

Town of Saugeen Shores
Official Plan Review
Housing & Residential Growth
Discussion Paper

Prepared for:
Town of Saugeen Shores

Prepared by:
GSP Group

November 11, 2020



Table of Contents

- Executive Summary..... 1
- Introduction: Reviewing the Official Plan..... 2
- 1.1 Growth Management & Housing Implications for the Official Plan Review 2
 - Residential Growth & Development2
- 2.1 Existing Growth & Development Policies 5
 - 2.1.1 Provincial Policy Statement.....5
 - 2.1.2 County of Bruce Official Plan5
 - 2.1.3 Current Saugeen Shores Official Plan.....6
- 2.2 Projected Growth 7
- 2.3 Historical Growth and Approved/Planned Residential Units 10
 - 2.3.1 Residential Land Needs Assessment 11
 - 2.3.2 Policy Implications..... 14
- 3.1 Housing Mix & Affordability 15
- 3.2 Existing Growth & Development Policies 17
 - 3.2.1 *Planning Act* (updated June 6, 2019)17
 - 3.2.2 Provincial Policy Statement, 2020.....18
 - 3.2.3 Bruce County Official Plan20
 - 3.2.4 Bruce County Housing Targets20
 - 3.2.5 Town of Saugeen Shores Current Official Plan.....21
 - 3.2.6 Saugeen Shores Attainable Housing Task Force.....23
- 3.3 Projected Growth 24
- 3.4 Historical and Anticipated Growth 26
- 3.5 Housing Mix Assessment 26
 - 3.5.1 Provincial Targets26
 - 3.5.2 Medium and High Density Targets29
 - 3.5.3 Housing Mix Assessment Conclusions.....29
- 3.6 Short Term Accommodation 30
- 3.7 Policy Implications..... 31

Executive Summary

Housing is identified as an area of focus in the Key Issues Report (July 20, 2020) for the Town of Saugeen Shores Official Plan Review. Building on that Report, this Housing and Residential Growth Discussion Paper provides a review and analysis of residential growth and development, types of housing development and implementation considerations, and highlights the following directions for updating the Official Plan:

- Incorporate the 2041 population and housing forecasts as interim projections until new population and housing projections are developed by the County for planning purposes;
- Maintain the current intensification target of 10% until updated population and housing forecast and targets are determined and assigned by the County to allow further evaluation of the target;
- Consider designating appropriate locations for future intensification through redevelopment, mixed use, infilling and potential incentives;
- Update second unit policies to provide for “additional residential units” (ARUs) including one ARU within a detached, semi-detached or townhouse dwelling and one ARU within an accessory residential building, with the option of more than one ARU in a dwelling and/or accessory building where appropriate, and related criteria and direction for implementing zoning requirements;
- Establish a phasing plan and policies to align future residential growth with infrastructure and a balance of intensification and greenfield development;
- Continue to plan for a mix of housing unit types and densities to achieve compact development and efficient use of land and services, promote affordability and address the range of housing needs throughout the demographic spectrum, and based on an assessment of market needs and demands;
- Consider policies for short-term accommodations to guide related land use permissions and other tools that the Town may seek to implement in the future through zoning and licensing to regulate and monitor potential housing impacts;
- Expand on existing policies for affordable housing including policies to direct the Town’s potential future participating in affordable housing initiatives by the Attainable Housing Task Force, other municipalities or levels of government, organizations and partners, updating policies for ARUs, housing mix and incentives as noted above, and phasing policies that can prioritize affordable housing or other supportive housing types in need.

Introduction: Reviewing the Official Plan

The Town of Saugeen Shores has initiated a review of its Official Plan. Official Plans are policy documents that direct the orderly development and management of land uses, resources, facilities, and services with the ultimate goals of ensuring efficient, liveable, healthy, and safe communities.

The current Official Plan was adopted by Town Council in 2012 and approved by Bruce County in 2014. It is good planning to periodically review the Official Plan to ensure that it remains relevant in the face of changing community needs. The Province of Ontario, through the *Planning Act*, requires that Official Plans be regularly reviewed and updated to conform with Provincial laws and policies.

The objective of the Official Plan Review is to strategically focus on aspects of the Official Plan that community members, the Official Plan Review Ad-hoc Public Advisory Committee, Town Council, and Staff identify as priority issues. The Review will result in a scoped update, rather than creating an entirely new Official Plan. The analysis will focus on three key issues: Housing and Growth Management; Environment and Natural Heritage; and, Urban Design, Placemaking and Heritage.

The identification of key issues was informed by initial consultation led by Town Staff, review of existing Official Plan policies, development data and statistics, relevant documents and information provided by Bruce County and applicable provincial policies and guidelines. The Key Issues Report, dated July 20, 2020, provided an initial analysis of existing information related to the three Key Issues. This report builds on the findings of the Key Issues Report by providing a focused discussion and analysis of emergent key issues and policy options related specifically to housing and growth management.

1.1 Growth Management & Housing Implications for the Official Plan Review

The Key Issues Report highlighted implications for housing and growth management that warrant further review as part of the Official Plan update. The Town of Saugeen Shores Attainable Housing Task Force (the “Attainable Housing Task Force”) has also provided initial concepts related to housing needs. Findings from the Key Issues Report and preliminary insights from the Attainable Housing Task Force have been grouped into three general categories and are summarized below:

Residential Growth & Development

- The Growth Management strategy in the current Official Plan is intended to provide an appropriate amount of housing to **accommodate 5,000 new residents, both year-round and seasonally by 2031**. In the years following the adoption of the current Official Plan up to the 2016 census, the

Town's population increased by 20% of this anticipated growth (Statistics Canada, 2017).

Types of Development

- Bruce County and Saugeen Shores staff, and survey respondents, have identified a **lack of seniors housing and housing accessible to people with special physical and mental health and support needs** in the Town. The OP Review can ensure there are opportunities for a policy framework that incentivizes these types of housing. Further information from Bruce County or other local stakeholders about rental housing, and age-friendly housing would assist the OP Review process moving forward.
- Current OP policies support **second units** but will need to be updated to include provisions for an additional residential unit in an accessory building or structure, and consideration should be given to using the current term **“additional residential units” (ARUs)** to reflect the recent change to the *Planning Act*. The Town has the option to permit more than one ARU within existing and new single detached, semi-detached or townhouse dwellings and/or to permit more than one ARU within residential accessory buildings and may require a Zoning By-law Amendment or other planning approvals for proposals to establish two or more ARUs within a dwelling or two or more within an accessory residential building. For all ARUs, related policies and criteria should be established in the Official Plan to guide and direct implementing Zoning By-law regulations for parking (up to one parking space per ARU may be required, tandem parking is permitted), servicing, lot and building sizes, setbacks, height, lot coverage, and other requirements. Provisions for garden suites will need to be reviewed and revised in accordance with the additional unit policies.
- The need for **affordable housing** for lower income earners has been identified by Bruce County and local survey respondents. Current OP policies are generally supportive of affordable housing, which is consistent with the *Planning Act*, Provincial Policy Statement, and the Bruce County Official Plan. As the OP Review process advances, updated statistics from Bruce County and research from the Attainable Housing Task Force will inform our understanding of the need, and further consultation with stakeholders will enable further review of specific policies, zoning provisions, or aspects of the Community Improvement Plan that may need to be improved to encourage the implementation of the Town's affordable housing goals.

Implementation

- The OP Review process can consider providing direction for updates to the **Community Improvement Plan (CIP)** for the Town to incentivize certain types of housing units that meet identified needs, such as age-friendly

housing, and accessible housing. An assessment of the Zoning Bylaw may reveal restrictions that are limiting the implementation of the Official Plan policies on housing type, mix, and affordability.

- Initiatives and recommendations from the Task Force that can effectively translate to Official Plan policies, should be incorporated where possible.

This report is organized into the three main topics of growth and development, types of development and implementation based on the emergent issues specifically related to housing generally outlined above.

Residential Growth & Development

Official Plan land use planning policies are intended to help guide the growth and development of municipalities over time. A large component of future land use changes is expected to be in the form of new residential development. The following sections will discuss considerations for residential housing growth in the Town of Saugeen Shores that will impact the direction of new or updated policies in the Town's Official Plan.

2.1 Existing Growth & Development Policies

2.1.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) is issued under *Planning Act* section 3, and all decisions affecting land use planning matters must be consistent with the PPS. The current Saugeen Shores OP was prepared for consistency with the PPS 2005. The PPS was updated in 2014 and again in 2020, which is the current version in effect. The recent changes to the PPS introduced in 2020 are intended to “help increase the supply of housing, support jobs and reduce barriers and costs in the land use planning system” (MMAH, 2019, July 22, proposal summary, online).

Relevant policies specifically regarding residential growth from the PPS 2020 provide the following direction:

- Ensure sufficient land is available to accommodate a range and mix of housing to meet projected needs for up to 25 years (1.1.2);
- Establish and implement intensification and redevelopment targets within the Built-up areas based on local conditions (1.1.3.5);
- Establish and implement phasing policies to meet intensification and redevelopment targets and to ensure the orderly development of vacant land in designated growth areas (1.1.3.7);
- Settlement boundary adjustments may be considered outside of a comprehensive review if specific criteria can be met (1.1.3.9).

2.1.2 County of Bruce Official Plan

The County of Bruce Official Plan (“County OP”) provides population and employment projections to the year 2021 for lower-tier municipalities. The following projections apply to Saugeen Shores:

Year	2011	2016	2021
Population	13,647	14,603	14,895
Households	5,822	6,230	6,551
Employment	7,161	7,663	7,816

Source: Tables 1, 2 & 3, County of Bruce Official Plan

Primary Urban Communities, including Port Elgin and Southampton and surrounding areas of the Town of Saugeen Shores, are anticipated to accommodate the largest concentration and the greatest range of development in the County. The majority of development of permanent population growth will be directed to Primary Urban Communities (s. 5.2.2.2.1). It is a policy of the County OP that the Primary Urban Communities be serviced with municipal water supply and distribution, and sewage collection and disposal systems (s. 5.2.2.2.6). An interim servicing policy outlines options for growth within a portion of settlement boundaries should full services not be feasible (s. 4.7.5.4).

It is anticipated that these projections will be updated through the next County level Municipal Comprehensive Review process and Official Plan update to extend the planning horizon to 25 years from the time of the update.

2.1.3 Current Saugeen Shores Official Plan

The current Town of Saugeen Shores Official Plan (the “OP”) includes goals and objectives related to growth management. It is the goal of the OP to provide an appropriate amount of housing to accommodate an additional 5,000 permanent and seasonal residents through to the year 2031 (s. 1.2.1.1). The follow objectives related to residential growth are outlined in the OP (s. 1.2.1.2):

- a) To phase new development in a manner that will ensure that the appropriate physical and social infrastructure is available to ensure that new development does not adversely impact the character of the community or the lifestyle enjoyed by the residents of Saugeen Shores.
- b) To require a minimum of 10% of all new growth to occur in the Built-up Area through intensification.
- c) To encourage the efficient use of land in the Settlement Area.
- d) To prohibit new development that would limit the future expansion of the Settlement Area.
- e) To identify housing opportunities in association with the recreational amenities of the Town.
- f) To identify opportunities for residential infill in the Settlement Area.

