMENT AREA SERVICING STUDY

COMMUNITIES UNDER STUDY

Ferndale: See Appendix A, Figure 1 and Appendix B, Figure 1

Talbotville: See Appendix A, Figure 1 and Appendix B, Figure 2

Port Stanley: See Appendix A, Figure 2 and Appendix B, Figure 3

Shedden: See Appendix A, Figure 3 and Appendix B, Figure 4

Fingal: See Appendix A, Figure 4 and Appendix B, Figure 5
**Basis for ERU Allocations**

On July 16, 2012, Council resolved to accept projected allocations of ERUs. The ERU allocations are intended to facilitate the Small Settlement Servicing Study (See Map 1).

Table 1 and Table 2 show the two concepts for the Allocation of ERUs.

<table>
<thead>
<tr>
<th>Settlements</th>
<th>Vacant Land Supply (ha)</th>
<th>ERUs Infilling&lt;sup&gt;1&lt;/sup&gt;</th>
<th>ERUs Rounding Out / Minor Extension&lt;sup&gt;2&lt;/sup&gt;</th>
<th>ERUs Vacant Land Supply</th>
<th>Total Equivalent Residential Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ferndale/Lynhurst&lt;sup&gt;*&lt;/sup&gt; Commercial Block</td>
<td>25.7&lt;sup&gt;a&lt;/sup&gt;</td>
<td>3</td>
<td>15</td>
<td>250</td>
<td>270</td>
</tr>
<tr>
<td>Taibotville&lt;sup&gt;3&lt;/sup&gt;</td>
<td>87.0&lt;sup&gt;a&lt;/sup&gt;</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Hamlet Port&lt;sup&gt;3&lt;/sup&gt; Stanley</td>
<td>16.0&lt;sup&gt;a&lt;/sup&gt;</td>
<td>10</td>
<td>110</td>
<td>960</td>
<td>1100</td>
</tr>
<tr>
<td>Other</td>
<td>41.0&lt;sup&gt;b&lt;/sup&gt;</td>
<td>6</td>
<td>37</td>
<td>43</td>
<td>43</td>
</tr>
<tr>
<td>Fingal&lt;sup&gt;4&lt;/sup&gt;</td>
<td>45.4</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
</tr>
<tr>
<td>Hamlets&lt;sup&gt;4&lt;/sup&gt;</td>
<td>12&lt;sup&gt;d&lt;/sup&gt;</td>
<td></td>
<td></td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>217.4</td>
<td>21</td>
<td>116</td>
<td>960</td>
<td>1100</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Settlements</th>
<th>Vacant Land Supply (ha) Adopted Official Plan</th>
<th>ERUs Infilling&lt;sup&gt;1&lt;/sup&gt;</th>
<th>ERUs Rounding Out / Minor Extension&lt;sup&gt;2&lt;/sup&gt;</th>
<th>ERUs Vacant Land Supply</th>
<th>Total Equivalent Residential Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ferndale/Lynhurst&lt;sup&gt;*&lt;/sup&gt; Commercial Block</td>
<td>25.7&lt;sup&gt;d&lt;/sup&gt;</td>
<td>3</td>
<td>15</td>
<td>250</td>
<td>270</td>
</tr>
<tr>
<td>Taibotville&lt;sup&gt;3&lt;/sup&gt;</td>
<td>87.0&lt;sup&gt;a&lt;/sup&gt;</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Hamlet Port&lt;sup&gt;3&lt;/sup&gt; Stanley</td>
<td>16.0&lt;sup&gt;a&lt;/sup&gt;</td>
<td>10</td>
<td>110</td>
<td>960</td>
<td>1100</td>
</tr>
<tr>
<td>Other</td>
<td>41.0&lt;sup&gt;d&lt;/sup&gt;</td>
<td>6</td>
<td>37</td>
<td>43</td>
<td>43</td>
</tr>
<tr>
<td>Fingal&lt;sup&gt;3&lt;/sup&gt;</td>
<td>45.4</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
</tr>
<tr>
<td>Hamlets&lt;sup&gt;4&lt;/sup&gt;</td>
<td>12&lt;sup&gt;d&lt;/sup&gt;</td>
<td></td>
<td></td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>217.4</td>
<td>21</td>
<td>116</td>
<td>960</td>
<td>1100</td>
</tr>
</tbody>
</table>

Notes: Total ERUs are rounded to the nearest multiple of five (5)

<sup>*</sup> Shaded Settlement Areas proposed to be expanded in the Adopted Official Plan.

1. Infill means the creation of a residential lot between two existing residences which are on separated lots and which are situated on the same side of the road within Hamlet or Settlement Area designations.

