



## TOWN OF AMHERSTBURG REGULAR COUNCIL MEETING

### SUPPLEMENTARY AGENDA

Electronic Meeting  
Public Participation via Livestream  
<https://www.amherstburg.ca/livestream>

Monday, February 22, 2021  
6:00 PM

For information pertaining to this agenda or to arrange for any additional accessibility needs please contact Tammy Fowkes, Deputy Clerk at [tfowkes@amherstburg.ca](mailto:tfowkes@amherstburg.ca)

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Pages

### 13. REPORTS - PLANNING, DEVELOPMENT AND LEGISLATIVE SERVICES

#### 13.2. *320 Ramsey St - Notice of Intent to Demolish*

4

It is recommended that:

1. The application for demolition of 320 Ramsey Street, Amherstburg **BE SUPPORTED** subject to the following condition:
  - The owners of 320 Ramsey St. **BE REQUIRED** to submit permit drawings for construction of a new home at 320 Ramsey Street to the Heritage Committee for review to

ensure that heritage elements are incorporated into the new design and construction of the building.

#### 14. REPORTS - CAO's OFFICE

##### 14.4. *Resolution # 20201123-441 - Corporate Strategic Plan* 15

It is recommended that:

1. Administration **BE DIRECTED** to procure the services required to **facilitate & develop** a Corporate Strategic Plan.

##### 14.5. *Municipal Modernization Program – Intake 2* 21

It is recommended that:

1. The submission by Town of Amherstburg of an application for funding from the Municipal Modernization Program (MMP) Intake 2 toward implementation of recommendations from the Service Delivery Review (2020) **BE SUPPORTED**; and,
2. Administration **BE DIRECTED** to engage professional services, in accordance with the program eligibility requirements, to undertake recommendations as outlined in the recent Service Delivery Review.

##### 14.6. *Affordable Housing - Council Question* 26

It is recommended that:

1. Further to the report from the CAO dated February 16, 2021 regarding the Affordable Housing – Council Question that **DIRECTION BE PROVIDED** on an Affordable Housing Strategy for the Town of Amherstburg.

It is recommended that:

1. Administration **BE DIRECTED** to proceed with public consultation planning requirements for **TWO** of the following four options:

**Option 1.** The redevelopment of Jack Purdie Park as a Leisure Park in accordance with the recommendations of the Council approved 2018 Parks Master Plan; OR

**Option 2.** The rezoning of Jack Purdie Park in accordance with the highest and best use for the subject lands in accordance with the Town's Official Plan regarding Housing First Policy; OR

**Option 3.** The redevelopment of H. Murray Smith/Centennial Park as an Athletic Park in accordance with the recommendations of the Council approved 2018 Parks Master Plan; OR

**Option 4:** The rezoning of H. Murray Smith/Centennial Park in accordance with the highest and best use for the subject lands in accordance with the Town's Official Plan for Housing First Policy.

**16. CONSENT CORRESPONDENCE**



THE CORPORATION OF THE TOWN OF AMHERSTBURG

OFFICE OF PLANNING, DEVELOPMENT & LEGISLATIVE SERVICES

MISSION STATEMENT: Committed to delivering cost-effective and efficient services for the residents of the Town of Amherstburg with a view to improve and enhance their quality of life.

Table with 2 columns: Author's Name, Report Date, Author's Phone, Date to Council, Author's E-mail, Resolution #.

To: Mayor and Members of Town Council

Subject: 320 Ramsey St - Notice of Intent to Demolish

1. RECOMMENDATION:

It is recommended that:

- 1. The application for demolition of 320 Ramsey Street, Amherstburg BE SUPPORTED subject to the following condition:
- The owners of 320 Ramsey St. BE REQUIRED to submit permit drawings for construction of a new home at 320 Ramsey Street to the Heritage Committee for review to ensure that heritage elements are incorporated into the new design and construction of the building.

2. BACKGROUND:

The Building Division received a letter dated February 11, 2021 from the property owners of 320 Ramsey Street indicating their intent to demolish the existing structure located on the premises. This property has been listed on the Town's Properties of Interest list since 2013. Therefore, as per the Ontario Heritage Act (OHA), Section 27(3) the owner was advised that notice would be required prior to approval of a demolition permit.

Section 27(3) states:

Restriction on demolition, etc.

(3) If property included in the register under subsection (1.2) has not been designated under section 29, the owner of the property shall not demolish or remove a building or structure on the property or permit the demolition or removal



of the building or structure unless the owner gives the council of the municipality at least 60 days notice in writing of the owner's intention to demolish or remove the building or structure or to permit the demolition or removal of the building or structure.

As per the OHA, the 60 day notice window begins with the notification of Council through this report, and a decision must be rendered by May 24, 2021.

### **3. DISCUSSION:**

The CBO and DCBO attended the site for a general inspection of the interior and exterior of the building. The property consists of a large dwelling with a double car wood detached garage. The main dwelling appears to have several additions to the main structure. The exterior was re-cladded with an aluminum horizontal siding. Many components have been added to the building, such as; enclosed porches, covered fireplace vent and new windows and doors. There are several points of entry into the building, three in the front and two at the rear. The structure appears to have been altered such that any heritage elements have been removed. At this point in time there are no redeeming heritage components to this building.

The interior inspection revealed sloped floors indicating possible rot on the structure below. The exterior walls of the main building are out of plumb and leaning to the exterior. The home is at or near the existing property line which does not comply with current set backs and fire spatial separations. There is also no evidence of fire separation between the two units.

The owner plans to rebuild on the site. They are proposing to rebuild a new duplex as well as rebuilding the accessory structure to the rear as a secondary unit and have indicated their willingness to incorporate heritage elements into the new design. It is believed that this will increase the quality of rental stock in the area, which is desperately needed in Amherstburg.

Council, as per the OHA, may:

1. Consent to the application.
  - allow for the demolition to proceed
2. Consent to the application, subject to such terms and conditions.
  - Where Council may specify conditions or add restrictions
3. Refuse the application until Council receives recommendations from the Heritage Committee
4. Refuse the application for demolition and move towards designating the property in accordance with Section 29 of the Heritage Act.

Due to COVID-19 restrictions placed upon the Municipality, the Heritage Committee has been unable to meet to further its mandate. If Council wishes to consider the opinion of its Heritage Committee, Administration will have to ensure that the Committee can meet as per the current COVID-19 guidelines and accomplish this within the 60 day notice window.

Alternatively, Council could approve the demolition with conditions and the proposed designs may be provided to the Heritage Committee for review and comment at a future date. Administration is recommending this option. Should Council approve the demolition they will facilitate the reconstruction of the existing duplex up to current standards in addition to a purpose built secondary unit which is optimal. This redevelopment of an existing site meets the objectives of the provincial government for affordable housing solutions to increase the Town's current rental stock.

#### **4. RISK ANALYSIS:**

Administration has outlined the advantages and disadvantages of designation for the property at 320 Ramsey Street.

##### **Advantages of Designation:**

- Preserve the history of the property (see attached Property Research Sheet).
- Add to the stock of Heritage Designated buildings.

##### **Disadvantages of Designation:**

- The cost for repairs and renovations may be cost prohibitive for the owner and work may not be completed, which will further degrade the building and the surrounding area and in effect create a scenario of demolition by neglect.
- Building may be sold with none of the work completed.
- Construction of a new structure will not occur. With the assistance of the Heritage Committee review and input a newly constructed building will be constructed to resemble the existing structure and reintroduce period heritage features as well as a modern day energy efficient design that will reduce the home's carbon foot print and have a positive impact towards global warming.

In the opinion of the CBO and in consultation with the owner, it is Administration's belief that the costs of renovation are significant and may be a deterrent as it will not meet the objectives of the property owner... There is also a distinct possibility that an objection would be filed by the owner with the Ontario Conservation Review Board. This may result in a costly endeavour for the Town without a favourable result. The CBO has had discussions with the owner and the owner is willing to work with the Town to ensure the design of a new structure would have heritage features. The owner is also willing to erect a plaque on the property capturing the history of the property which would be provided in consultation with the Heritage Committee.

#### **5. FINANCIAL MATTERS:**

Should Council opt to proceed with the designation, the Town would incur costs in order to achieve the designation. There are six key steps to designating an individual property under section 29 of the Ontario Heritage Act. These include 1. Identifying the property as a candidate for designation; 2. Researching and evaluating the property; 3. Serving Notice of Intention to Designate, with an opportunity for objection; 4. Passing and registering the designation by-law; 5. Listing the property on the municipal register; and

6. Listing on the provincial register. As designation will result in additional costs that will be incurred by the Town. In addition to the costs listed above, there would be costs incurred should an objection be received and the matter proceeds to a hearing.

The property, if designated, would become eligible for the property tax relief program for designation of heritage properties, and the cost of the 40% tax rebate would also be borne by the Town.

Should Council opt to forego the designation, thereby allowing for property redevelopment (as recommended), the new structure may add to the residential assessment base, as the value of the new property is expected to be more than that of the present property.