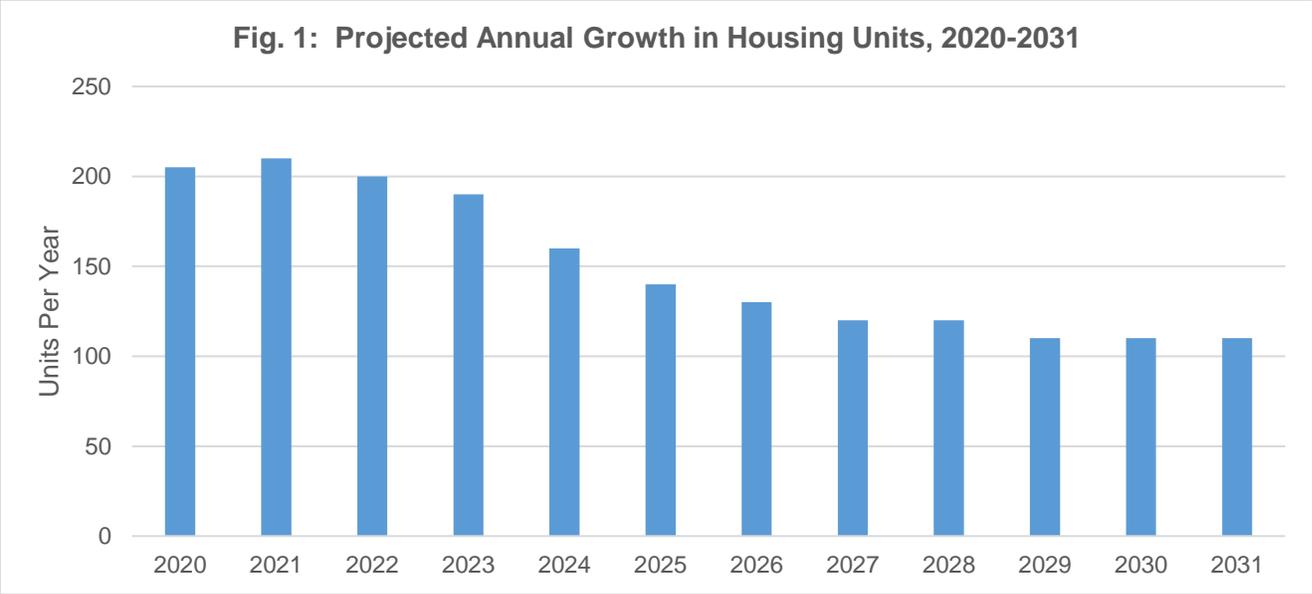
2.2 Projected Growth

The Growth Management strategy in the current Official Plan is intended to provide an appropriate amount of housing to accommodate 5,000 new residents, both year-round and seasonally by 2031. Since the implementation of the current Official Plan the Town has commissioned a number of studies to monitor and project growth to continue to plan for the future. The most recent studies available include the Updated Development Charges Residential and Non-Residential Forecasts Memorandum provided by Hemson Consulting Limited in 2018 (“Hemson Memo”) and a draft memorandum of the 2019 Development Charges Background Study and By-law from DFA Infrastructure International Inc. from 2019 (“DFA Memo”).

Updated Development Charges Residential and Non-Residential Forecasts Memorandum, Hemson (2018)

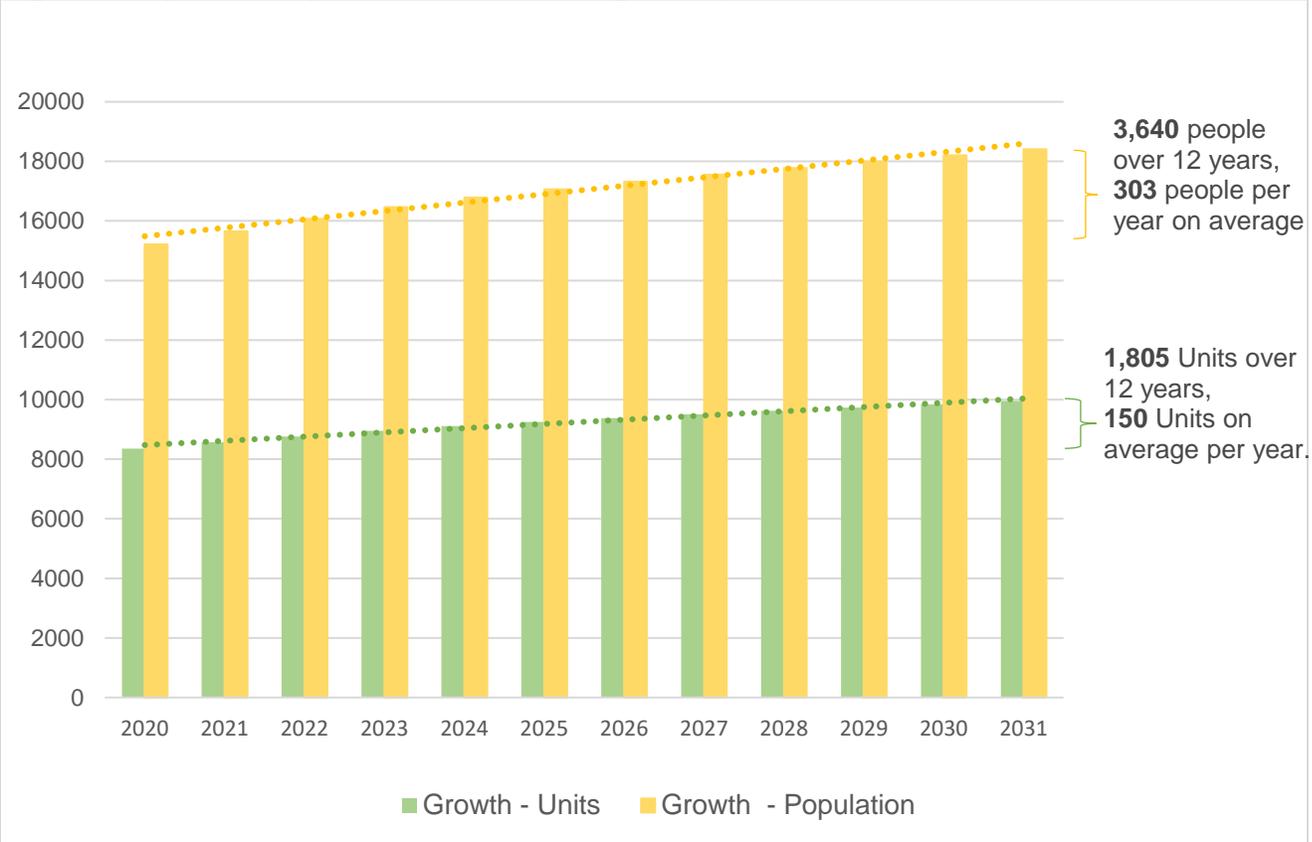
The Hemson Memo is an update to their full Development Charges Background Study from 2016. The update includes the 2016 census results and incorporates planned and initiated development activity included in the *2017 Year End Development Services’ Report*. The Hemson Memo demonstrates how Saugeen Shores is the fastest growing municipality in Bruce County representing roughly 55% of the County’s population growth since 2001 (Hemson, 2018). The growth targets set to 2031 in the *2011 Growth Management Discussion Paper* were exceeded for the interim forecast periods to the year 2016 and Hemson expects the targets in the 2016 DC Background Report will be exceeded again. Based on the updated projections provided in the Hemson Memo (2018), population growth over the 2018-2031 period is expected to increase by 60% above the 2016 forecast from 2,791 people to 4,456 people. Projected growth from the Hemson Memo is charted in Figures 1 and 2. The number of units per year is expected to decline from roughly 200 to less than 125 by 2031; however, the cumulative number of units and corresponding population is expected to increase through to 2031.

Hemson (2018) has shown a projected decrease in persons per unit over time. On a small scale, this could impact the population in a given area. However, on a town-wide scale, given the unit yield projected, there is not a large change in the overall population growth relative to unit growth.



Source: Hemson, 2018

Fig. 2: Projected Population and Housing Units, 2019-2030



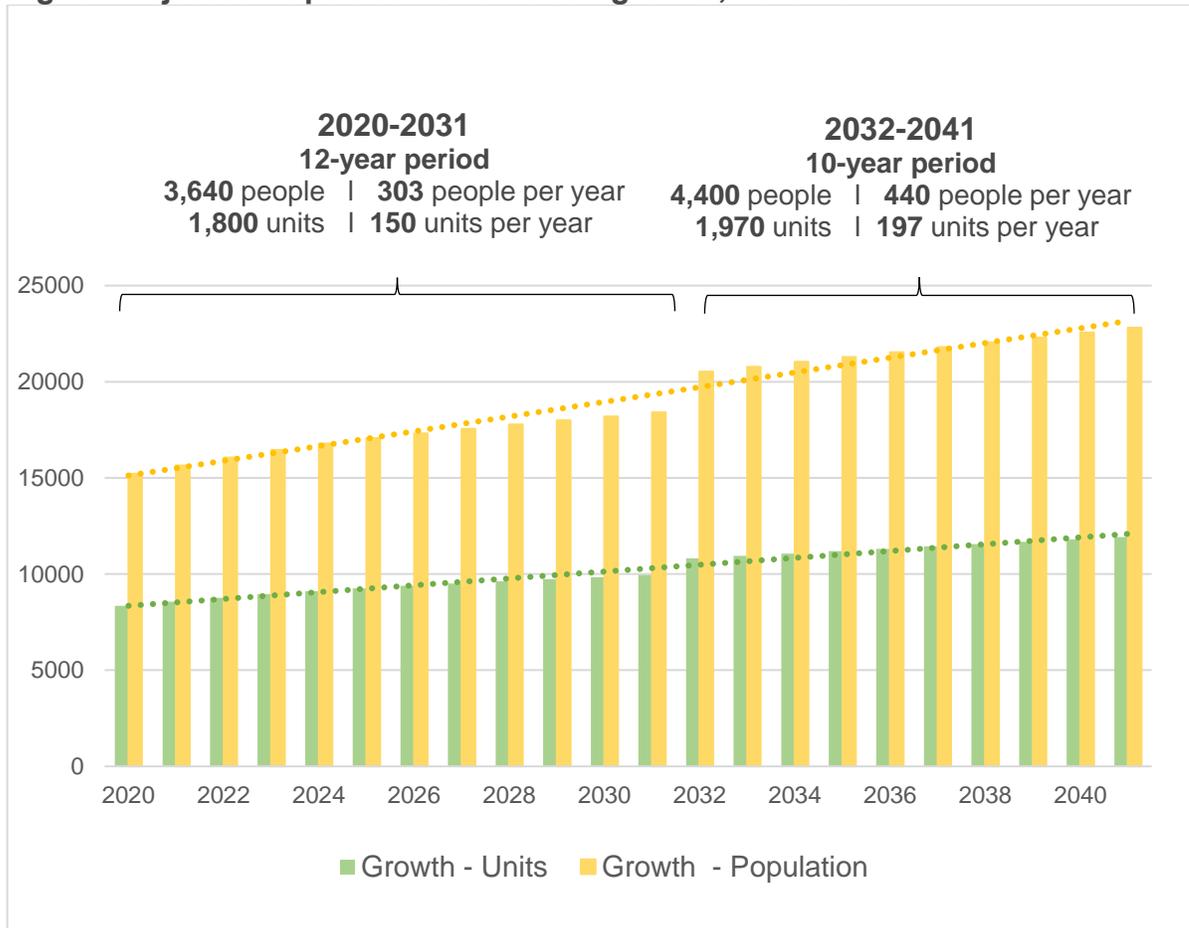
Source: Hemson, 2018

Draft Development Charges Background Study and By-law, DFA Infrastructure International Inc. (2019)