2. Minor extensions and rounding out means the creation of lots adjacent to existing development within a Hamlet or Settlement Area and which is intended to use the existing infrastructure and results in a minor increase of the built-up area.

3. Designated ‘Hamlet’ in the existing Official Plan and ‘Settlement Area’ in the Adopted Official Plan.

The ERU allocations are based on:

1. The residential land supply as shown on Schedule A Land Use in the Adopted Official Plan;

2. For the proposed additions to the land supply at Ferndale/Lynhurst and the Hamlet north of Port Stanley, either waste water treatment facilities are shown to be available to these communities, or such facilities are planned to be provided;

3. The Adopted Official Plan forecast of 1200 dwelling units for the planning period ending in 2026 and the forecast of 1500 dwelling units for the period ending 2031, derived from the Demographic Profile, Populations and Housing Needs background report;

4. The existing land use and land ownership patterns in the communities;

5. The development interests which have been expressed in the Talbotville, Ferndale/Lynhurst and the Port Stanley Hamlet communities;

6. The consideration of infilling, rounding out and minor extension opportunities; and

7. The existing residential densities and lot sizes in the communities.

The following sections describe the Settlement Areas and Hamlets in the Adopted Official Plan and the factors considered in allocating ERUs to each community. Existing population estimates for the communities are calculated based on an average number of persons in private households of 2.8 according to the 2011 Census Profile for Southwold Township multiplied by existing ERUs in the communities.

**Ferndale/Lynhurst Community**

The existing Ferndale/Lynhurst community is fully serviced. An agreement with the City of St. Thomas for treatment of municipal waste water for the Ferndale/Lynhurst community is in place. Estimated existing population of the community is 588 persons.

The existing Ferndale/Lynhurst community is designated Urban Development Area in the existing Official Plan and Settlement Area in the Adopted Official Plan.

The existing Ferndale/Lynhurst community has approximately 210 ERUs developed at an average residential density of approximately 13.5 u/ha.
The Adopted Official Plan includes approximately 38.4 ha of land added north of the existing Ferndale/Lynhurst community. The lands are designated Settlement Area in the Adopted Official Plan. These lands are partly under cultivation, and include:

1) one (1) hobby farm (2.32 ha);
2) eight (8) non-farm residential lots (total area 5.25 ha, ranging in size from .13 ha to 2.03 ha).
3) a vacant 6.22 ha parcel owned by the Ontario Ministry of Transportation at the southwest corner of Highway 3 and Wellington Road. MTO has requested that this parcel remain in an agricultural designation and agricultural zoning; and
4) two large irregular shaped parcels (one L shaped, the other triangular) both approximately 12.84 ha in area.

The vacant land supply designated for residential development in the Adopted Official Plan is 25.7 ha. The vacant residential land supply is shown on Figure 1 in Appendix A. Factors considered in estimating the allocation of ERUs to the Ferndale/Lynhurst community include:

1) the permitted densities in the Adopted Official Plan (maximum for low density 20 u/ha and maximum for medium density 35 u/ha)
2) the average existing density in the Ferndale/Lynhurst (Fernscale 21.6 u/ha) (Lynhurst 6.1 u/ha) community of 13.5 u/ha,
3) a recent development proposal for 163 single detached residential units (12.7 u/ha);
4) development on full municipal or private communal sewage services and municipal water services; and
5) The existing residences comprising 5.25 ha, the MTO lands comprising 6.22 ha and the hobby farm comprising 2.3 ha have been excluded excluding from the added land supply.

An estimated 250-270 ERUs could be allocated to the 25.7 ha land supply designated for residential development. The vacant land supply designated for commercial development is 2.3 ha (at 35% coverage the site can support a 8000 m² of buildings). The new development would yield an average residential density of 10 u/ha.

Available infill and rounding out opportunities in the existing Ferndale/Lynhurst community are estimated to be 18 ERUs (as shown on Figure 2 in Appendix B).
Talbotville Community

The existing Talbotville community has a centralized municipal water supply and individual on-site sewage systems (partial services). Estimated current population of the Talbotville community is 462 persons.

There are approximately 165 dwelling units in the Talbotville community, predominantly single detached dwellings. The gross residential density is 3.8 u/ha. There is approximately 12 ha of existing commercial development located at the intersection of Highway 4 (Sunset Drive) and Highway 3 (Talbot Line).

The Adopted Official Plan designates approximately 107.4 ha of land intended for residential development within the settlement area boundary. These lands are located on the north and south sides of Provincial Highway No. 3. Approximately 20 ha are prone to natural hazards and are within the conservation authority regulated areas. The remaining vacant area is predominantly under cultivation. These lands are designated Hamlet in the existing Official Plan, with a Hazard overlay on land prone to flooding and erosion hazard.