**6. CONSULTATIONS:**

Municipal Clerk  
Owners of 320 Ramsey Street

**7. CONCLUSION:**

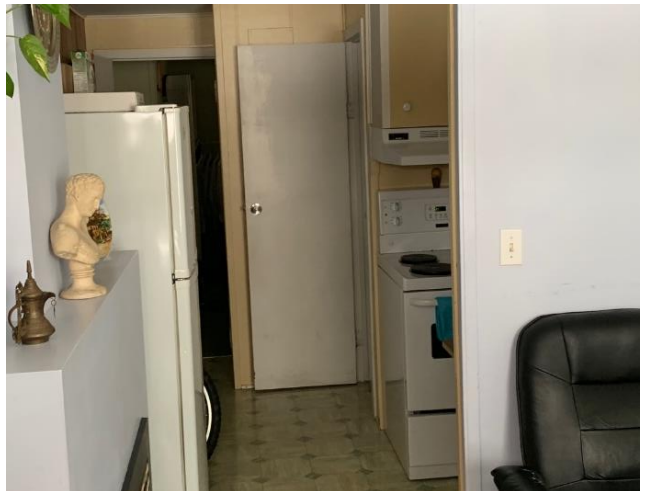
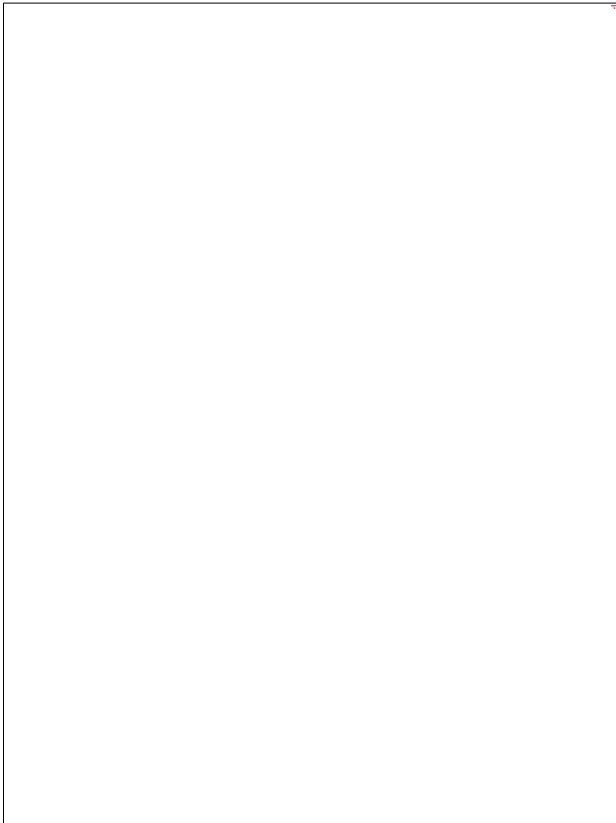
Upon inspection, the CBO recommends that the application for demolition be approved and the owners work in conjunction with the Heritage Committee to incorporate heritage design elements into the new construction in accordance with OHA Option 2.



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Angelo Avolio  
**Building Chief Official**

**Current Condition of 320 Ramsey**



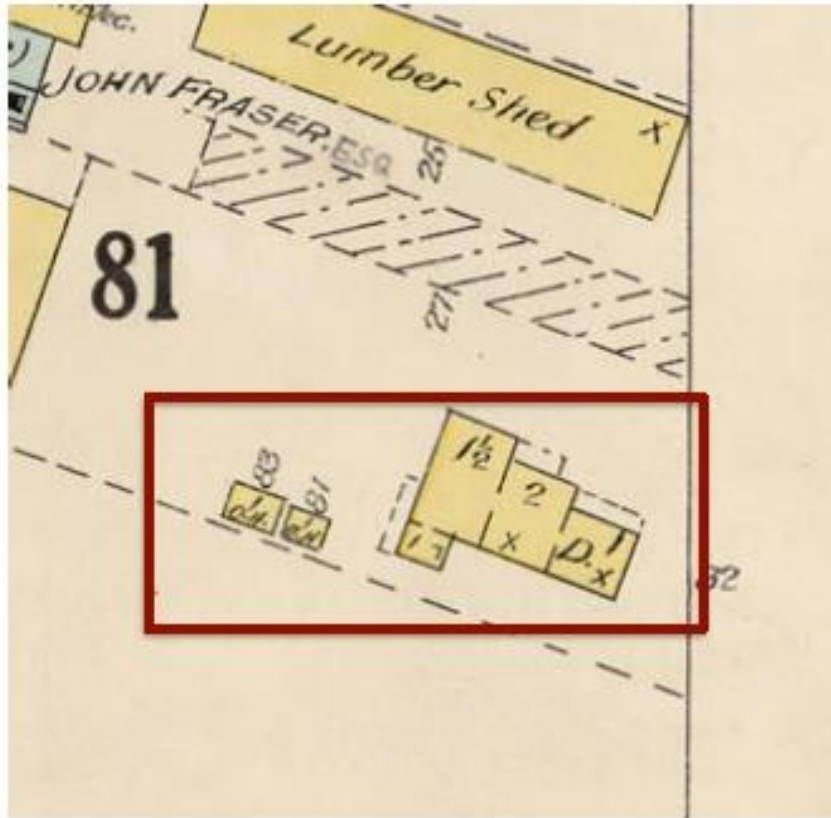








320 Ramsay Street



Extract from Fire Insurance Plan of  
Amherstburg dated 1917  
Source: Library & Archives Canada



Photograph by James Cripps, 1981  
Source: Marsh Collection Society



## Property Research Sheet

### Address

320 Ramsay

### Legal Description

PART BLOCK A, PLAN 4 (PIN 0164)

### Name of Building

N/A

### Type of Property

Residential

### Date of Construction

Between 1907 and 1913

### Original Owner

Joseph A. Bertrand



Photo from Gaspar Property Study

### Research Summary

1907 On July 26, 1907 Joseph A. Bertrand, Jr., a Carpenter purchased a lot in the Berczy Block from John Fraser for \$175. The lot had a frontage of 60 feet by a depth of 120 feet. This parcel of land was separated from the houses built to the north of it, by a strip of land used by John Fraser as a lumber yard. The lumber yard had frontages both on Ramsay Street and Dalhousie Street.

Joseph A. Bertrand mortgaged his property for \$300 to Eleanor Duke on the same day that he bought the lot. Joseph A. Bertrand was also known as Alexander Bertrand.

1913 A 1913 Insurance Map shows a 2 storey house which has a 1 storey addition in front and a 1 1/2 storey addition in the rear. This configuration is the same as the house located at 320 Ramsay Street. The dwelling looks as if it could have been 2 or 3 separate houses cobbled together. Possibly parts of this house were moved to this lot.

1932 Town of Amherstburg Voter's List shows Alex Bertrand on Pt. Block A<sup>1</sup>

### Sources

Unless otherwise noted, this information was retrieved from Doris Gaspar's Phase 1 Property Study, 2014. Further citation available in the Study.





|  
  
February 11, 2021

Town of Amherstburg  
271 Sandwich Street South  
Amherstburg, ON N9V 2A5

Attention: Mayor DiCarlo & Members of Council

Dear Mayor and Members of Council,

As is the requirement under the demolition permit application, please accept this letter as our notice of intention to demolish the building located at 320 Ramsay Street.

This demolition is intended to facilitate the removal all buildings and structures on the lot for a new residential building on the site, the design of which will be submitted with the building department upon application for permit.

Please let me know if you require anything else from us. Thanks in advance.

Best regards,

Nicole Ciarrocchi  
President

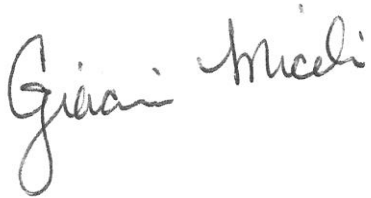
## Report Approval Details

Document Title:	320 Ramsey St.-Notice of Intent to Demolish.docx
Attachments:	- 320 RAMSEY.-COUNCIL REPORT FEBRUARY 22, 2021.docx
Final Approval Date:	Feb 19, 2021

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



Cheryl Horrobin



John Miceli



Paula Parker



THE CORPORATION OF THE TOWN OF AMHERSTBURG

OFFICE OF THE CAO

MISSION STATEMENT: Committed to delivering cost-effective and efficient services for the residents of the Town of Amherstburg with a view to improve and enhance their quality of life.

Table with 2 columns: Author's Name, Report Date, Author's Phone, Date to Council, Author's E-mail, Resolution #.

To: Mayor and Members of Town Council

Subject: Resolution # 20201123-441 – Corporate Strategic Plan

1. RECOMMENDATION:

It is recommended that:

- 1. Administration BE DIRECTED to procure the services required to facilitate & develop a Corporate Strategic Plan.

2. BACKGROUND:

At the November 23, 2020 meeting Council adopted the following motion:

Resolution # 20201123-441

“That the Chief Administrative Officer BE DIRECTED to bring back a report outlining the necessary steps to implement a Corporate Strategy Plan as recommended by the Service Delivery Review.”

3. DISCUSSION:

The motion, adopted by Council, was in light of the governance opportunity presented by StrategyCorp in their final Service Delivery Review report received by Council. The opportunity presented to Council for consideration was as follows:

“Develop a corporate strategic plan and corporate planning framework that articulates a long-term vision and short to medium strategic priorities and clearly articulates Council’s priorities. The framework would connect the corporate strategic plan, annual budget process, strategic financial plan and

**capital plans with a performance management/measurement process. Monitor, report and celebrate success.”**

StrategyCorp recognized that although the Town has an externally-focused community based strategic plan based on public input that the Town wishes to fulfill, it would be beneficial for Council to adopt its own corporate strategic plan with an updated vision and to set out the priorities of Council. The plan would guide Administration in planning and ensure alignment on and measurable progress toward achieving the Town’s goals as established by Council, which may or may not include the priorities established by previous Council approved guiding documents. StrategyCorp suggested that there is a current lack of connection and continuity between the Town’s strategic, financial and performance management processes. In the Corporate Strategic Plan, Council would identify the priorities it seeks to achieve during its term. Administration would be responsible to develop an implementation plan including identification of the resources required to deliver on Council’s direction in the Corporate Strategic Plan.

In the absence of a Corporate Strategic Plan that clearly identifies Councils strategic priorities and provides clear direction to Administration, Administration has relied on other Council approved strategic plans and policies in development of the Town’s recommended annual budgets and administrative work-plans. The strategic documents guiding Administration through this process include but are not limited to the following:

- Council Approved Policies for the Town
- Town of Amherstburg Official Plan (2009)
- 2014 Deloitte Financial Management Practices Review
- Town of Amherstburg Community Based Strategic Plan (2016-2021)
- Town of Amherstburg Parks Master Plan (2018)
- Town of Amherstburg Development Charges Study (2019)
- Town of Amherstburg Fire Master Plan (2020)
- Town of Amherstburg Roads Needs Study (2016)
- Town of Amherstburg Bridge & Culvert Study (2018)
- Town of Amherstburg Water Master Plan (Annually)
- Town of Amherstburg Asset Management Plan (2016)
- Town of Amherstburg Long-term Financial Plan (Draft, not adopted by Council)

Subsequent to the adoption of the annual budget, Administration brings forward quarterly variance reports for Council to monitor Administration’s progress on implementing the elements of the work plan in the approved budget and that arise during the year outside of the annual budget process.