The DFA Memo provides preliminary growth projections for the upcoming Development Charges Background Study and By-law. These projections and reflect the amount of anticipated growth available in approved plans. Using this information, they outlined anticipated growth for the period of 2019 to 2041. Since the Hemson Memo provides a growth projection and the DFA Memo is a reflection of growth potential on lands already planned and available for development, we have used the Hemson Memo for the projection to 2031. Beyond 2031 the growth forecast provided in the DFA Memo has been used and is based on planned development. Figure 3 below charts the projected land need to 2031 and the projected land availability to 2041. Based on these projections, a slight increase in the rate of growth is expected during the 2032-2041 growth period as compared with the 2020-2031 period.

DFA continues to refine their projections and the most up to date information should be used to make final determinations regarding future residential growth and associated long-term land needs to meet projected market-based housing needs.

Fig. 3: Projected Population and Housing Units, 2020-2041



Source: Hemson, 2018 (2020-2031 projection); DFA, 2019 (2032-2041 projection)

2.3 Historical Growth and Approved/Planned Residential Units

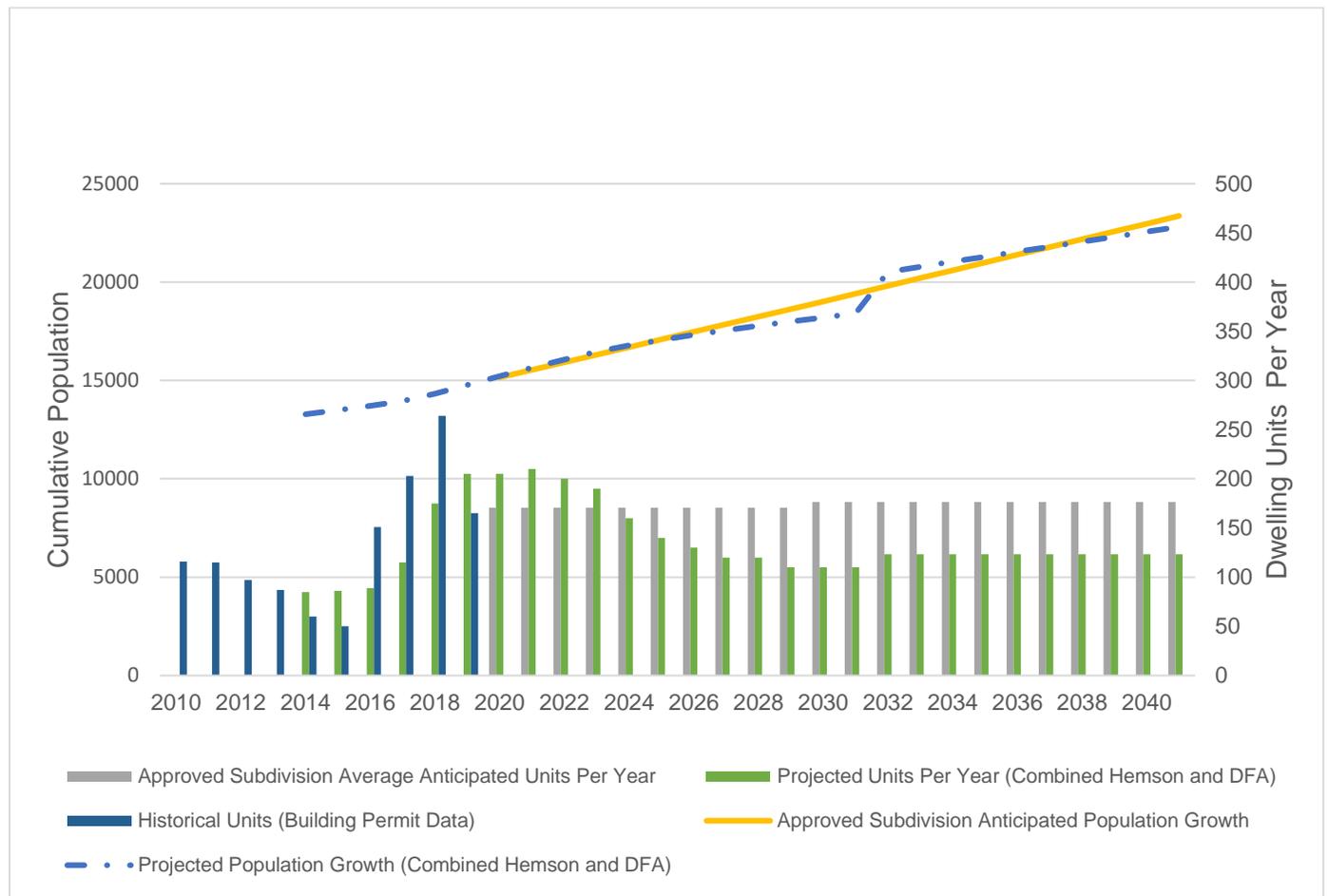
Within the last ten years, the average annual rate of growth in residential units was 131 units per year, based on building permit data. Information regarding approved subdivision developments within the Port Elgin and Southampton Urban Areas has been used to estimate how many units could be developed over the forecast period.

The build-out of all approved residential units has been divided into two time periods based on when the development is expected to take place. In the 2020 to 2029 growth period, 1,705 units are expected to be developed or approximately 171 units per year, on average. Full build-out of approved residential developments is assumed to be completed by the year 2041. As such, the second time period includes growth between 2030 to build-out (2041). Approximately 2,116 units are expected to be constructed between 2030 and 2041, or 176 units per year on average.

Between 2020 and 2041, subdivision developments are anticipated to yield a total of 3,958 units (assuming a 2019 base unit count of 8,150). In comparison, the projected growth from 2020 to 2031, plus the anticipated build-out projection for the 2031-2041 period is anticipated to yield an increase of 3,779 units. If the demand for housing in the forecast period remains consistent after 2031, the supply of residential units expected to be made available in approved subdivision developments will likely exceed the projected housing growth to the year 2041.

Figure 4 charts the historical building permit data and the anticipated new residential units in approved subdivision developments compared with the projected growth from 2020 to 2041 in units per year. The chart also shows the total forecast population growth over time.

Fig. 4: Historical Population and Housing Units and Comparison of Projected Population and Housing Growth with Approved Development, 2010-2041



Source: Hemson, 2018 (2020-2031 projection); DFA, 2019 (2032-2041 projection); Town of Saugeen Shores Building Permit Data and Subdivision Approval Data

2.3.1 Residential Land Needs Assessment

The PPS directs municipalities to ensure sufficient land is available to meet projected housing needs. As part of the Official Plan update, a preliminary assessment of residential land needs and intensification opportunities has been undertaken to determine if the anticipated population and housing growth can be accommodated based on future residential growth potential on land designated for residential uses in the current Official Plan. The results of this assessment will also help to determine whether future housing needs can be met. If there is not enough land designated and available to accommodate anticipated growth, the PPS outlines opportunities for the consideration of boundary expansions to accommodate additional growth in the future.

Long Term Growth

The PPS requires sufficient land to be made available to accommodate a range

and mix of land uses, including residential uses, for a time horizon of up to 25 years (Section 1.1.2). The 25-year time horizon for the updated Official Plan would begin in 2021, ending in 2046. Current population and housing projections are only available to the year 2031, Additional projections from the DFA memo have been provided to 2041; however, they provide a picture of the growth expected from the build-out of the land inventory rather than the land need to meet forecast housing demands. Based on approved subdivision development opportunities, it appears that there will likely be adequate residential development to meet housing needs to the year 2046 as there is a large amount of residential development already approved and there are additional vacant lands designated and zoned for residential development in addition to approved development opportunities. Furthermore, redevelopment and infilling will also be encouraged in the built-up area which will provide additional opportunities to meet future housing demand.

The PPS directs that a coordinated, integrated and comprehensive approach should be used for managing and promoting growth and development, integrated with infrastructure strategies (s. 1.2.1). This coordinated approach outlined in the PPS requires that the County, in consultation with the Town and other local municipalities, identify and allocate population, housing and employment projections for lower-tier municipalities, identify areas where growth or development will be directed and targets for intensification and redevelopment including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted (s. 1.2.4). Further assessment of land needs for future residential growth in Saugeen Shores should be completed when new forecasts, allocations and targets are set by the County for the 25-year growth period as directed by the PPS.

Infill and Intensification

The PPS encourages sufficient land for growth to be made available in settlement areas through redevelopment and intensification, and, if necessary, in designated growth areas (s. 1.1.2). The PPS also requires municipalities to establish and implement minimum intensification targets (Section 1.1.3.5).

The OP currently identifies a minimum intensification target of 10% (s. 3.3.5.1). This mean that a minimum of 10% of all residential development is expected to occur in the Built-up Area shown on Schedule “C” of the OP. This Built-up area is comprised of areas within Port Elgin and Southampton that have already been developed. New development and redevelopment is considered to be “intensification” when it involves redeveloping, infilling or intensifying an area of existing development to accommodate a higher density.

A critical component of assessing future intensification potential is determining whether capacity is available in water and wastewater servicing systems. A review of the Town’s Water and Sanitary Sewer Master Plan was completed in 2019. Technical Memo No. 1 of that review, dated March 19, 2020 identified a 10% infill rate to account for development and redevelopment that may occur in addition to

approved subdivision development. If that 10% growth is added to the approved subdivision growth, which is anticipated to result in 3,958 housing units between 2020 and 2041, the anticipated infill amount would be approximately 395 units or 18 units per year, on average, to the year 2041.