The vacant residential land supply available for residential development in the Talbotville Settlement Area is approximately 87 ha. Figure 1 in Appendix A shows the residential land supply. Factors considered in estimating the ERUs include:

1) the permitted densities in the Adopted Official Plan (maximum for low density 20 u/ha and maximum for medium density 35 u/ha);
2) the existing densities in the Talbotville community of 3.8 u/ha;
3) a recent development proposal for 67 single detached residential units (equivalent residential units) at a density of approximately 5.0 u/ha at the south end of the community;
4) development on full municipal or private communal sewage services and municipal water services; and
5) excluding from the land supply an estimated 20 ha of lands in conservation authority regulated areas.

An estimated 600 equivalent residential units could be allocated to the available 87 ha land supply designated for residential development. The new development would yield an average density of 7.0 u/ha, approximately double the existing density.

Available rounding out opportunities in the existing Talbotville community is estimated to be 4 residential equivalent units, as shown on Figure 2 in Appendix B.
No lands have been added to the Talbotville community in the Adopted Official Plan. The lands designated for residential and commercial development have historically been designated Hamlet.

**Hamlet North of Port Stanley**

The existing Official Plan designates approximately 59 ha of land in the Port Stanley community Rural Development Area. The Adopted Official Plan designates approximately 108 ha of land Hamlet in this area. The MMAH draft decision dated December 7, 2011, excluded the lands that were added to the Port Stanley Rural Development Area. Figure 2 in Appendix A shows the existing Rural Development Area designation, lands proposed to be added on in the Adopted Official Plan and an area of land which is under consideration to be requested for deletion from the land supply in the Adopted Official Plan, pending written consent by the land owners.

Recent consent development applications within the Port Stanley Hamlet Settlement Area for residential lots have ranged from the minimum area required in the zoning by-law which is 1858 m² to approximately 1 ha.

An estimated 110 ERUs could be allocated to the residential land supply. The new development would yield an average density of approximately 9 u/ha.

Available rounding out opportunities in the existing Port Stanley Hamlet community are estimated to be 10 ERUs as shown on Figure 3 in Appendix B.

**Shedden Community**

The existing Shedden Community has a centralized municipal water supply and individual on-site sewage systems (partial services). The estimated existing population of the Shedden community is 406 persons. The Shedden community is designated Hamlet in the existing Official Plan.

There are approximately 145 dwelling units in the Shedden community, predominantly single detached dwellings. The gross residential density of the developed area is 4.7 u/ha. There is approximately 2.2 ha of existing commercial development at the intersection of Union Road (County Road 20) and Talbot Line (County Road 3). Other significant land uses are the Shedden Agricultural Society and Southwold Keystone Complex on the south side of Talbot Line and east of Union Road. This complex is a focal point of social, recreational and entertainment activity in the community of Shedden and surrounding area and comprises approximately 6.5 ha. The municipal community centre is located west of the Keystone complex and comprises approximately 1.8 ha.
No vacant lands have been added to the Shedden community beyond the lands designated Hamlet in the existing Official Plan. The vacant land supply designated for residential development is approximately 41 ha. These lands are shown on Figure 3 in Appendix A. The lands are predominantly under cultivation.

The Adopted Official Plan designates Shedden a Settlement Area, and contemplates primarily low-density development in Shedden. Factors considered in estimating the allocation of ERUs to Shedden on partial services are:

1) the Adopted Official Plan recognizes the excess vacant residential land supply which has historically been designated for residential development;
2) development will constitute infilling, minor extension and rounding out;
3) development by subdivision or consent in accordance with the Adopted Official Plan policy for is the most likely method of land division;
4) the predominant form of development will be single detached residential dwellings at the lowest densities allowed in the Adopted Official Plan, comparable to the existing residential densities in the community; and
5) development will be allowed on partial services provided site conditions are favourable.

An estimated 43 ERUs could be allocated to Shedden, 6 by infilling and 37 by minor extension and rounding out. The form of development is anticipated to be low density single detached housing. Areas where minor extension and rounding out opportunities could occur are shown on Figure 3 in Appendix A and infilling opportunities are shown on Figure 4 in Appendix B.

**Fingal Community**

The existing Fingal community has a centralized municipal water supply and individual on-site sewage systems (partial services). The estimated population of the Fingal community is 370 persons. The Fingal community is designated Hamlet in the existing Official Plan.

There are approximately 132 dwelling units in the Fingal community, predominantly single detached dwellings. The gross residential density of the developed area is 3.4 units per hectare. There is approximately 1.5 ha of existing commercial development at the intersection of Union Road (County Road 20) and Fingal Line. Other significant land uses include the Township Offices located on the south side of Fingal Line, west of Union Road. The site has an area of approximately 1 ha. Two municipal parks, one located at the north end of Park Street and the other on the east side of Union Road, north of Fingal Line have a combined area of 5.7 ha.