StrategyCorp’s recommendation that the Town develop and adopt a Corporate Strategic Plan, the purpose of which is two-fold. Firstly, it is to clearly define Council’s vision for the Town by establishing priorities that Council wishes to achieve during its term of governance. Secondly, it is to provide Council and staff with a framework, or roadmap for decision making and effective utilization of resources. In the plan, Council establishes its priorities of the key programs, services and initiatives to be delivered based on the needs, values and aspirations of Council and the service level constraints both financial and human of the Town.

The plan will act as a roadmap on how Council wishes to achieve the outcomes of their established priorities over the term. This allows Council to be transparent with ratepayers as the plan will identify for ratepayers what Council values and how Council will support realizing those values through the decision making process. The plan allows ratepayers to measure Council's performance based on what Council wishes to achieve during its term. The Corporate Strategic Plan outlines 'what is to be done' as determined by Council. A supporting administrative implementation plan becomes the detailed action plan of 'how it will be done', developed and deployed under the guidance of the CAO.

Having a Corporate Strategic Plan is a best practice to ensure that Council has a defined, cohesive strategy on priorities of the Town and Administration has clear direction on Council's expectations for priority use of resources. The Plan provides direction and sets performance expectations that will assist in the implementation and evaluation of activities, and ensure that the vision and mission of Council are accomplished.

### **Steps to Implement a Corporate Strategic Plan**

As requested by Council, the first step in developing a Corporate Strategic Plan is to engage the services of a third party facilitator to assist Council in defining and establishing the priorities Council wishes to achieve during the remainder of its term, in the context of longer term strategic plans and policies mentioned earlier in this report. A Request for Proposal (RFP) would be issued to secure the required consulting services, in accordance with the Town's Procurement Policy.

Upon retention of a facilitator, the facilitator will meet with Council in a series of meetings in an effort to assist Council to prioritize the key programs, services and initiatives based on the needs, values and aspirations of Council members and the service delivery realities of the Town. It will be the role of the facilitator to guide Council through the previously approved strategic guiding documents and policies of Council. The goal of the facilitator is to find the common ground bringing Council members together on the priorities which Council wishes to achieve during the balance of its term of Council. The goal of the facilitator is to develop a plan that aligns with this term of Council and contains specific, measurable, achievable and time-based objectives, as the basis for Administration's work-plan.

To ensure that the Corporate Strategic Plan is a living document that will meet the evolving needs of the community and direct decision making for the Town of Amherstburg, development of a detailed administrative implementation plan is necessary. The intent of the implementation plan is to identify the timeline in which the actions will be initiated, the objectives, key activities and performance measures to achieve the strategic goals and to gauge the progress of each action. The plan will consider resourcing needs and potential external partners who can contribute to the success of the goal. The progress on each action will be monitored and reported on based on timeframes established by Council.

Development, implementation and maintenance of a Corporate Strategic Plan will enable the Town to better deliver services by aligning resources to the priorities set out for each term of Council. And, it will communicate the direction the organization is taking, and support the long-range vision for the Town. In addition, it will facilitate another recommendation from the Service Delivery Review of strengthening the relationship between Council and Administration by clearly outlining priorities and expectations of Council to be implemented by Administration.

#### **4. RISK ANALYSIS:**

The recently completed Service Delivery Review identified the need for a Corporate Strategic Plan and supported by the Council motion # 20201123-441. A failure to move forward with implementation of the recommendations identified exposes the Town to both political and financial risk.

In addition, the absence of a Corporate Strategic Plan contributes to the lack of clarity and sometimes divergent positions on strategic priorities among members of Council, and a lack of clear direction, priorities to be planned for and implemented by Administration.

#### **5. FINANCIAL MATTERS:**

The 2021 Budget includes an allowance of \$120,000 in the CAO's Office budget centre, professional fees expense for implementation of recommendations from the Service Delivery Review (SDR), to be funded from current taxation (\$70,000) and a transfer from Contingency Reserve (\$50,000). The retention of a third party consultant to assist in the development of Corporate Strategic Plan is expected to be accommodated within that allowance.

In another report on the February 22, 2021 Regular Council Meeting agenda, Administration recommends that an application be submitted under the Municipal Modernization Program – Intake 2 (MMP-2) for funding (65% Provincial; 35% Municipal) toward implementation of the SDR recommendations. Should the Town be successful in securing funding under the MMP-2 program, the grant funding would be applied toward those costs first, followed by current taxation, and if necessary, the approved transfer from reserve; with financial results reflected in periodic variance reporting to Council.

#### **6. CONSULTATIONS:**

Director of Corporate Services

7. **CONCLUSION:**

StrategyCorp identified the need for a Corporate Strategic Plan as a tool to assist Council in establishing priorities Council wishes to achieve during its term of governance. The report provides Council with the steps necessary to procure and implement a Corporate Strategic Plan.



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Giovanni (John) Miceli  
**Chief Administrative Officer**

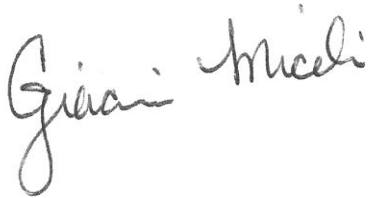
## Report Approval Details

Document Title:	Resolution 20201123-441 Corporate Strategic Plan.docx
Attachments:	
Final Approval Date:	Feb 19, 2021

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



Cheryl Horrobin



John Miceli



Paula Parker





## THE CORPORATION OF THE TOWN OF AMHERSTBURG

### OFFICE OF THE CAO

*MISSION STATEMENT: Committed to delivering cost-effective and efficient services for the residents of the Town of Amherstburg with a view to improve and enhance their quality of life.*

Author's Name: Giovanni (John) Miceli	Report Date: February 10, 2021
Author's Phone: 519 736-0012 ext. 2228	Date to Council: February 22, 2021
Author's E-mail: <a href="mailto:jmiceli@amherstburg.ca">jmiceli@amherstburg.ca</a>	Resolution #: 20201123-441

To: Mayor and Members of Town Council

Subject: Municipal Modernization Program – Intake 2

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#### 1. RECOMMENDATION:

It is recommended that:

1. The submission by Town of Amherstburg of an application for funding from the Municipal Modernization Program (MMP) Intake 2 toward implementation of recommendations from the Service Delivery Review (2020) **BE SUPPORTED**; and
2. Administration **BE DIRECTED** to engage professional services, in accordance with the program eligibility requirements, to undertake recommendations as outlined in the recent Service Delivery Review.

#### 2. BACKGROUND:

On November 1, 2019, the Honourable Steven Clark, Minister of the Municipal Affairs and Housing advised that the Municipal Modernization Program would be available to Municipalities to conduct new service delivery reviews. Under this program the Province made \$125 million available throughout 2022-2023 to help small municipalities (under 100,000 population) achieve greater efficiency.

#### 3. DISCUSSION:

The Municipal Modernization Program (MMP) established by the Province, provides small municipalities the opportunity to conduct a service delivery review, by an independent third party to identify and recognize opportunities for savings and efficiencies.

Subsequent to the announcement of Intake 1 in November 2019 Administration brought forward a report to Council on November 25, 2019. The report identified that municipalities were operating in a world that is changing at an unprecedented pace. Council was advised that resident service level expectations continue to rise and that particularly in Amherstburg there was a myriad of other challenges with aging infrastructure, service down loads, increased municipal responsibility and that those challenges coupled with the limited funding would make it difficult, if not impossible, to meet the community's service level expectations. The report identified the need to balance these increased demands while attempting to limit tax levy increases. The report identified that this would be a constant challenge for the municipality to find that balance. Subsequently StrategyCorp was engaged as the successful proponent of an RFP process to assist the Town in identifying Service Delivery opportunities.

StrategyCorp completed their review and presented their findings to Council in a final report and presentation on November 9, 2020. The report identified the Town's lack of a Corporate Strategic Plan, in addition to recommending enterprise-wide and regional improvement opportunities for shared services resulting in savings and efficiencies.

The seven (7) potentially high-impact opportunities for detailed business case assessments were grouped into two broad categories: Long –Term Strategy and Service Improvements and Operational Improvements. It is important to note that the time horizon identified by StrategyCorp to implement the recommendations was 5 years. The following is the breakdown of the improvements targeted from the Service Delivery Review over the 5 year timeline:

### **Long-Term Strategy and Service Improvements**

1. Organizational Review
2. Strategic Management
3. Long-Term Growth Planning
4. Shared Services Initiatives

### **Operational Improvements**

1. Customer Service
2. Recreation
3. Contracted Services

StrategyCorp identified that as a result of the initiative the total savings that could be achieved by the Town would range from \$537,906 to \$3,200,000 over a five year period. Subsequently Administration brought forward a 2021 Budget submission to move the recommendations forward and during the 2021 Budget process Council approved a \$120,000 budget to fund Phase 2 of the Town's Service Delivery Review.

Subsequently on January 26, 2021 the Province announced they were accepting applications for MMP Intake 2, which are due March 15, 2021. Projects eligible for funding in MMP Intake 2 are projects that support digital modernization, service integration, streamlined development approvals and shared services/alternative delivery models found to be mutually beneficial and innovative between neighbouring municipalities.

#### 4. RISK ANALYSIS:

The recently completed Service Delivery Review identified the benefits of adopting a Corporate Strategic Plan and outlined a number of areas where efficiencies can be attained. A failure to move forward with implementation of the recommendations identified may result in both a political and financial risk.

#### 5. FINANCIAL MATTERS:

The 2021 Budget includes an allowance for a one-time expenditure of \$120,000 under the CAO's Office budget centre, Professional Fees expense toward implementing recommendations from the 2020 Service Delivery Review Report, with funding of \$50,000 by transfer from the Contingency Reserve and \$70,000 from current taxation.

Funding under MMP Intake 2 is 65% Provincial 35% Municipal for municipalities with greater than 5,000 households.