Planned and approved residential developments on vacant land and infill sites within the built-up area include over 275 units in Port Elgin and 145 residential units in Southampton, for a total of more than 420 units which will meet and exceed the 10% intensification target. Further intensification opportunities include redevelopment potential, including brownfield sites, additional residential units within existing and new housing units and accessory buildings, and mixed use development.

The current OP establishes criteria for housing intensification and infilling including requirements for servicing, parking, compatibility and other criteria. As the remaining vacant land and infill sites within the designated built-up areas are developed, the amount and type of intensification and continued achievement of the intensification target will become increasingly dependent on redevelopment of existing built sites which can be more challenging than the development of vacant sites. Through the OP update, consideration should be given to designating areas where intensification will be promoted and identifying the type of intensification that will be encouraged in those locations, as well as incentives that may be used to support intensification in these areas.

A subsequent discussion paper will examine issues related to how intensification can address elements of design, place-making and heritage.

Residential Land Needs Assessment Conclusion

Based on the analysis completed, it appears that there will be sufficient land available in the planning horizon of the updated OP to accommodate projected population and housing growth. There is no evidence of an immediate need for an expansion to the Port Elgin and Southampton settlement area boundaries based on this preliminary analysis using the growth forecasts identified through recent Development Charges studies. However, when updated growth forecasts are allocated to the Town by the County, the ability to accommodate the updated projections should be re-assessed.

Planned and approved development within the built-up area is expected to be sufficient to achieve the current 10% intensification target. As directed by the PPS, the intensification target should be further reviewed and coordinated with the County as part of future population and housing forecast and allocations through an integrated and comprehensive growth management review and considering market-based housing needs. Consideration should be given to designating appropriate locations for intensification within the updated OP.

In accordance with the PPS (s. 1.1.3.7), through the Official Plan review process,

the Town should establish and implement phasing policies to ensure the orderly progression of development within designated growth areas and the timely provision of infrastructure and public service facilities required to meet current and projected needs.

2.3.2 Policy Implications

Based on the information provided in this section related to residential growth and development, the following should be considered in updating the Official Plan for the Town of Saugeen Shores:

- Incorporate the 2041 population and housing forecasts in the Official Plan with an acknowledgement that these are interim forecasts until new population and housing projections are assigned to the Town by the County in accordance with the PPS;
- Maintain the current intensification target of 10% until updated population and housing forecast and targets are determined and assigned by the County in accordance with the PPS;
- Consider the designation of appropriate locations for future intensification through redevelopment, mixed use opportunities and infilling as well as policies for additional residential units within existing and future housing and accessory buildings, and potential incentives that may be provided;
- Update and revise policies for second units to align with the Planning Act terminology, requirements and regulations for “additional residential units” (ARUs) including provisions for one ARU within detached, semi-detached or townhouse dwellings and one ARU within an accessory residential building, with consideration to opportunities where more than ARU in a dwelling and/or accessory building may be appropriate, and related criteria and direction for implementing zoning requirements;
- Establish a phasing plan and policies to align future residential growth with infrastructure planning and investments and to ensure logical and orderly development and a balance of intensification and greenfield development.

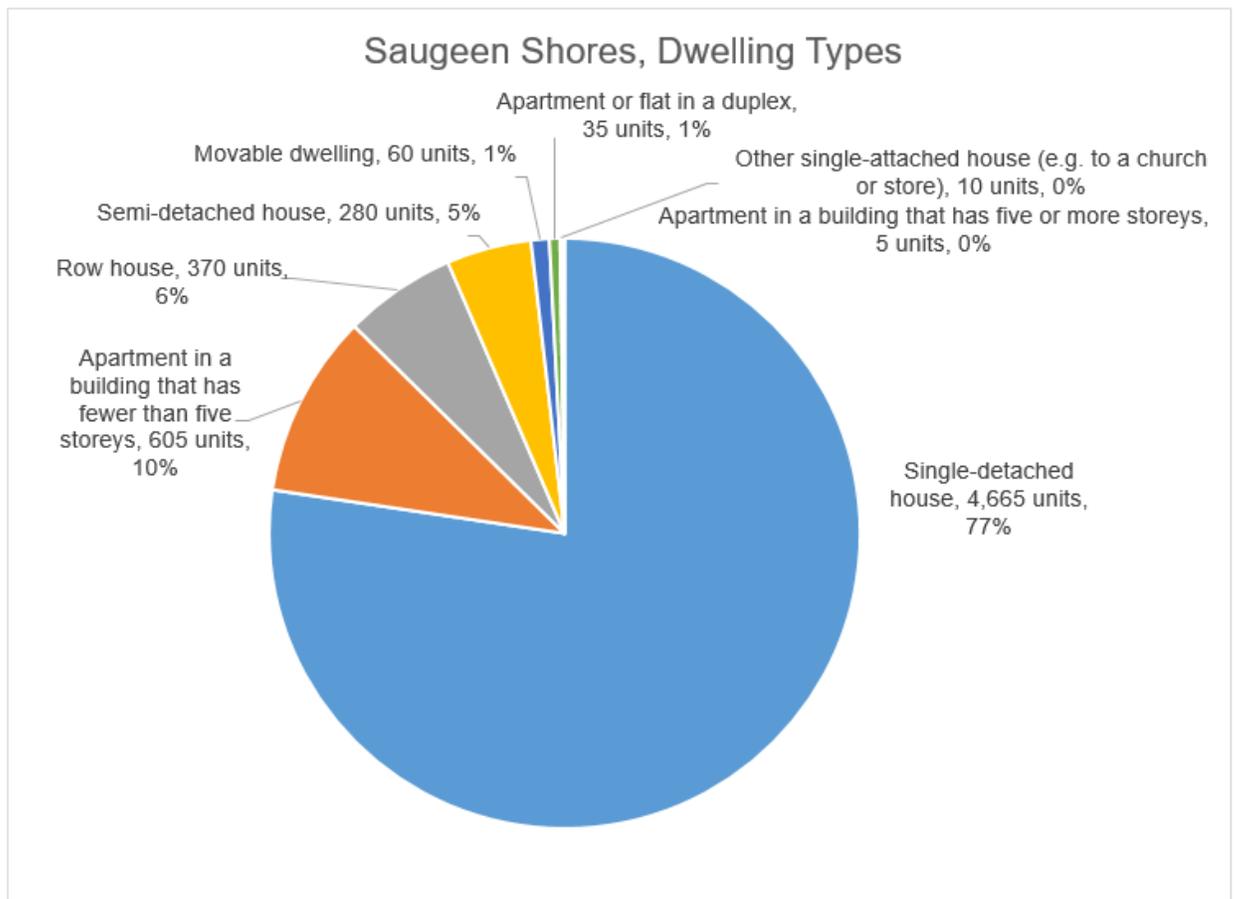
Type of Housing Development

3.1 Housing Mix & Affordability

Residential development comes in many forms, ranging in size and density. Saugeen Shores is making good progress towards meeting the **housing form targets** established in the current Official Plan (70% low density; 30% medium/high density). Between 2009 and 2019, housing completions in Saugeen Shores included 66.8% low density (730 single-detached and semis constructed) and 33.2% medium and high density (237 row houses plus 126 apartment units).

Based on the 2016 census, the existing housing stock in Saugeen Shores is comprised of 77% single-detached houses, followed by units in low-rise apartment buildings (10%), row houses (6%), and semi-detached houses (5%) (Figure 5).

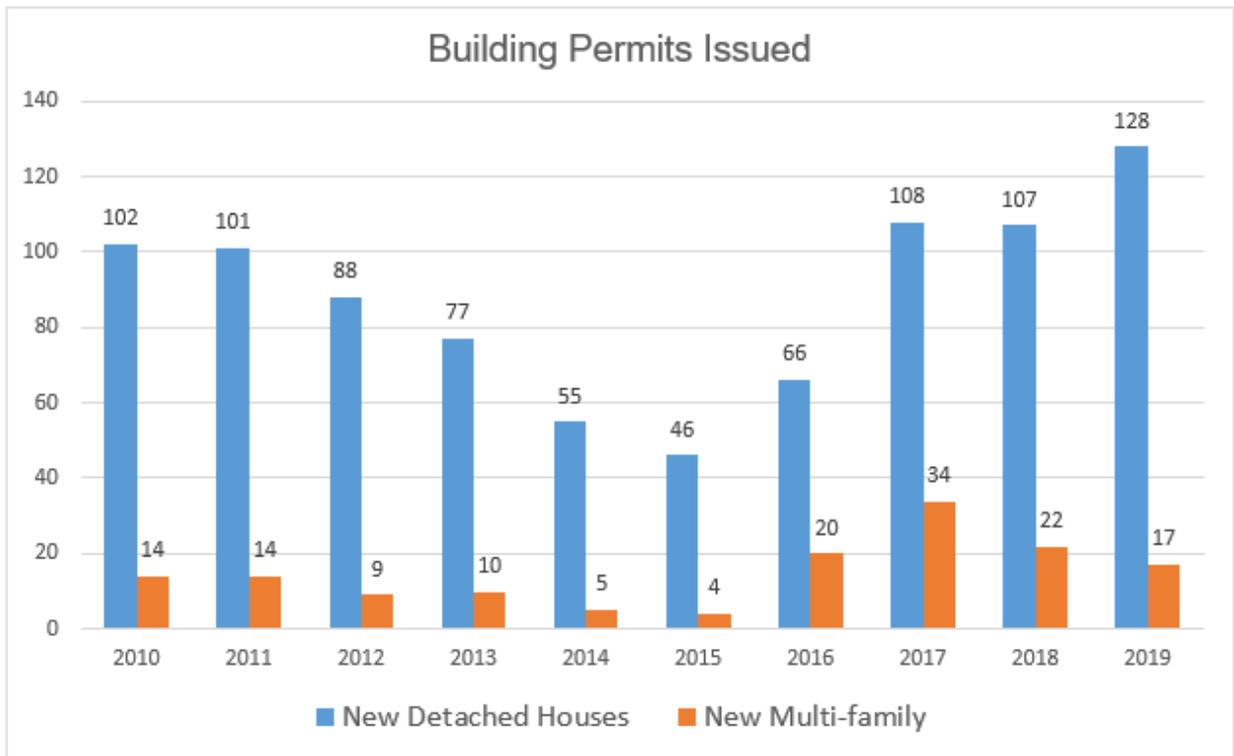
Fig. 5: Saugeen Shores Dwelling Types, 2016



Source: Dwellings by Type, total (Data Source: Statistics Canada, 2017. 2016 census, Saugeen Shores profile, 100% data. Chart by GSP Group)

Figure 6 shows new housing construction based on annual building permit data for the time period between 2010 and 2019.