The Fingal Settlement Area designation in the Adopted Official Plan has incorporated developed lands at the north and west ends of the community. These developed lands are not within the
Hamlet designation in the existing Official Plan. There is approximately 45.5 ha of undeveloped land designated Settlement Area in the Adopted Official Plan. These are shown on Figure 4 in Appendix A.

No infill opportunities exist in the Fingal community. The Adopted Official Plan contemplates low density single detached development in the form of minor extensions and rounding out.

Factors considered in estimating the allocation of ERUs to Fingal are the same as for Shedden. An estimated 50 ERUs could be allocated to Fingal.

The areas where minor extension and rounding out opportunities could occur are shown on Figure 3 in Appendix A and infilling opportunities are shown on Figure 5 in Appendix B.

**ERU Allocations to Shedden and Fingal**

Factors considered in allocating equivalent residential units to Shedden and Fingal are:

1) the permitted densities in the Adopted Official Plan (maximum for low density 20 u/ha and maximum for medium density 35 u/ha);
2) the existing densities in the Shedden (5 u/ha) and Fingal (3.4 u/ha) communities
3) new development to be at a density of 7.0 u/ha;
4) new development on full municipal or private communal sewage services and municipal water services; and
5) excluding from the land supply an estimated 2 ha of lands in Fingal and 8 ha of land in Shedden that are subject to conservation authority regulations.

Approximately 260 ERUs could be allocated to Fingal and 240 ERUs could be allocated to Shedden. The vacant residential land supply is shown on Figures 3 and 4 in Appendix A.

**Hamlets**

Frome, Southwold Station and Lawrence Station are designated Rural Development Area in the existing Official Plan. Iona, Iona Station and Paynes Mills are designated Hamlet in the existing Official Plan.

Frome, Iona, Iona Station, Lawrence Station, Southwold Station and Paynes Mills are designated 'Hamlet' in the Adopted Official Plan. The Hamlet designation applies to the built up areas of these rural communities.

The Paynes Mills Hamlet is the one exception. Approximately 7.7 ha of land in agricultural use is designated 'Hamlet' in the Adopted Official Plan. However, 20.7 ha of land designated Rural
Development Area in the existing Official Plan has not been re-designated to Agricultural in the Adopted Official Plan.

New development which constitutes infill, is allowed in the Hamlets, subject to the provision of adequate individual sewage treatment (partial services). Residential infill opportunities in the Hamlets are: Frome 1, Iona 4, and Paynes Mills 7.

**Development Interests**

Individuals interested in residential development provided their comments leading up to the adoption of the Official Plan. Interested parties have each had at least one meeting to review preliminary plans with MMAH. The location and the number and type of residential lots are shown on Figures 1 and 2 in Appendix A.

1. Fermdale/Lynhurst  
   163 ERU  
2. Talbotville  
   67 ERU  
3. Port Stanley Hamlet  
   80 ERU  

**Total**  
210 ERU

**Recommendation**

It is recommended:
(a) that this report be received by Council;  
(b) that it be provided to the Township’s consultant preparing the Small Settlement Study; and  
(c) that it be forwarded to the MMAH as an addendum to the reports previously submitted in support of the Township’s adopted Official Plan.
APPENDIX A
VANCANT RESIDENTIAL LAND SUPPLY
AND
MINOR EXTENSIONS
TOWNSHIP OF SOUTHWOLD
Official Plan
Schedule 'A-1'
Talbotville Settlement Area

FIGURE 1
TALBOTVILLE and FERNADE COMMUNITIES

- RESIDENTIAL
- GENERAL COMMERCIAL
- INDUSTRIAL
- OPEN SPACE
- HAZARD LANDS (overlay)
- WOODLANDS (overlay)
- SETTLEMENT AREA BOUNDARY

VACANT RESIDENTIAL LAND SUPPLY: 87.0 ha
EQUIVALENT RESIDENTIAL UNITS INCLUDING DEVELOPMENT INTEREST: 600

DEVELOPMENT INTEREST: 163 ERUs

DEVELOPMENT INTEREST: 67 ERUs

CITY OF ST. THOMAS

North

DISTANCE IN METRES 0 200 400 600 800 1000

WELLINGTON ROAD (Cty Rd 47)
CENTRAL ELGIN

FERNDALE
VACANT RESIDENTIAL LAND SUPPLY: 25.7 ha
EQUIVALENT RESIDENTIAL UNITS INCLUDING DEVELOPMENT INTEREST: 250-270
COMMERCIAL LAND SUPPLY: 2.3 ha
APPENDIX B
INFILL AND ROUNDING OUT