The estimated financial impact if the Town's funding application for MMP Intake 2 is approved, the cost of implementing SDR recommendations is constrained to the \$120,000 budgeted allowance, is as follows:

	Budget Approved by Council <b>Without</b> Intake 2 Funding	Revised Budget <b>With</b> Intake 2 Funding Received	Variance (over) / under
Cost:			
Professional Fees	\$120,000	\$120,000	\$ -
<b>Total Cost</b>	<b>\$120,000</b>	<b>\$120,000</b>	<b>\$ -</b>
Funding:			
Taxation	\$ 70,000	\$ 42,000	(\$28,000)
Transfer from Reserve	50,000	-	( 50,000)
Ontario Grants	-	78,000	78,000
<b>Total Funding</b>	<b>\$120,000</b>	<b>\$120,000</b>	<b>\$ -</b>

In another report on the February 22, 2021 Regular Council Meeting agenda, Administration recommends that the Town proceed with development and implementation of a Corporate Strategic Plan (CSP), which is anticipated to be within the 2021 Budget allowance. The cost of consulting services for development of a CSP will be considered for the funding application, if eligible.

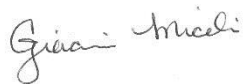
As recommended in this report, an application will be submitted under the Municipal Modernization Program – Intake 2 (MMP-2) for funding toward implementation of the SDR recommendations. Should the Town be successful in securing funding under MMP-2 program, the grant funding would be applied toward those costs first, followed by current taxation, and if necessary, the approved transfer from reserve; with financial results reflected in periodic variance reporting to Council.

6. **CONSULTATIONS:**

Director of Corporate Services

7. **CONCLUSION:**

Current trends and announcements have suggested that grants from senior levels of government will significantly reduce. That said, Administration recommends moving forward with an application for funding in Intake 2 of the Municipal Modernization Program to build on efficiencies and improve financial sustainability of the Town for the benefit of ratepayers.



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Giovanni (John) Miceli  
**Chief Administrative Officer**

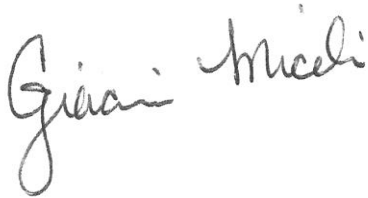
## Report Approval Details

Document Title:	Municipal Modernization Program - Intake 2.docx
Attachments:	
Final Approval Date:	Feb 19, 2021

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



Cheryl Horrobin



John Miceli



Paula Parker



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Author's Name: Giovanni ( John) Miceli	Report Date: February 16, 2021
Author's Phone: 519 736-0012 ext. 2228	Date to Council: February 22, 2021
Author's E-mail: <a href="mailto:jmiceli@amherstburg.ca">jmiceli@amherstburg.ca</a>	Resolution #: 20210208-037

To: Mayor and Members of Town Council

Subject: Affordable Housing - Council Question

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#### 1. RECOMMENDATION:

It is recommended that:

1. Further to the report from the CAO dated February 16, 2021 regarding the Affordable Housing – Council Question that **DIRECTION BE PROVIDED** on an Affordable Housing Strategy for the Town of Amherstburg.

#### 2. BACKGROUND:

At the February 8, 2021 Council meeting the following Council Question was raised:

“That Administration **BE DIRECTED** to bring a report to Council addressing what the Town can do to further advance the issue of affordable housing and assist in creating affordable housing.”

#### 3. DISCUSSION:

In May 2019, the Ontario government issued the More Homes; More Choice Ontario's Housing Supply Action Plan. The plan outlined the provincial government's plan to tackle Ontario's housing crisis and encouraged partners (which include municipalities) to do their part by starting now, to build more housing that meets the needs of people in every part of Ontario. In the provincial government's report the government identified that the price of homes and rent in Ontario has risen faster than incomes and that this may continue for an undetermined amount of time.

The government further reported that in Ontario:

- 83% of buyers cannot afford a resale home.
- Resale prices for homes were growing on average 8% to 9% per year
- Rental prices were growing at an alarming rate of 10% to 15% per year
- 56% of renters in Ontario cannot afford a 2 bedroom apartment
- Wages in Ontario are only growing at an average rate of 2% per year
- In most markets the vacancy rate is less than 2%

As a result of the government's research they committed to a 5 point action plan in an attempt to increase housing supply in Ontario. The Ontario Government's Action plan targeted the following areas:

**1. Speed up the Approval Process:** The government concluded that red tape and paperwork required by government at the local and provincial level has added years to a construction project. The Ontario government indicated that they would introduce change reduce the 'red tape' that they will maintain Ontario's strong environmental protections, while making the development approvals process faster.

**2. Reduce Cost of Development:** Layers of permits, government approvals and charges by municipalities add to the cost of building new homes. The government made a commitment to make costs more predictable, to encourage developers to build more housing and take the necessary steps to do so.

**3. Encourage and Promote Mix of Housing:** The government indicated that they will make it easier to build different types of housing – from detached houses and townhomes to mid-rise rental apartments, second units and family-sized condos. The government concluded that more housing variety was needed and they will make changes in an effort to allow a variety of housing.

**4. Provide Rent Protection:** The government acknowledged that there are more people looking for homes than there are places to rent. The government committed to protecting tenants and to make it easier for developers to build rental housing.

**5. Allow for and Promote Innovation:** This means everything from new housing designs and materials to creative approaches to home-ownership and more. The government will encourage more innovation and creativity in Ontario's housing sector and make sure government isn't standing in the way.

In the Action Plan the Province also committed to sell the hundreds of unused properties across the province that the province owns, and wastes millions of taxpayer dollars every year to maintain, to build more homes, long-term care facilities and affordable housing. To address their 5 point Action Plan the government further committed to make changes to the following Acts:

- **The Planning Act** – to speed up local planning decisions so that housing can be brought to market faster
- **The Development Charges Act** – to make development charges more predictable.

- **The Ontario Building Code** - to remove unnecessary infrastructure costs and allow for more design options through the harmonization of the Ontario Building Code with the National Building Code.
- **The Education Development Charges framework** – to allow only modest increases in education development charges to help make housing more affordable; and to allow for innovative and lower-cost alternatives to site acquisition.
- **The Environmental Protection Act** – to address duplication and streamline processes for projects that pose little risk to the environment
- **The Conservation Authorities Act** – to clearly define conservation authorities’ core programs and services, such as flood protection, and only require municipalities to pay for these services and to streamline and standardize conservation authorities’ role in municipal planning to reduce overlap, making approvals faster and less expensive.
- **The Endangered Species Act** – to provide clarity on how protected species are identified and transparent rules on how to protect habitat so project proponents can support strategic, coordinated and large scale actions instead of completing piecemeal requirements for permits, agreements and regulatory exemptions

### **The Association of Municipalities of Ontario position on Affordable Housing**

On August 14, 2019 the Association of Municipalities of Ontario (AMO) published a discussion paper titled “Fixing the Housing Affordability Crisis - Municipal Recommendations for Housing in Ontario”. This paper was published subsequent to the release of the Province’s More Homes; More Choice Ontario’s Housing Supply Action Plan that was announced in May 2019. At that time the discussion paper published by AMO identified the following issues that were faced by municipalities across Ontario:

- That housing was in short supply.
- That home ownership was out of reach for many.
- That rents were too high relative to incomes and Ontario’s homeless desperately need a roof over their heads.
- That there was a lack of suitable affordable housing in Ontario.

AMO concluded that the lack of affordable housing was a significant problem and that all orders of government must work together to address the affordable housing issue in partnership with the private, non-profit, and co-operative housing sectors if the goal was to resolve this issue.

AMO identified that municipalities who were at the local level could and should play a critical role in facilitating affordable housing within their communities. The discussion paper acknowledged that municipalities through planning and zoning were the ones responsible for the planning of their respective communities. AMO recognized that municipalities were also responsible for the implementation of the provincial building code which also attributed to the cost of affordable housing. AMO further acknowledged that municipal governments pride themselves in being stewards of complete communities and that municipalities could play a significant role in providing a wide range of housing options for residents.



AMO identified and recommended that an **all** government approach was needed in order to address the problem of affordable housing. AMO focused on five key priorities that municipalities need to address to combat the housing crisis in local municipalities. Those priorities were identified as follows:

- 1) increasing the supply of affordable market housing for all
- 2) creating a financially sustainable model for community housing
- 3) expanding affordable housing options
- 4) ending homelessness; and
- 5) supporting people with their health care needs for successful tenancies.

As a lower tier municipality Amherstburg is not responsible for priority 2 identified above however Amherstburg can play a role in addressing priority 1,3,4 & 5 through the adoption of policy/actions that would make priorities 1,3,4 & 5 a priority for the Town.

### **The City of Windsor and the County of Essex**

The City of Windsor, as the designated Service Manager, is responsible for the administration and funding of housing and homelessness programs in the City of Windsor, County of Essex and the Municipality of Pelee Island as well as coordinating the provision of housing. The City of Windsor has a number of programs and services for individuals and families in Windsor and Essex County who require assistance in obtaining and retaining affordable housing. The City also services people experiencing homelessness by providing supports and resources needed to find a permanent place to live. The Town has participated in the affordable housing strategy in partnership with the City for the developments noted in this report.

In 2019, the City completed a 'Current State and Future Needs of the Windsor Essex Housing and Homelessness System (2019-2028). At that time, the study concluded that 'Windsor Essex is relatively affordable compared to other markets in Ontario. Average rents were affordable to 53% of renters in Windsor Essex, while average house prices were affordable to the 46% of all households in 2017. For the province as a whole, average rents were affordable to 47% of renters, while average house prices were affordable to 19% of all households.' In addition, the City undertook consultations resulting in a 2019 'Consultation Summary Report' that identified, despite the region being 'relatively affordable' in Ontario, those consulted identified 'Overall, the need for a commitment towards new/more affordable housing was stressed throughout all consultation initiatives.'

Also in 2019, the City undertook a 'Best and Promising Practices Review' to 'inform the Windsor Essex Housing and Homelessness Master Plan'. That review identified that 'For many communities the need for affordable housing is exceeding the supply. While there is no single answer to tackle this complex issue, there are many policy approaches that are being used to help expand the supply of affordable housing. Options include regulatory changes, planning policy, financial incentives, and direct provision and partnerships. The report listed examples of initiatives under those options, indicating that the highest potential impact for rural communities was found through financial incentives.