Fig. 6: Building Permits Issued by Dwelling Type, 2010-2019



Source: Saugeen Shores New Housing Construction data based on municipal annual building permit data, 2010-2019 (Source: Town of Saugeen Shores)

The average resale price for a home in Bruce County in 2018 was \$351,681, limiting affordability to 20% of households in the County based on income (Bruce County, 2019). The Realtors Association of Grey Bruce Owen Sound market updates indicate an “ongoing supply shortage” throughout the broader region, which has had the general impact of increased home sale prices, though the housing market experiences typical seasonal ups and downs and the monthly average sale price can be skewed upward by the sales of extremely high-value properties (RAGBOS, 2019).

While average incomes in Saugeen Shores are higher than the County and Provincial averages, 18% of owner and tenant households spend more than 30% of income on shelter costs (Statistics Canada, 2017). Low-income households face financial strain where rental prices have increased, and affordable rental stock has decreased throughout the County (Bruce County, 2017).

Average market rent for rental housing in Saugeen Shores (and Kincardine) is: 1 bedroom: \$733/month; 2 bedroom: \$961/month; 3 bedroom \$1,076/month; 4 bedroom \$1,299/month (Bruce County, 2017). 16.1% of all rentals in Bruce County are subsidized. Saugeen Shores is considered a high waitlist area for Bruce County administered social housing (Bruce County, 2017). Across Bruce County, the limited supply of housing options, the need to maintain older dwelling units, increased housing costs, increased costs of utilities, decreasing rental vacancy

rates, and limited social support services in the County compound housing affordability constraints (Bruce County 2017; Bruce County 2019).

Demographics also play a role in determining what types of housing options will be needed in the future to accommodate the current and future residents of Saugeen Shores. The Town of Saugeen Shores Recreation Master Plan provides an analysis of population distribution from the 2011 Census. The Master Plan states that there is a higher median age in Southampton and the rural areas of the Town have a higher proportion of seniors and older adults and that Port Elgin has a younger population (Monteith Brown, 2016). The difference in age demonstrates the need to investigate the types of housing being promoted for future development in each community.

The following subsections will discuss housing mix and affordability as well as growth projections and anticipated development in the context of housing type. This discussion will assist in determining what policies may be required in the Town's updated Official Plan to direct growth in a way that will accommodate the needs of the community.

3.2 Existing Growth & Development Policies

3.2.1 *Planning Act* (updated June 6, 2019)

The *Planning Act* requires that municipalities address key issues of "Provincial Interest" including: 2(j) "the adequate provision of a full range of housing, including affordable housing."

To encourage the provision of housing options, the *Planning Act* was updated in 2012 to require Official Plans to include policies authorizing "the use of a second residential unit" with some restrictions that have now been lifted in the June 2019 updates to the *Planning Act*. The *Planning Act* now states:

16(3) "An official plan shall contain policies that authorize the use of additional residential units by authorizing,

(a) the use of two residential units in a detached house, semi-detached house or rowhouse; and

(b) the use of a residential unit in a building or structure ancillary to a detached house, semi-detached house or rowhouse."

Ontario Regulation 299/19 came into effect in September 2019 and defines additional residential units (ARUs) and related terms and requires that:

- a) Each ARU shall have one parking space for the sole use of the occupant of the ARU (except as noted in (c) and (d) below);

- b) Required parking for an ARU may be a tandem parking space, defined as a parking space that can only be accessed by passing through another parking space from a street, lane or driveway;
- c) Where municipal zoning by-laws do not require one or more parking spaces for the primary dwelling unit, a parking space is not required for an ARU;
- d) Municipal zoning by-laws that do not require a parking space for an ARU prevail over the requirement to provide one parking space in (a) above;
- e) An ARU may be occupied by any person regardless of whether they are related to the person who occupies the primary unit and whether the occupant of the primary unit is the owner of the lot;
- f) The use of ARUs is authorized regardless of the date of construction of the dwelling, which means ARUs can be established in existing and new housing and existing and new residential accessory buildings.

The Planning Act and associated regulations for ARUs do not restrict municipalities from permitting more than one ARU within a dwelling and/or more than one ARU within an accessory residential building. As such, the Town has the option to make provision in the Official Plan and Zoning By-law to permit any number of ARUs so long as provision is made for a minimum of one ARU within single detached, semi-detached or townhouse dwellings and a minimum of one ARU within a detached accessory residential building (e.g. laneway house, coach house or similar).

The *Planning Act* enables affordable housing to be considered a community improvement, for the purposes of establishing policies related to Community Improvement Project Areas:

28 (1.1) “Without limiting the generality of the definition of “community improvement” in subsection (1), for greater certainty, it includes the provision of affordable housing. 2006, c. 23, s. 14 (2).”

While the *Planning Act* was amended to permit Inclusionary Zoning since the Saugeen Shores Official Plan was adopted, these provisions have been scaled back with the June 2019 amendments to the *Act*, and now may be adopted only in an identified protected major transit station area, or required where an Official Plan is prescribed for the purpose of inclusionary zoning. Neither of these scenarios apply to the current context of the Saugeen Shores Official Plan Review.

The *Planning Act* also specifies certain requirements when affordable housing units are proposed as part of the subdivision of land in Part VI of the Act.

3.2.2 Provincial Policy Statement, 2020

In addition to the growth-related policies outlined in the previous section of this report, the following PPS policy provides direction related to the range and mix of

housing options (1.4.1):

To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) Maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and,
- b) Maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

Section 1.4.3 of the PPS states that planning authorities are to provide a range and mix of housing options and densities to meet the projected market-based and affordable housing needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans;
- b) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
- e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
- f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of

public health and safety.

Healthy, liveable and safe communities are sustained by a variety of things including the accommodation of appropriate affordable and market-based range and mix of housing types including: single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons (1.1.1.b)).

3.2.3 Bruce County Official Plan

Bruce County Official Plan Amendment 99 (OPA 99) was adopted in 2009 and came into force and effect in 2011. The County Official Plan, as amended, requires local municipal plans to support housing choice, variety, and the development and maintenance of affordable and special needs housing as part of the broader goal of creating complete communities. The Bruce County Official Plan encourages local municipalities to monitor housing development including form, tenure, and affordability (Bruce County 2013, Section 4.4.4.2.5(iii)(i)).

The Bruce County Official Plan also provides direction for the promotion of incorporating a mix of housing types and densities that contribute to an efficient utilization of land and services (4.4.4.2.5.iii(f)). The housing projections section of the County Official Plan also acknowledges the need for a mix of development that provides for a balance of dwelling type appropriate to accommodate an aging population and affordability issues (4.4.4.5).

3.2.4 Bruce County Housing Targets

Bruce County established the *Long-Term Housing Strategy (2013-2023)* in 2013, completed a progress report in 2017, and conducted a full review and update in 2019, resulting in the *Bruce County Housing and Homelessness Plan Update 2019-2023*. The updated *Housing and Homelessness Plan* identifies the following housing issues across Bruce County:

1. **Supportive and accessible housing are lacking:** especially for seniors and individuals with development disabilities and mental health concerns;
2. **Employment trends influence the demand for affordable housing:** Bruce Power programs/projects are increasing overall demand for housing;
3. **There is a lack of housing options:** lack of emergency shelters, transitional housing for men exiting provincial institutions, male-headed families and youth;
4. **Maintaining the existing stock of housing:** older homes across the County, and including the Bruce County Housing Corporation affordable housing stock;
5. **High cost of utilities:** supportive programs and subsidies are available, but costs continue to be an issue;

- 6. **Location and lack of transportation:** more affordable housing is often found away from employment, services and other supports, which produces challenges for employment and maintaining affordable housing;
- 7. **Affordability and availability:** in addition to low-income earners, middle income earners are increasingly feeling the strain of housing costs; (Bruce County 2019, pp. 12-13).

The 2019 update identifies the location and lack of transportation options as an emerging issue related to housing options in the County. The most prevalent concerns among residents are affordability and availability. The 2019 update suggests the exploration of tiny homes, secondary units and other “non-traditional forms of housing” as options to increase the affordable housing stock (Bruce County, 2019, p. 18).

Unit Type	<ul style="list-style-type: none"> •70% low density •30% Medium Density
Tenure	<ul style="list-style-type: none"> •70% ownership •30% rental
Affordability	<ul style="list-style-type: none"> •30% affordable housing (housing where shelter costs account for less than 30% of before tax household income)

The following targets for the development of new residential units were adopted by County Council in 2013 and implemented in the County’s Official Plan Section 4.4.2.5.(iii):

Between the years 2013 and 2023, the County aims to create 445 additional affordable housing units through new supply of affordable ownership, rental, and special needs units through partnerships with private, non-profit and government sectors. The Long Term Housing Strategy identifies the goal to “make planning rules more flexible” (Bruce County, 2013 p. 7, 11), by allowing secondary suites, accessory apartments, and encouraging the use of Community Improvement Plans (CIPs) to encourage a more diverse housing stock.

3.2.5 Town of Saugeen Shores Current Official Plan

Similar to the policies in the County Official Plan, the Town of Saugeen Shores Official Plan (the “OP”) includes a minimum target of 30% of new housing to be in

the form of medium and high density multiple unit residential development and encourages the development of rental units (3.3.3.2 and 3.3.3.3). It is also an objective of the plan to target a minimum of 30% of affordable housing in new development (1.2.2.2). Other objectives of the OP include the implementation of senior government housing programs; developing a variety of housing styles; and, encouraging the development of affordable rental and ownership housing in different forms and in different locations in the Settlement Area (1.2.2.2).

The OP also establishes policies (3.4) describing permissions for low, medium and high density development, summarized in the Table below:

Density	Types of Housing	Maximum Density (Units Per Gross Hectare)	
		Built Boundary	Greenfield Area
Low	Single detached, semi-detached, duplex dwellings, and converted dwellings with no more than two units.	Single detached 22	Single detached 15
		Semi detached 30	Semi detached 20
Medium	Triplexes, fourplexes, townhouses, apartments and other forms of multi-unit dwellings having 3+ units.	40	40
High	Development of more than 40 units per gross hectare.	90	90

Unless the criteria established in sections 3.4.2.3.1 and 3.4.3.2.1 for medium and high density development are met, all lands designated “Residential” in the OP are intended for low density residential development (s. 3.4.1.1.1). High density development may be permitted through a zoning amendment in areas adjacent to the Core Commercial Areas without an amendment to the Official Plan (s. 3.4.3.3.2). Medium and high density residential development may also be subject to Site Plan Control (s. 3.4.2.3.2 and s. 3.4.3.3.3). The OP also provides policies for Mobile Home Parks (s. 3.4.4) and shoreline development (s. 3.7).