As Service Manager, the City established the "Windsor Essex Housing and Homelessness Plan" (2019-2028), which includes a plan to 'sustain and expand social and affordable housing supply' either directly or in partnership with private sector

suppliers. The City's implementation plan under the 2019 report includes "The City and County should integrate the need for affordable housing as a **strategic priority** and incorporate them into their municipal plans, adopt policy changes and create new capital projects, where feasible." Key Targets under the Plan include: "By 2028, the number of new affordable housing units and/or rent assisted units will increase by 30%" and "By 2022, a tracking mechanism will be established by municipal building and planning departments to track private market affordable housing units."

### **The Town of Amherstburg's Position on Affordable Housing**

Since the adoption of the Town's Official Plan (OP) in 2009 the Town has had a position on affordable housing through planning policy. The Town of Amherstburg has had available at its discretion development policies that support affordable housing. At that time the Housing Objectives adopted by the Town attempted to achieve the following:

- (1) To encourage a broad range of housing types which are suitable for the different age groups, lifestyles, and household structure of existing and future residents.
- (2) To encourage an adequate supply of affordable housing as required by the provincial policy statement on housing.
- (3) To encourage the rehabilitation and maintenance of the existing housing stock.
- (4) To provide housing opportunities for those people in need of specialized care.

In order to address the housing supply at that time the Town of Amherstburg's goal was to ensure that there was an available mix of housing types for all household types, **income levels and for persons with special needs**. The OP recognized that in approving development proposals, that the housing needs, both type and tenure, should be considered for low, medium and high income groups and all age related housing needs and all lifestyle needs of Amherstburg residents. Although this is considered in each proposal, market conditions prevail as land development is an exercise in profitability for developers. In an effort to encourage and assist, where possible, in the production of an adequate supply and mix of affordable housing the Town has committed to:

- a) Expediting the development approval process and other administrative requirements;
- b) Implementing senior government housing programs;
- c) Encouraging innovative and alternative development forms and where appropriate, apply more innovative and flexible zoning;
- d) Promoting a 3 percent vacancy rate for rental housing and discourage demolition or conversions to condominium development when the vacancy rate is 3% or less;
- e) Promoting the provision of assisted rental housing to meet the needs of low income and senior citizen households;
- f) Considering, where feasible, the introduction of cost reduction techniques such as reduced setbacks, reduced lot sizes and other modifications to the Zoning By- Law, where such techniques will provide guaranteed lower housing costs while maintaining land use compatibility;
- g) Monitoring housing and subdivision activity, achievement of affordable housing targets and land availability;
- h) Working toward resolving servicing constraints that impede appropriate residential development in appropriate locations.

The Town has further committed in its Official Plan to:

1. Encourage and assist, where feasible, in the upgrading and rehabilitation of existing housing, particularly in older residential areas.
2. Promote the conversion of vacant or under-utilized upper level core area buildings to residential apartment units in order to improve the use of the buildings and enhance the viability of the core area while still having regard to the amenity needs of such inhabitants. Concessions to parking requirements may be considered by Council in assessing the merit of an application
3. Encourage the provision of specialized housing facilities to meet the needs of persons with disabilities; and encourage the developers of medium and high density housing projects to provide units designed specifically for persons with special needs.
4. Monitor housing needs specific to Amherstburg including the needs of senior residents
5. The Town will also work toward providing a range of housing choices that are affordable to all income levels. Affordable for the purposes of the Official Plan shall mean:
  - a. Affordable housing means housing that can be accessed by households whose income falls at or below the lowest **35th percentile** of the income distribution of the community.
  - b. **Affordable rental housing** is housing where monthly rent costs excluding utilities **do not exceed 30 percent of the tenant gross monthly household income.**
  - c. **Affordable ownership housing** is housing where monthly housing expenses including mortgage principle, interest and property tax but excluding insurance or utilities **do not exceed 30 percent of gross monthly household income**

For illustrative purposes the following table illustrates how much money low income families have available based on the Low Income Cut Off threshold for 2020 and the parameters established based the recommendations of the OP:

Size of Family Unit	Gross Family Income \$	30% of Gross Income Available for Rent or Ownership \$	Monthly Payment \$
1	25,920	7,776	648
2	32,899	9,870	823
3	40,445	12,133	1,011
4	49,106	14,732	1,228
5	55,695	16,709	1,392
6	62,814	18,844	1,570

6. The Town of Amherstburg will establish **a housing first policy when disposing of surplus lands** when appropriate and when in keeping with sound land use planning principles.

7. If provided with sufficient safeguards for long term commitment to affordability, **the Town will consider providing a grant in lieu** of residential development charges, planning fees and/or building permit fees.
8. The Town will look to the County for similar reductions in County fees and taxes for accepted affordable housing projects.
9. The Town will work with the County of Essex to identify targets for housing that is affordable to low and moderate income households and the Plan will be amended to incorporate such targets.

It is important to note that only three (3) purposely new built rental dwellings have occurred in the town since 2009. The most recent purpose built affordable housing rental property was built at 182 Pickering. A 5 storey 32 unit building that will receive a **grant** in the amount of \$169,054 over a 20 year period. The other two included development of a total of 36 units at 440 Simcoe and 448 Simcoe. Therefore since 2009 only 68 purpose built affordable rental units (rents at 80% of market) have been built in the Town of Amherstburg. In 2015, 26 affordable rental units were added through the conversion of the former Blue Haven Motel at 680 Front St.

The Central Housing Registry has confirmed as of February 18, 2021 that in the Town of Amherstburg the following is a breakdown of the waiting list:

- One Bedroom : **579**
- Two Bedroom Seniors : **182**
- Three Bedroom : **130**
- Four Bedroom: **102**
- Total individuals/families on the Central Housing Registry waitlist for all unit sizes in Amherstburg (includes seniors, singles, couples and families) **993**. **It is important to note that since 2018 the waiting list for affordable housing has significantly grown in Amherstburg. In 2018 the waiting list for affordable housing was a total of 546 units. This represents an increase of 447 units or 81.8% from 2018. The need for residents to access affordable housing is growing at an rate that is far exceeding supply.**

**CURRENT MARKET CONDITIONS IN AMHERSTBURG:**

- It was recently reported by Canadian Real Estate Association that the average price of homes sold in Windsor-Essex for December 2020 was a record \$438,643, a large increase of 35.2% year over year from December 2019.
- Market rents for accommodations in Amherstburg have been reported as follows:

<b>Amherstburg</b>	Bachelor	One Bedroom	Two Bedroom	Three Bedroom	Four plus Bedroom
Market Rental Rates *(\$)	\$693	\$1,029	\$1,385	\$1,643	\$1,911
Affordable Rental Rates (80% of Market)	\$554	\$823	\$1,108	\$1,314	\$1,528

Vacancy Rate **	3.9%	3.0%	2.5%	N/A	N/A
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\* Market Rents stated in the table above include utilities for apartments and exclude utilities for single detached, semi-detached and townhouse units.

\*\* As reported by CMHC in December 2020

It is important for Council to note that based on the gross income level thresholds established by Council in the Town's OP, one could quickly conclude that there may be a need to be concerned. With the present Market Rents being charged one can see that in every category of accommodations being reported that the data demonstrates that low income families are spending far greater than the 30% of the family's gross monthly income on housing. It is understandable that should the present market conditions continue that it would be difficult for low income families in Amherstburg to find suitable rental accommodations for all family sizes without exceeding the 30% gross income threshold. It would also be the reason why such an extensive waiting list at the Central Housing Registry exists for those who wish to find affordable housing accommodations in Amherstburg at levels that are 80% of market rent.

It is also important for Council to also note that income levels noted in the OP are based on gross levels of income while rent is paid with after tax (net) income. In the rental rates noted above each category exceeds the gross income level let alone the net income levels being used by families to pay for housing costs. CMHC reported that the cost gap between owning and renting in Windsor CMA has been widening at a faster pace than experienced before. The cost of ownership rose 12.4 % from 2019. CMHC reported that more renters this year delayed their plans for homeownership until they can build up sufficient down payments or improve their employment conditions to facilitate their transition from renting to owning. Owning is becoming more and more difficult for those trying to acquire a home as the cost of purchasing a home is growing at faster than those trying to acquire the home can save. CMHC is also reporting that rent increases in Windsor/Essex averaged 7.7% in 2020 well above the 1.8% provincial guideline.

### **What Can the Town Do?**

In the More Homes, More Choice Act, 2019 the Province took the following steps as it relates to development of affordable new rental housing stock. The Province amended the Development Charges Act in an effort to create more affordable housing options (rental focus):

- Exempted secondary units from Development Charges in new residential dwellings. To date a total of **8 secondary unit permits** have been issued for purposely built secondary units in new or existing residences in the Town of Amherstburg.
- Deferral of Development Charges for rental housing (4 units or more) based on the following:
  - For-profit landlords - the payment of Development Charges over 6 installments with the first installment due upon occupancy and the balance payable over 5 annual installments

- For non-profit landlords - the payment of Development Charges over 21 installments the first installment due upon occupancy and the balance payable over 20 annual installments

The Provincial government also took steps in 2020 to protect residential tenants renting through the Protecting Tenants and Strengthening Community Housing Act, 2020 which froze 2021 rents at 2020 levels. This measure is short term and is a result of COVID-19. It is not anticipated to be a long term solution.

The rapidly escalating cost of housing (rental/owned) in the region, even since the City's 2019 studies were completed, pose even greater challenges in access to affordable housing in Town. Administration recommends that the County of Essex and the City of Windsor be engaged to collaborate on strategic policy and planning to assist the Town in addressing the shortage of affordable housing.

Should the Town wish to advance the issue of affordable housing, beyond the current approach, and assist in creating more affordable housing it would not be unreasonable for the Town to consider the following:

1. **Provision of Grants – Affordable Housing Agreement** – The Town has participated through an agreement with the City under the Investing in Affordable Housing program, to provide financial incentives for purpose built rental properties including rebate of some or all of Development Charges, planning fees and building permit fees. The By-law authorizing participation that program has expired and a new authorizing By-law would be required to continue in the program.
2. **Provision of Grants – Community Improvement Plan** - A **draft** Community Improvement Plan will soon be before Council that includes a provision for grants for development of residential complexes of 8 or more units that provide affordable housing.
3. **Dedicating Surplus Lands** - The Town could also take additional measures such as dedicating surplus lands to affordable housing so long as the Town is able to provide sufficient safeguards such as those identified in the Official Plan to protect itself as is suggested in the Official Plan.

#### 4. **RISK ANALYSIS:**

Access to affordable housing continues to be a problem in Ontario as well as in Amherstburg. The purpose of affordable housing is relatively simple: to provide adequate housing for people at a range of incomes who cannot reasonably afford to pay the market rate. As Council can see the uptake from private investment has not been significant for the development of purpose built rental housing stock since the adoption of the 2009 OP or the action plan adopted by the Province in 2019. To find a solution that would increase the amount of rental stock available to residents at an affordable rate (80% of market rate) is admirable; however in doing so Council may expose itself to financial and political risk. Another challenge for new development of affordable housing is the diminishing supply of serviced land for development in the Town.

The Town could explore public-public partnerships/ public-private partnerships or the Town could also do nothing and can continue to wait for senior levels of government to implement for solutions for the Town. To address the problem Council must acknowledge that there is a growing need for affordable housing in the Town, due in part to rising home prices, the shortage of existing rental stock and the reality that to date the actions taken by senior levels of government have not created the new rental housing supply they thought it would.

The need for affordable housing continues to grow, not only among low-income renters, but also increasingly among medium-income homebuyers wishing to purchase a home however are now being priced out market due to the fact that their income is growing at a far less rate than the increase in housing prices.

To address this issue, Council must establish strategic policy, as a supplement to the Official Plan, to encourage and facilitate development and provision of affordable housing in Town. The policy must consider strategies with the highest potential impact to achieve affordable housing development. Implementation of such policy carries political risk, as many in the Town (residents/ratepayers) may believe that the supply of affordable housing is not the Town's issue to solve. The issue also carries financial risk, as incentives under affordable housing strategic policy will compete with other strategic priorities of the Town for funding.

An affordable housing strategy for the Town of Amherstburg needs to be innovative and flexible. Should Council wish to move forward with addressing the need for affordable housing as a strategic priority, it must do so recognizing the challenges of fiscal constraints and balancing this need along with all of the other service demands from residents and ratepayers in the Town.

## **5. FINANCIAL MATTERS:**

The financial impact of developing and implementing an affordable housing strategy for the Town cannot be estimated until such time as the parameters of the program are known. Further, the actual financial impact will vary depending on the nature, timing and amount of activity under the program.

Affordable housing strategy for the Town should leverage resources and funding from senior levels of government, the City of Windsor and the County of Essex to mitigate the direct impact on the Town's ratepayers, while ensuring that targeted outcomes for the Town are achieved.

Financial incentives shown to have the greatest impact, according the City's 2019 study, would have differing impacts on the Town affecting tax, water and wastewater rates for all properties in Town.

That said, the benefits of a healthy, balanced community that meets the needs of Town residents for housing is essential and may avoid financial impacts on the broader scale (one taxpayer) related to homelessness, mental health, addictions and other social welfare impacts that could result from lack of access to affordable housing.

Enhancing the approach to facilitating affordable housing as part of the Town's strategic plans and policy, will assist in ensuring it is actively pursued in the context of other strategic priorities and related financial considerations of the Town. However, financial and other resources would be required to administer and fund incentives under an affordable housing strategy.

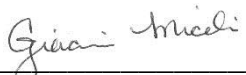
**6. CONSULTATIONS:**

Director of Corporate Services  
Manager of Planning Services

**7. CONCLUSION:**

Affordable housing continues to be a challenge for communities across Ontario. There is a growing need to provide persons with affordable housing in Amherstburg. To address this issue, Council must first consider '**Whether or not Council is willing to create the conditions necessary to increase the affordable housing stock in the Town of Amherstburg?**' and second, '**If Council is willing, under what conditions will Council be prepared to do so?**'

This report provides Council with options for consideration in providing direction on access to affordable housing as a strategic priority and to Administration on development of strategic policy for facilitating and encouraging an increase in the affordable housing stock in the Town.

  
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Giovanni (John) Miceli  
**Chief Administrative Officer**



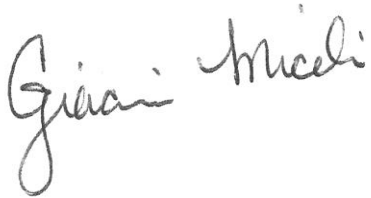
## Report Approval Details

Document Title:	Council Question - Affordable Housing.docx
Attachments:	
Final Approval Date:	Feb 19, 2021

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



Cheryl Horrobin



John Miceli



Paula Parker



THE CORPORATION OF THE TOWN OF AMHERSTBURG

OFFICE OF THE CAO

MISSION STATEMENT: Committed to delivering cost-effective and efficient services for the residents of the Town of Amherstburg with a view to improve and enhance their quality of life.

Table with 2 columns: Author's Name, Report Date, Author's Phone, Date to Council, Author's E-mail, Resolution #.

To: Mayor and Members of Town Council

Subject: Jack Purdie Park and H. Murray Smith Park Land Use Options

1. RECOMMENDATION:

It is recommended that:

- 1. Administration BE DIRECTED to proceed with public consultation planning requirements for TWO of the following four options:

Option 1. The redevelopment of Jack Purdie Park as a Leisure Park in accordance with the recommendations of the Council approved 2018 Parks Master Plan; OR

Option 2. The rezoning of Jack Purdie Park in accordance with the highest and best use for the subject lands in accordance with the Town's Official Plan regarding Housing First Policy; OR

Option 3. The redevelopment of H. Murray Smith/Centennial Park as an Athletic Park in accordance with the recommendations of the Council approved 2018 Parks Master Plan; OR

Option 4: The rezoning of H. Murray Smith/Centennial Park in accordance with the highest and best use for the subject lands in accordance with the Town's Official Plan for Housing First Policy.

## 2. **BACKGROUND:**

Council, at its February 8, 2021 meeting, adopted the following motion:

1. Administration **BE DIRECTED** to bring back a report to Council for February 22, 2021, Regular Council Meeting, on possible land use options, plans and recommendations for Jack Purdie park and the north end of H. Murray Smith Park (formerly Centennial Park) based on zoning and legislative requirements; and
2. That safe forums and dates **BE PRESENTED** for public consultation and feedback on those options, plans or recommendations written within the report.

## 3. **DISCUSSION:**

### **How the Town Plans for Parks through Community Consultation:**

The Town has several planning documents that illustrate the hierarchy of the Town's Park system. The Official Plan which was approved by the Town in 2009 and is the overarching planning document that guides development of the municipality until the year 2025. Good planning practise is to update the Official Plan (OP) on a regular basis to address and changes in the municipality. A subset planning document to further guide the Town is the Parks Master Plan (PMP) which was approved by Council in 2018. It is important to note that prior to 2018 the Town did not have an approved PMP and there was no cohesive plan to guide the Town in regards to the Town's Park system. Decisions and actions were all made on an adhoc basis. It is important to note that this lack of planning and financial challenges resulted in the systemic deterioration of many of the park assets throughout the Towns parks system.

Most importantly it should be understood that the purpose of the Parks Master Plan is to develop a vision for improvements, uses, acquisitions and planning for parks projects in the Town. The Council approved Parks Master Plan was fully vetted through public consultation including the Council appointed Parks Committee prior to being adopted by Council in 2018. It serves as the primary capital planning tool for the Town. When improvements are planned within a Park public consultation is required and traditionally a secondary planning exercise is undertaken. An example of this was recent Libro Secondary Plan that was brought before Council. The Libro Secondary Plan provided more detailed concepts through guiding principles established through the Council approved Official Plan, Parks Master Plan and public consultation.

In the 2009 Official Plan, Council approved four levels of parks hierarchy. The parks hierarchy at that time included Special Purpose Parks, Neighbourhood Parks & Playgrounds, Community Parks & Playfields and Linear Parks. Appendix A provides Council with OP Section 4.1.2 that illustrates the adopted hierarchy and definition of such park classifications. In the 2018 PMP, Council approved seven levels of parks hierarchy which include, Destination, Athletic, Leisure, Heritage, Civic; Linear and Natural. **Appendix B**

provides Council with Section 6.0 of the 2018 Council Approved Parks Master Plan that illustrates the adopted hierarchy and definition of such park classifications.

The focus of this report is based on two parks, Jack Purdie Park and H. Murray Smith Park. The Council approved 2018 Parks Master Plan (Appendix C) identifies those parks as follows:

Park Name	Area (ha)	Neighbourhood	2018 Parks Master Plan Classification
Jack Purdie	4.6	Urban Amherstburg	Leisure
H. Murray Smith	4.9	Urban Amherstburg	Athletic

The following chart illustrates the definition of the Park classification as approved in the 2018 Parks master Plan:

Classification	Description/Function/Design	Service Area Target	Typical Size of Park
Leisure	Local-level parks primarily supporting children’s play activities. May contain amenities found in Destination and Athletic Parks (e.g. pathways, sports, field, courts, etc.) but at a smaller quantity and scale. Often situated within subdivisions.	Localized service area (500-metre radius). Provision target is <b>1.0 hectares per 1,000 population</b> (applied Town- wide).	0.5 to 2.0 hectares
Athletic	Developed parks containing a variety of athletic amenities for organized recreation, such as multiple sports fields, field houses, and community or Town-wide recreation amenities. Many parks support tournament or large community events and may be co-located with indoor sport or community facilities.	Community to Town-wide service area. Provision target is <b>1.5 hectares per 1,000 population</b> (applied Town- wide).	4.0 hectares or more

It is important for Council to note that as per the Council approved 2018 Parks Master Plan for Urban Amherstburg the parks classified as Leisure Parks are Bill Wigle Park (1.4 ha), Briar Ridge Park (1.5ha) and Jack Purdie Park (4.6ha) and the parks that are classified as Athletic Parks in Urban Amherstburg are H.Murray Smith (Centennial) (4.9 ha) and Libro Credit Union (60.10 ha).