In support of affordable housing, the OP sets out policies that would consider the conversion of vacant or underutilized upper level or rear buildings in the Core Commercial and Office Residential designation to residential apartment units (s. 3.3.4.1.1). Alternative development standards can be considered through site specific zoning provisions to help accommodate affordable housing opportunities (s. 3.3.4.1.1). The OP also provides policy direction encouraging subdivision development to have a variety of lot sizes and dwelling style (s. 3.3.4.3.1).

Additional policies are outlined in the OP that speak to housing for people with special needs including assisted housing for low income earners, individuals with disabilities and seniors (3.3.4.4). Similar to the policies regarding affordable housing, policies related to housing for people with special needs encourages the

development of a variety of housing styles and sizes. To determine the need for housing for people with special needs, the OP states that the Town shall work with local groups and support local efforts on applications for this type of development.

The OP currently contains policies related to secondary dwelling units. There are two types of secondary dwelling permitted including those located in the principle dwelling and those located in accessory buildings. They are permitted in single detached, semi-detached, or row houses in the Residential designation and in the Office Residential designation subject to specific policies outlined in section 3.3.7. The OP also currently permits the addition of garden suites through a Temporary Use By-law where the requirements of section 3.3.7.4 of the OP can be met.

3.2.6 Saugeen Shores Attainable Housing Task Force

The Saugeen Shores Attainable Housing Task Force (the “Task Force”) is a group that conducts research, community engagement and sector engagement to aid Saugeen shores Council in determining ways of increasing Attainable Housing supply. The main objectives of the Task Force include:

- Identify opportunities to increase the range of housing to meet the needs of Saugeen Shores residents including obtaining commitment from homebuilders;
- Identify opportunities for new programs, partnerships and private sector incentives to increase Saugeen Shores Attainable Housing stock;
- Identify opportunities to maximize the use of existing programs, partnerships and private sector incentives to increase Saugeen Shores Attainable Housing Stock;
- Integrate with Town’s Official Plan Review;
- Review zoning by-laws and planning policies with the intent to strengthen these areas to allow for more favourable investment conditions for those land developers and investment groups who plan to build attainable housing; and,
- Obtain community support.

Most recently, the Task Force has presented six concepts for Council Approval including:

1. Consider partnership with a private developer for surplus municipally-owned lands.
2. Consider partnering with Bruce County Housing that could include providing lands for Rent-Geared-to-Income (RGI) Housing. As outlined in the August 6, 2020 Q2 report prepared by Bruce County Housing staff, 572 applicants are currently on the Bruce County Community Housing Registry Waitlist. The 572 applicants on the waitlist include 540 RGI, and 32 market rent applications. There are 167 families, 248 adults, and 157 senior applications on the waitlist. Over 300 families and individuals are waiting for attainable housing in Saugeen Shores.

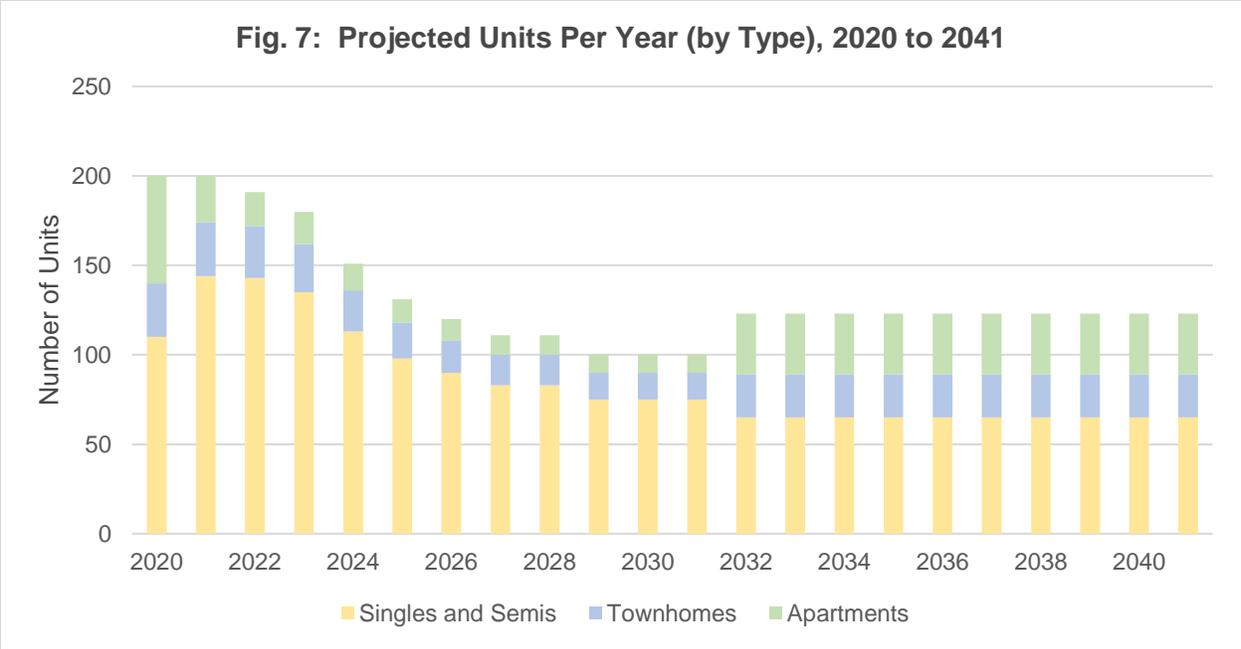
3. Consider partnering with local developers that could include Tiny Homes, Laneway homes, Attainable Rental Units. This partnership could include the provision of municipally-owned lands at a price that supports affordability.
4. Consider waiving of development charges for rental housing being built that is deemed to be Attainable. Canada Mortgage and Housing Company (CMHC) considers housing to be Attainable when less than 30% of a household's pre-taxed income is spent on adequate shelter. One of the objectives should be to create Attainable rental units in the \$600/month (1 bedroom), \$800/month (2 Bedroom) and \$1000.00/month (3 bedroom) range. These rental rates need to be quantified with housing officials responsible for establishing fair market rental rates and using formula as established by CHMC.
5. Consider increasing spending allocated to Attainable Housing Incentive Program.
6. Consider forming an Attainable Housing Development Corporation.

The research conducted by the Task Force should be used to inform policy development that will help in accommodating more Attainable Housing throughout the Town as growth continues.

3.3 Projected Growth

The Hemson and DFA Memos, introduced in Section 2 of this Report, outline growth projections to 2041. The analysis includes a projection of the distribution of housing types expected to 2041. As in Section 2 of this Report, the projections from the Hemson Memo have been combined with those of the DFA memo to provide a complete projection to 2041. The Hemson Memo projections only go to 2031; however, the DFA Memo is still in a draft form. Therefore, the projections from the Hemson Memo have been used for year 2020-2031 and beyond 2031 was based on the forecast in the DFA Memo.

Figure 7 charts the anticipated distribution of residential units by type from 2020 to 2041.

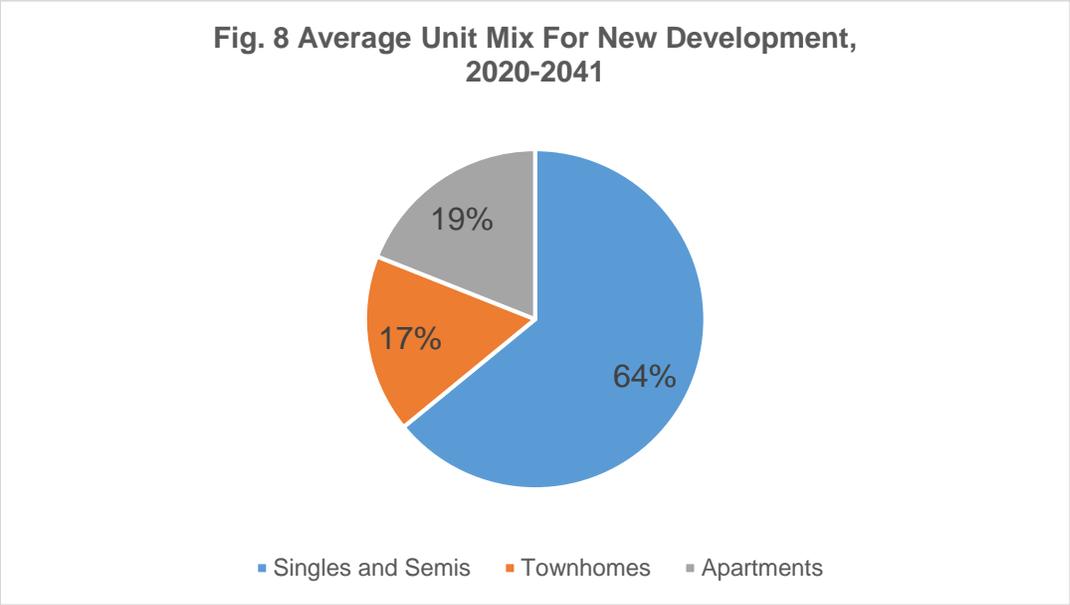


Source: Hemson, 2018 (2020-2031 projection); DFA, 2019 (2032-2041 projection)

On average, the total number of units per year projected by type between 2020 and 2041 is as follows:

- 85 units per year for single and semi detached dwellings;
- 23 units per year for townhome style development; and,
- 25 units per year for apartments.

The average projected distribution of new units is shown in Figure 8 below:



Source: Hemson, 2018 (2020-2031 projection); DFA, 2019 (2032-2041 projection)

3.4 Historical and Anticipated Growth

Within the last ten years, the average annual rate of growth in residential units by type was 88 single and semi-detached units per year, 21 townhome units per year and 56 apartment units per year based on building permit data. Information regarding approved subdivision developments within the Port Elgin and Southampton Urban Areas provide an indication of the potential future housing unit yield by unit type.

The growth potential of all approved units has been divided into two time periods based on when the development is expected to take place. In the 2020 to 2029 growth period, 1224 single and semi-detached units, 256 townhome units and 215 apartment units are expected to be developed. That is approximately 122 single and semi-detached units, 26 townhome units and 22 apartment units constructed per year, on average. The anticipated build-out for all of the planned and approved residential developments is anticipated to be 2041. As such, the second time period includes growth between 2032 to build-out (2041). Approximately 650 single and semi-detached units, 240 townhome units and 340 apartment units are expected to be developed between 2032 and 2041. That is approximately 54 single and semi detached units, 20 townhome units and 28 apartment units per year, on average.

Figure 9 charts the housing unit mix from 2010 to 2041 from historical building permit data, the anticipated subdivision development, and the projected future growth in new units per year. The dots representing the planned and approved subdivision developments showing that these developments will meet and exceed the housing projections particularly the forecast apartment type of development.