The Provision Target for Leisure Parks in the Town of Amherstburg based on a population base of approximately 22,000 ranges from 11 hectares to 44 hectares. As reported in the 2018 Parks Master Plan the Town presently has 30.6 hectares inclusive of the 4.6 hectares

at Jack Purdie Park. The Town falls within the 2018 Parks Master Plan Threshold target for Leisure Parks Town Wide. Also reported in the 2018 Parks Master Plan is the Provision Target for Athletic Parks with a target of 33 hectares. At present the Town has 65 hectares inclusive of the 4.9 hectares of parkland at H. Murray Smith. At present the Town exceeds the required Town wide requirement for Athletic Park amenities by 32 hectares or approximately 79 acres.

The Town’s parkland provision is currently 6.4 hectares of parkland per 1,000 residents. This does not include Natural Parks, which are more variable and opportunity-based. The Town’s parkland supply is **above** that of most comparable urban/rural municipalities, which typically have provision rates in the range of 2.5 to 4.0 hectares per 1,000 residents. The Town’s Official Plan considers and recommends parkland provision for the Town of Amherburg of 4.0 hectares per 1,000 residents. This would result in an overall parkland surplus of 2.4 hectares per 1,000 residents. The current parkland needs based on 4.0 hectares per acres is 87.7 hectares resulting in a parkland surplus of 52.3 hectares or 59%. A population of growth of 13,000 residents for a total Town population of approximately 35,000 residents (2016 census population is 21,936) would be required to support current park land supply.

**EXAMINATION OF CURRENT LAND USE & LAND USE OPTIONS**

The following chart provides Council with the zoning and the uses permitted within that zoning for the subject parks.

<b>Park Name</b>	<b>Zoning</b>	<b>Area (hectares)</b>	<b>Notes</b>
Jack Purdie	Institutional	4.6	See Appendix D & E
H.Murray Smith	Institutional	4.9	See Appendix D & F

In accordance with Zoning By-law the permitted uses for Institutional zoned properties are as follows:

**Institutional (I) Zone**

(1) **SCOPE** : The provisions of this Section shall apply in all Institutional (I) Zones except as otherwise provided in the Special Provisions Subsection of this Section.

**(2) USES PERMITTED**

No person shall within any I Zone, use any lot or erect, alter or use any building or structure for any purpose except one or more of the following I uses, namely:

- (i) cemeteries;
- (ii) colleges;
- (iii) day nurseries;
- (iv) government buildings;
- (v) hospitals;
- (vi) marina;
- (vii) manse;
- (viii) museums;

- (ix) nursing home;
- (x) parks;
- (xi) places of worship;
- (xii) recreational facilities owned and operated by a public authority;
- (xiii) schools.

In considering the highest and best use options for lands, should Council wish to amend the current zoning to allow for an alternative use it is recommended that Council follow the planning process that is required for a zoning change. The following Amendment Procedures are outlined in Section 8 of the Town's Official Plan:

#### **8.4 AMENDMENT PROCEDURES**

The Town of Amherstburg shall be responsible for the preliminary review of all proposed Official Plan and Zoning By-Law amendments, plans of subdivisions, and all other planning related activities in the municipality.

***An amendment to this Plan is required to permit the establishment of uses other than those provided for. Pre-consultation with staff is recommended prior to the submission of any application for an amendment to this Plan. In considering an amendment to this Plan, Council shall have due regard to the following:***

- (1) the desirability and appropriateness of changing the Official Plan to accommodate the proposed use in light of the basic objectives of the Official Plan;*
- (2) the goals and policies of this Plan and the goals and policies of the County of Essex Official Plan;*
- (3) the need for the proposed use;*
- (4) the effect on the economy and financial position of the Town;*
- (5) the compatibility of the proposed use with uses in adjoining areas and the effect of such use on the surrounding area including the natural environment;*
- (6) the location of the site with respect to the transportation system, the adequacy of the potable water supply, sewage disposal facilities, solid waste disposal, and other municipal services as required;*
- (7) the physical suitability of the land for the proposed use;*
- (8) the effect on the provision of affordable housing in the Town of Amherstburg;*
- (9) whether the lands are within or adjacent to any natural heritage features and the results of an Environmental Impact Assessment as outlined in Section 6.9; and*

In order to amend the zoning for an alternative use will require the Town to submit a development application as is required in accordance with Section 7 of the Town's Official

Plan. A development application submitted on behalf of the Town in accordance with Section 7.16 requires the following:

### **7.16 PUBLIC NOTICE OF DEVELOPMENT APPLICATIONS**

*Council shall actively seek the views and participation of the public prior to making any decisions regarding amendments to this Official Plan or the Zoning By-Law for the Town of Amherstburg. In each case involving such planning matters, at least one public meeting will be called and the public will be encouraged to offer their opinions and suggestions.*

*Calling and holding public meetings on planning matters shall be the responsibility of the Council or, in cases where Council has delegated the responsibility, to a formal Committee of Council.*

*In order to provide ample opportunity to the general public to review and discuss proposed Official Plan and or Zoning By-Law amendments and to prepare their comments, an open house may be held in addition to the holding of a public meeting. All notifications and meetings shall be in accordance with the Planning Act and shall include at least 20 days advance notice of the public meeting for site specific Zoning By-Law amendments and 20 days for site specific Official Plan amendments. Notice of the public meeting shall be given by the clerk in the following manner:*

*(1) By personal service or prepaid first class mail, to every owner of land,*

*a) in the area to which the proposed amendment would apply, and*

*b) within 120 metres of the area to which the proposed amendment would apply,*

*(2) As shown on the last revised assessment roll of the municipality, at the address shown on the roll, but, where the clerk of the municipality has received written notice of a change of ownership of land, notice shall be given only to the new owner at the address set out in the written notice.*

*(3) Notice of a public meeting for the purpose of informing the public in respect of a site specific Official Plan amendment or site specific Zoning By-Law amendment shall be given by personal service or prepaid first class mail to every person and agency that has given the clerk of the municipality a written request for such notice in respect of the proposed official plan or plan amendment.*

*(4) A written request given under subsection (3) shall show the person's or agency's address.*

*(5) The notice of public meeting shall contain the following information:*

*a) date, time, and place of meeting*

*b) a key plan showing the location of the subject site*

*c) a description of the proposal, or a description of the matters which may be addressed in an amendment to the Official Plan or Zoning By-Law in the event that the application is approved.*

**PLANS & RECOMMENDATIONS**

Council has the following options available:

<b>OPTION</b>	<b>RECOMMENDATION</b>
Do Nothing	Should the Town elect to do nothing no further action is required and the Town should focus on planning required for the future development/redevelopment of Jack Purdie Park & H.Murray Smith Park in accordance with the 2018 Parks Master Plan. Redevelopment of parks with Public Consultation should be undertaken in accordance with the Parks amenities recommended in accordance Parks classification approved in the 2018 Parks Master Plan. Jack Purdie Park is classified as a Leisure Park and H.Murray Smith Park is classified as an Athletic Park. It is important for Council to note that the existing topographic properties of the H. Murray Smith Park are not suited for the development of an Athletic park as would be contemplated in the Parks Master Plan. This is further discussed under the Risk section below.
Amend the Zoning	In this option Council would need to consider the possibility of disposing of the subject lands. The argument can be made based on the 2018 Parks Master Plan that the Town has significant parkland and that is has sufficient parkland for the foreseeable future. Should Council wish to dispose of the lands, it would need to consider the highest and best use for the land in identifying the potential zoning amendment required. Presently the land is zoned Institutional which allows for a number of permitted uses as identified in this report. Council therefore would need to provide Administration with direction as it relates to the desired zoning should Council wish to amend the current zoning. It should be noted by Council that Article 6.6.3 (13) of the Official Plan supports a Housing First Policy when disposing of surplus lands when appropriate and when in keeping with sound land use planning principles. The Town would be required to follow the planning policies as required in the Official Plan for rezoning and development applications. As is noted in the report the Town has surplus parkland (excluding Natural parks) of 52.3 hectares or 59% based on the town’s current population. The Parks Master Plan has forecasted the population of the Town to be 25,860 residents by 2031. Should that population growth occur it is also important to note that the Town will continue to have a surplus parkland of approximately 36.8 hectares or 90.94 acres.



**4. RISK ANALYSIS:**

There is political and financial risk associated with the either option presented to Council for decision. An examination of each option and the risks associated with each option are noted below:

Option	Comments
Do Nothing	<p>There is political and financial risk associated with the Do Nothing option should Council not move forward with the recommendations of the 2018 Parks Master Plan that are required for Jack Purdie Park and H. Murray Smith Park. As can be seen in Appendix F, many of the amenities of H.Murray Smith have been lost with the sale of the southern portion of the park to the Public Board. A complete redevelopment of H.Murray Smith is required in order develop the park into an Athletic Park as per the park classification of the 2018 PMP. The topographic challenges, and large footprint, of Russell Renaud Hill will also need to be addressed as the hill would be an impediment to the development of an Athletic Park for organized recreation supporting multiple sports fields. The estimated cost to do so is in the range of \$2.5 to \$3.5 million (2018\$). The PMP has classified Jack Purdie Park as a Leisure Park. At present the park lacks amenities found in the Leisure Park classification such as sports fields &amp; courts. Adding such amenities would also require significant investment in the further development of this park. Amenities currently being considered with Council’s direction to investigate the relocation of skateboard park equipment to Jack Purdie and the replacement of play structures also include hard surface sports courts, multi-use trails (perimeter loop), trail side exercise fitness stations, community gardens, community pavilion (with support for gardens), naturalization (tree plantings) with accessible shade seating, bike park corral and repair station improved lighting, defined turf area for unstructured field sports play and a reserve space for future consideration of a splash pad. The estimated cost for this park re-development is in the \$1.5 to \$2.0 million dollar range.</p>
Amend the Zoning	<p>There is political risk associated with disposing parkland. However as noted throughout this report there is a compelling argument that Council could justify the disposition of the subject lands based on the surplus parkland required to meet the Town’s needs should Council wish to do so. The 2014 Deloitte – Financial Management and Practices Review recommends that Council take corrective actions that would improve the financial situation of the Town. Recommendations of the report included such financial management practices of raising capital through the sale of non-core assets which would translate into further cost savings. The sale of the subject lands would also reduce the Town’s operating</p>

	and capital costs and would minimize the Town’s current and future tax levy obligations. It could be argued that the rezoning and sale of surplus parkland for its highest and best use would maximize the benefit to the Town and meet the objectives the Deloitte report.
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**5. FINANCIAL MATTERS:**

The Parks assets listed in the Town’s Asset Management Plan for Jack Purdie Park and H. Murray Smith Park are have been significantly depreciated. In the case of H. Murray Smith many of the amenities were lost with the sale of the property to the Public School Board. The Parks Master Plan (pg 45) identified that the running track, football field, tennis courts, ball diamonds and parking lots have depreciated beyond their useful life. What that means is that the amenities (capital assets that the Town had initially invested in have been used up.