3.5 Housing Mix Assessment

3.5.1 Provincial Targets

The PPS requires municipalities to maintain the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development (Section 1.4.1a). It also requires municipalities to maintain at all times, land with servicing capacity sufficient to provide at least a 3-year supply of residential units on land suitably zoned to facilitate intensification and redevelopment, and land in draft approved and registered plans (Section 1.4.1b).

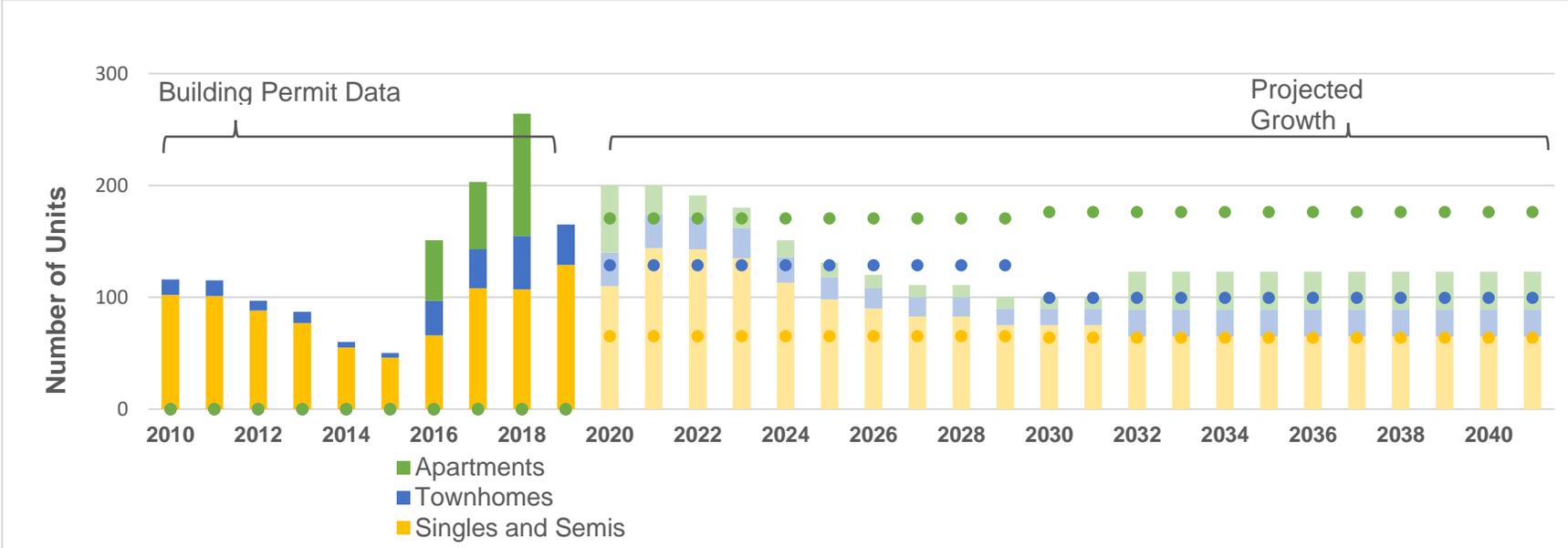
Based on the information summarized above and in Section 2 of this report regarding planned and approved residential development, the Town has the potential to exceed the 15-year minimum target through designated lands and approved development. It is expected that some growth will also be achieved through redevelopment and intensification in the built-up area as explained in Section 2.

Technical Memo No. 1 regarding the Water and Sanitary Sewer Master Plan

Review and Update states that water treatment capacity is available in the Saugeen Shores Water Treatment Plan (BMROSS, 2020). However, additional supply will be required by 2023 (BMROSS, 2020). Existing treated water storage is adequate until 2023 as well (BMROSS, 2020). The Port Elgin Waste Water Treatment Plant (WWTP) is expected to be adequate to service growth up to 2033 (BMROSS, 2020). The Southampton WWTP is expected to be adequate to service growth up to 2036 although the peak day capacity is only adequate until 2023 (BMROSS, 2020). Various pumping stations across the town were also evaluated in Technical Memo No. 1 and it was determined that some areas have existing capacity to accommodate new development while others, including the Front Street and the Clarendon Street pump stations in Southampton, require replacement or upgrades to accommodate new development.

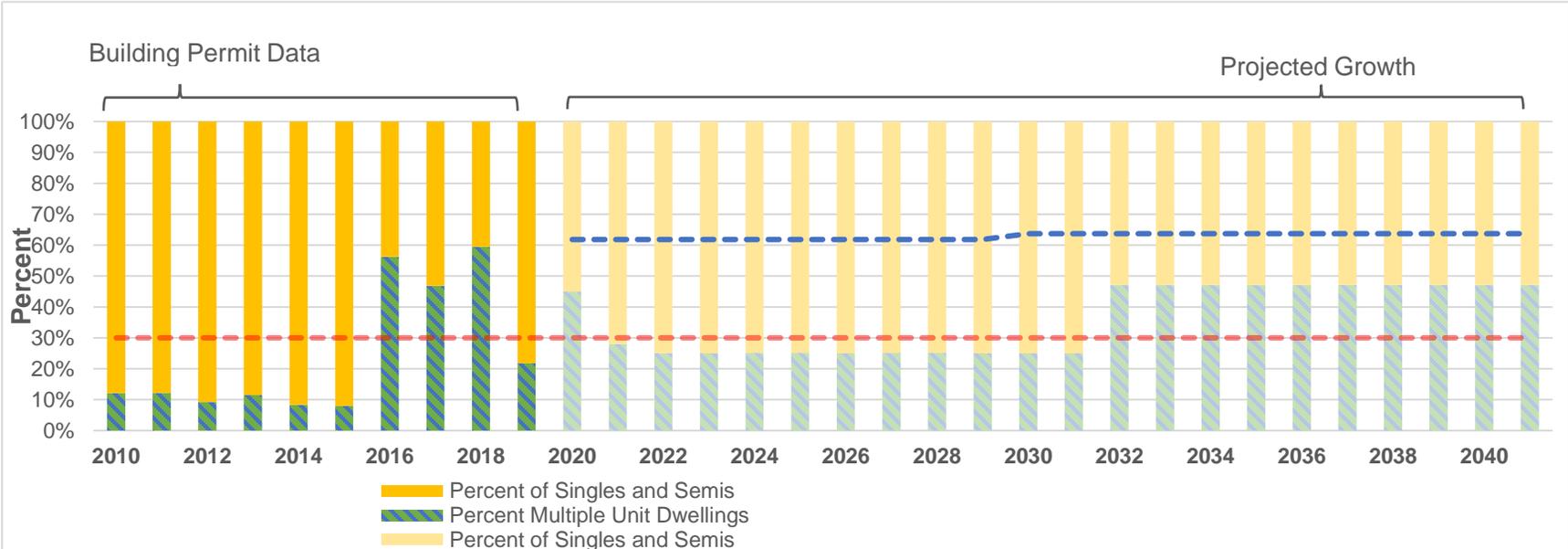
Based on the information available in Technical Memo No. 1, sufficient capacity is available to service at least a 3-years supply of residential development as required in the PPS.

Fig. 9: Historical and Projected Future Housing Units by Type, Annually, 2010-2041



Source: Hemson, 2018 (2020-2031 projection); DFA, 2019 (2032-2041 projection); Town of Saugeen Shores Building Permit Data and Subdivision Approval Data

Fig. 10: Annual Housing Mix (%) and Targets



Source: Hemson, 2018 (2020-2031 projection); DFA, 2019 (2032-2041 projection); Town of Saugeen Shores Building Permit Data and Subdivision Approval Data

3.5.2 Medium and High Density Targets

The Town and County have set out a housing mix target of 30% of new development to include medium and high density dwelling units. Figure 10 shows the mix of units divided into single and semi-detached dwellings, and multiple dwellings to compare completed as well as planned and approved housing development with the target over time.

Historically, the distribution of unit growth tended to result in approximately 10% of all residential units as medium density development. A few years after the implementation of the current OP, the distribution of medium and high density development began to increase and exceeded the 30% target for three straight years between 2016 and 2018. Although the first two years of the projected growth is lower than the 30% medium and high density development target, the target is expected to be exceeded in the latter half of the projection. Also, since the anticipated growth, based on planned and approved subdivisions, includes a high percent of medium and high density development, the potential for higher density development already exists. Furthermore, any intensification and redevelopment in the built-up area that is to occur in addition to growth that is already approved, would likely add to the amount of medium and high density development as well.

3.5.3 Housing Mix Assessment Conclusions

The need for a greater variety of housing type and sizes is expressed in all of the background documents and in current policy documents summarized throughout this Report. The mix of housing is believed to provide a greater opportunity to incorporate more affordable options as well as options for people with special needs. Based on the distribution of units in recently constructed housing along with the mix of units anticipated through the development of planned and approved subdivision developments, the Town looks to be growing in a way that will continue to yield opportunities for affordable housing.

In considering appropriate Official Plan policies it will be important to include direction and recommendations presented by the Saugeen Shores Attainable Housing Task Force. While not all of their recommendations will be directly applicable to the Official Plan, the intention and direction of the concepts and findings can be incorporated to provide guidance for future development.

Given that there is so much development potential already in process through planned and approved development, the challenge for the Official Plan review will be to determine what policies could be effective in helping to manage approved growth in a way that will best meet the future housing needs and respond to market demands. The current housing mix targets of the Official Plan appear to be appropriate and should be maintained until updated population housing forecasts are provided by the County at which time the future housing mix targets should be re-assessed and consideration should be given to completing a market assessment of housing needs.

3.6 Short Term Accommodation

Due to its natural attributes, including the beaches and Natural Heritage Features, and its relative proximity to larger population centres, the Town of Saugeen Shores is a vacation destination. The current Official Plan encourages the protection, maintenance and enhancement of these natural attributes that contribute to recreation and tourism uses (Section 1.2.3.2d)). In the Town of Saugeen Shores Official Plan Review Online Survey #1, several responses regarding key issues included comments in favor of supporting and enhancing opportunities related to tourism.

The current Official Plan permits services that accommodate the traveling public in a number of designations. The Commercial designation permitted uses include hotels and motels. Outdoor Hospitality Parks permitting cabin units and options for RV and mobile home uses are available in the Resort Recreational designation. The Shoreline Residential designation allows, *“existing commercial uses, housekeeping cottages and cabin rentals establishments are recognized as permitted uses, however the establishment of new operations shall require a Planning Report and a Settlement Capability Study”* (Section 3.7.3.2). Similarly, the Town’s Zoning By-law 75-2006 permits a variety of short term accommodation options including bed and breakfast uses, campgrounds, hotels, inns, lodges, motels, tourist cottage parks and seasonal cabins.

These types of accommodation tend to be more formal in nature with specific policies and regulations that prescribe where the uses are permitted and provide site development standards to help ensure compatibility with neighbouring uses, and may require special zoning and licensing. What the current Official Plan and Zoning do not specifically address are short term accommodation options for the use of an entire dwelling or all or part of a dwelling unit in the residential area.

In recent years, short-term accommodation opportunities in privately owned dwellings have become more popular as a part of an increased interest in a sharing type of economy. Online booking sites and apps such as AirBnB offer a platform for property owners to put up their homes or cottages for short-term rent. Currently on AirBnB there are roughly 90 listings for rental options of a whole property in Saugeen Shores. This is different from traditional bed and breakfast type of accommodations in that the whole property may be rented without the owner of the property being present, and is also different than other forms of tourism accommodations such as hotels and motels which are typically located in commercial or other non-residential areas and have associated parking standards and licensing requirements. This type of accommodation is common in many areas similar to Saugeen Shores where there is a mix of seasonal and permanent types of residential dwellings throughout the town and a waterfront recreational destination. In some municipalities, residents have expressed that they do not want options for short-term rental in their neighbourhoods, or that these opportunities should be limited, because of issues regarding noise, parking, and garbage. The growing availability of short-term rentals in residential areas can also

impact established and future commercial tourism accommodations in the market area.

In areas where concerns have been raised about short term rentals, some municipalities have updated their Official Plan policies to address where that type of accommodation may be permitted, prohibited or regulated in Zoning By-laws. Some areas have introduced business licencing requirements to ensure that rentals are being carried out in a controlled manner that the municipality can more easily monitor and enforce matters related to occupancy standards and health and safety.

The Town of Saugeen Shores, through its official tourism website, provides a listing of accommodation options. Currently there are 19 cottage park and cabin options; 55 private cottage options; 6 bed and breakfast or inn options; 7 campgrounds or trailer parks; and 9 motels and hotels. While some of these options would be permitted in specific designations and zones mentioned above, the rental of private homes or cottages do not currently fit within the existing planning framework. This kind of accommodation option may not be viewed as problematic by area residents, considering the Town is listing opportunities for private dwelling rental on their tourism page. However, it is important to review the potential impact of this kind of market on housing availability, particularly in the settlement areas of Southampton and Port Elgin.

Although the impact may not be significant now, increasing demands for this type of accommodation could begin to affect permanent housing options for residents or future residents of Saugeen Shores. It will be important to understand whether there should be policies and regulations in place to identify specific areas where this type of accommodation can be located or under what circumstances they would or could be permitted, what standards and regulations will be applied and how they will be administered, monitored and enforced.

For the Official Plan Review, the Town should consider whether to provide direction for these type of uses in various designations. If there currently are no issues with short term rentals, the policies may simply acknowledge that the use is permitted. However, if issues have been identified, or if there is the potential for negative impacts on permanent housing stock as a result of increased short term rentals in the future, it may be appropriate in the updated Official Plan to outline requirements for the use and development of residential (permanent and seasonal) dwellings for short term accommodation. Regulations can be added to the Zoning By-law to restrict things like parking, the length of stay or the location and zones in which the uses are permitted, etc. Additional options outside of Official Plan related policies may also be applicable to assist with enforcement of requirements related to short term accommodation.

3.7 Policy Implications

Based on the information and analysis provided in this section related to the mix of residential growth and development, the following should be considered in the

creation of the updated Official Plan for the Town of Saugeen Shores:

- Based on the distribution of units anticipated through the development of planned and approved subdivision developments, there appears to be opportunities to increase the unit mix in the Town over time. As this planned development has already been approved, the focus in the Official Plan should be to identify opportunities for this mix of unit types to continue.
- A more pointed assessment of demographic and/or market needs could be completed either at the Town or County level to further inform what specific housing needs will arise within the planning horizon. For example, if more seniors housing is required to accommodate an aging population and more institutional lands are required, lands could be redesignated to help facilitate or encourage the development of that type of use. Further review of the current OP policies for housing should consider opportunities to encourage a continuum of options including age-friendly housing to address the range of housing needs throughout the demographic spectrum.
- The Town could consider implementing policies related to short term accommodation and to guide and enable the potential future establishment and use of other tools such as zoning and licensing to regulate these uses in residential areas given the potential for growing popularity of this form of temporary accommodation.

Implementation Options for Affordable Housing

Affordable housing is a key consideration in providing for the needs of current and future residents of Saugeen Shores. Currently, the Bruce County's Community Housing Registry Waitlist has 572 applicants for housing on the Bruce County Community Housing Registry (SSAHTF, 2020). The applicants include 540 rent-g geared-to-income applications as well as 32 market rent applications (SSAHTF, 2020). Over 45% of this demand is coming from families and individuals waiting to live in Saugeen Shores (SSAHTF, 2020).

As mentioned in previous sections, the current Town of Saugeen Shores Official Plan sets targets to achieve affordable housing. There are also goals and objectives outlined in the Housing section of the report that support the following (Section 1.2.2.2):

- m) *Working with the County of Bruce to enact a Municipal Housing Facilities By-law under section 210 of the Municipal Act to enable the provision of incentives to the public and private sectors to create new affordable housing*
- n) *Giving initial consideration to the provision of affordable housing where Town-owned lands are deemed surplus to the needs of the Municipality and are being considered for sale and/or alternate use.*
- o) *Endeavoring to provide a grant-in-lieu of residential development charges, and shall consider waiving other fees, such as planning fees and building permit fees, to promote affordable housing developments.*

In 2018, the Province of Ontario enacted legislation that would allow municipalities to implement inclusionary zoning. This new zoning was intended to be use as a tool to require the inclusion of affordable housing in new development on private lands. The regulations allow municipalities to apply policy parameters to the zoning regarding the size of development, the number of affordable units required and how long they are to stay affordable for. The process for implementing this zoning is outlined in the Planning Act; however, the opportunity for this type of zoning has been restricted to major transit station areas, or areas ordered by the minister. As the Town of Saugeen Shores does not have any major transit station areas, inclusionary zoning cannot be implemented to require the inclusion of affordable housing through the development of private lands.

While the current Official Plan already includes direction related to opportunities for the inclusion and promotion of affordable housing, additional policies could be considered to increase opportunities for the addition of more affordable housing options. The following list provides a general outline of some of the opportunities that could be considered through the review of the Official Plan:

- Include language in the Official Plan that will support and encourage involvement in government led affordable housing initiatives at the Federal, Provincial, County and Municipal levels;

- As mentioned in previous sections of this Report, Official Plan policies regarding secondary units will be updated to match the requirements of the Planning Act. This may assist in removing potential barriers to the introduction of secondary units, which may assist in providing more rental housing options in areas where services are already available.
- The Attainable Housing Task Force Report (2020) suggests that the Town consider partnering with local developers to include Tiny Homes and Laneway homes to increase the number of attainable rental units. The Official Plan could be used to help promote this kind of development by adding clear policy direction for where these type of units would be permitted and under what circumstances they could be developed. Specific regulations could also be developed to provide additional direction in the Town's Zoning by-law, where appropriate.
- Housing mix policies in the Official Plan should be maintained to ensure the development of a variety of housing types is achieved over time. Urban design policies, particularly for the higher density and mixed use development, will be important to help promote the continued development of different styles of units that provide more options for housing overall.
- Provide direction in the phasing policies of the Official Plan that would prioritize the allocation of available servicing for projects that include an affordable housing component.
- Provide appropriate language in the Official Plan that would support future initiatives promoted by the Attainable Housing Task Force.

It will be important to monitor new information and research provided by the Attainable Housing Task Force and from Bruce County to ensure policies in the Official Plan maximize opportunities for the inclusion of affordable and attainable housing that will fulfill the needs of the community within and beyond the horizon of the updated plan.

Conclusion

Based on the growth projections from the Hemson Memo to 2031 and the land inventory projected to 2041 in the DFA Memo, it appears that anticipated future population and housing growth can be adequately accommodated within the planning horizon on residential land and through infilling and intensification within the current urban areas of Saugeen Shores.

Furthermore, the mix of anticipated development in approved plans of subdivision appear to meet the targeted mix of housing for the future. To ensure future development proposals continue to contribute to a compact form of development and minimize the need for outward growth, updated Official Plan policies should continue to emphasize the need for intensification in the built-up area, compact development and the inclusion of a variety of housing types, including medium and high density built forms. Official Plan policy changes and additions regarding short term accommodation, affordable housing, land use designations, etc., should be considered in the next steps of this review process as recommended throughout this report.

Information from the County and the Attainable Housing Task Force should be monitored closely to ensure any key directions are considered prior to finalizing new Official Plan policies. Additional background reports will also be completed as part of this Official Plan Review process to specifically review elements of urban design and natural and cultural heritage. The outcomes for the further analysis of those topics should also be considered in relation to the findings of this report, when they become available.

References

- BM Ross and Associates Limited (2020, March 19). Water and Sanitary Sewer Master Plan Review and Update – 2019 Technical Memo No. 1 Problem/Opportunity – Major Facilities
- Bruce County (2019). *Bruce County Housing & Homelessness Plan Update 2019-2023*. Available: <https://brucecounty.on.ca/sites/default/files/file-upload/human-services/Housing%20%26%20Homelessness%20Update%20WEB.pdf>
- Bruce County (2017). *Bruce County Long Term Housing Strategy 2013-2023. June 2017 – Progress Report*. Available: <https://brucecounty.on.ca/sites/default/files/file-upload/human-services/BRU07S%20-%20June%202018%20Progress%20Report-Accessibility%20complete.pdf>
- DFA Infrastructure International Inc. (2019, Draft Memo). 2019 Development Charges (DC) Background Study & By-law – Growth Projections.
- Government of Ontario Ministry of Municipal Affairs and Housing. 2014. *Provincial Policy Statement*. Available: <https://www.ontario.ca/document/provincial-policy-statement-2014>
- Hemson Consulting Ltd. (2018, May 29). Memorandum: Updated Development Residential and Non-Residential Forecasts. Provided by the Town.
- Monteith Brown Planning Consultants (2016). *Town of Saugeen Shores Recreation Mast Plan*. Available: <https://www.saugeenshores.ca/en/town-hall/resources/Documents/FINAL-SS-Recreation-Master-Plan-Dec-2016.pdf>
- Saugeen Shores Attainable Housing Task Force (SSAHTF) (2020, September 2). Attainable Housing Task Force Report: Housing Concepts. Available: <https://saugeenshores.civicweb.net/FileStorage/D472B2EC16DE4BF2807BFB9BA71A319F-Attainable%20Housing%20Task%20Force%20Report%20-%20Housing%20Con.pdf>
- Town of Saugeen Shores (adopted 2012, approved 2014). *Official Plan*. Available: https://www.saugeenshores.ca/en/invest-and-plan/resources/Documents/Town_of_Saugeen_Shores_Official_Plan.pdf