As of December 31, 2019 the Town had a reported Tangible Capital Asset Cost base for Parks of \$7,724,238. The assets within the parks system had accumulated depreciation of 4,477,019 (58%) resulting in a Net Book Value of \$3,247,219. It is important to note that identified in the 2016 Council approved Asset Management Plan (AMP), the Town had a 2016 Replacement Cost for Park, Facilities, Recreation and Culture Assets of \$7.8 million. At that time, based on remaining useful life of those assets, there was an identified need to invest \$2.5 million dollars (2016\$) for asset replacement during the period of 2016 -2020. However, since 2016 Council has invested only \$0.49 million for Parks asset renewal and replacement. In addition, during completion of the PMP, additional parks assets were identified that had not been included in the AMP, which will increase the demands on the tax levy for maintenance and replacement of those assets. Further, it is important to note that the estimates in the 2-16 AAMP are based on a ‘like for like’ replacement of assets; which does not allow for any increased standards required under legislation, specialized considerations and costs related to redevelopment at an alternate site, and or changes to the level of service to be provided (such as size, materials, etc.).

Parks assets are being used up at a rate faster than the Town is able to renew them, due to financial and other resource constraints. Strategic decisions of Council are needed on the services and levels of service to be provided by the Town, specifically in relation to this report for Parks. The assumptions and guidance of the Town’s strategic plans and policies are used as the basis for work-plans and budgetary recommendations.

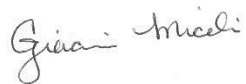
The options presented within this report have financial implications depending on which course of action Council wishes to pursue. New investment by the Town would be required for replacement of the park amenities, if the Town plans to continue providing those amenities as part of its service level to the community, and would need to be determined in the context of where and how those services are to be provided and at what level of service. Unfortunately, as the Town has not levied and reserved sufficient funds to meet its capital asset replacement requirements under its Asset Management Plan, funds are not currently available to replace those amenities.

6. **CONSULTATIONS:**

Director of Parks, Facilities, Recreation & Culture  
Director of Corporate Services  
Treasurer  
Manager of Planning Services

7. **CONCLUSION:**

The report has presented Council with options, plans and recommendations for their consideration and direction for Jack Purdie Park and H. Murray Smith Park.



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Giovanni (John) Miceli  
**Chief Administrative Officer**

## **APPENDIX A- 2009 OFFICIAL PLAN – OPEN SPACE- PARKS**

### **4.1 OPEN SPACE**

The Official Plan Policies for parks, open space and recreation are intended to provide a guiding framework for parks and recreation planning, the allocation of municipal resources and the co-ordination of public and private actions affecting the supply of recreation services and facilities to Amherstburg residents.

Many groups and agencies contribute significantly to the overall supply of recreation opportunities throughout the community. It is not the intent of the municipality to duplicate these services and facilities, but to focus upon those areas of community recreation need which are economically difficult or impossible for other groups and agencies to provide.

It is the purpose of this Plan to define the areas of municipal responsibility through the identification of goals, objectives and implementation strategies for the development of municipal parklands and the provision of recreation services and facilities throughout the community. The translation of these goals and objectives into action-oriented policy statements provides the means of achieving the stated goals and objectives within the limits of legislative, economic and physical constraints.

#### **4.1.1 Goals**

- (1) To ensure that a wide range of recreation opportunities and facilities are provided throughout the Town to meet the needs and interests of community residents.
- (2) To further the creation of an attractive urban environment, through the development and maintenance of a parks and recreation system consistent with the Historic Town image and Wayfinding Study.
- (3) To ensure that natural environment features are protected, preserved and enhanced for the benefit and enjoyment of existing and future residents.
- (4) To ensure that adequate parks, open spaces and recreation facilities are provided for people of all ages.
- (5) To identify and respond to the needs and interests of the community through an ongoing program of parks and recreation planning.
- (6) To encourage and maintain open channels of communication with community groups, sport organizations and public agencies in the planning and development of parks and recreation facilities.
- (7) To increase public awareness regarding the availability of existing recreational services and facilities.
- (8) To progressively eliminate the deficiencies in parks and recreation facilities through programs of land acquisition and park development.
- (9) To identify and preserve land for future community use in advance of urban development.
- (10) To ensure that urban development patterns do not encroach upon areas of significant recreational, cultural or environmental significance.
- (11) To pursue the development of an integrated and physically continuous open space system readily accessible to the majority of the residents.
- (12) To encourage the initiatives of private individuals and groups in the development of municipal parklands and the provision of complementary services and facilities throughout the community.
- (13) To maximize the use of external revenue sources and assistance programs in furthering the development of the Town's parks and recreation system.

#### **4.1.2 Parks and Recreation Hierarchy**

In order to accommodate the needs and interests of different age groups, a hierarchy of parks will exist within the Open Space designation. This hierarchy shall be comprised of special

purpose parks, neighbourhood parks and playgrounds, community parks and playgrounds, and linear parks, as well as private developments that supply campgrounds, golf courses and/or other outdoor recreational activities. The Open Space land uses shall be developed in accordance with the following standards:

(1) **Special Purpose Parks**

The purpose and function of Special Purpose parks are intended as public open space associated with unique physical amenities such as the Detroit River or Lake Erie and are not intended for a full range of recreational opportunities. The purpose of these parks is to provide for civic beautification, greening, passive leisure, seating areas and similar amenities in built-up areas. The parks may also be established for unique public recreational functions such as marinas and/or boat launching or camping or provide for development opportunities such as the provision of accommodation. Examples include the K. Walter Ranta Marina and King's Navy Yard Waterfront Park and the Conservation Authority's Holiday Beach.

The size of Special Purpose parks should be provided on the basis of opportunity, need and the uniqueness of the location. Variations to the size may occur based on facility requirements and user needs of specific services offered by the park.

Facilities within Special Purpose parks should be of sufficient size to accommodate a variety of recreation facilities.

Special Purpose parks and open spaces should be developed to take advantage of prominent land forms and natural environment features. These include shoreline areas, ravine lands, watercourses, significant tree stands, canals, wet lands and marshes. Other sites with limited topographical variations and natural environment features may be more suitably developed for major sports activities and special events.

(2) **Neighbourhood Parks and Playgrounds**

Neighbourhood level parks and recreation facilities should be designed primarily for children's activities, opportunities for youth and limited recreational opportunities for adults. Where there is a preponderance of a specific user group such as young families and/or senior citizens in an area, facilities and programs should be tailored more specifically to the particular needs of these groups.

Neighbourhood parks and playgrounds should be readily accessible to the majority of neighbourhood residents. The optimum service radius of these types of facilities is 800 metres or 10 minutes walking distance, uninterrupted by major thoroughfares and/or other major physical barriers, respecting the limited mobility of the service population. Neighbourhood parks and playgrounds should be provided on the basis of 1 ha/1000 population up to 3 ha per park site. 0.8 ha/1000 should be devoted primarily to active recreation uses of an informal, casual and non-capital intensive nature. 0.2 ha/1000 should be devoted to passive recreation uses with major emphasis on natural environment features, shaded areas and low maintenance landscaping. Variations to the size may occur based on facility requirements and user needs of specific service areas of the park.

Neighbourhood parks and playgrounds should be predominantly flat and well-drained in order to accommodate a variety of neighbourhood active recreation activities. Up to 20% of each site may be developed with contour variations in order to create an attractive park-like setting and to provide opportunities for passive recreation.

Neighbourhood parks and playgrounds should be centrally located, within safe and convenient walking distance of the majority of neighbourhood residents. Such facilities should be designed with extensive street frontage for visibility and safety and should be coordinated with public or separate elementary school sites where possible.

Neighbourhood parks and playgrounds should be of sufficient size to accommodate a variety of recreation facilities. Some examples include: paths, benches, playground equipment for children of all ages, open space/fields for unstructured sports (soccer, baseball), paved areas for informal games/basketball/tennis, horticultural plantings, shaded areas for passive recreation, and parking areas where appropriate.

(3) **Community Parks and Playfields**

Community parks and playfields should be designed primarily for children, youth and adults of all ages with major emphasis on facilities for both organized and non-organized sports. Smaller areas should also be set aside for landscaping, beautification and passive recreation.

As the majority of facilities at the community park level cannot be supported by a neighbourhood population and as youth and young adults are much more mobile than neighbourhood park users, greater travel distances to community parks and playfields can be justified. A 20-minute walking distance or 1.6 km service radius is the optimum for community parks and playfields.

Community parks and playfields should be large and spacious in order to accommodate a wide variety of senior calibre recreation facilities. Community parks and playfields should be provided on the basis of 1.5 ha/1000 population and should range in size from 4 to 8 hectares. Variations in sizes may occur based on facility requirements and user needs of specific service areas of the park.

Community parks and playfields should be reasonably flat, with peripheral contour variations and landscaping provided for visual effect and passive recreation. Berms and plantings may also be effectively utilized in separating children's playground facilities from athletic and sports facilities or other incompatible uses.

Community level parks and recreation facilities should be situated in a manner which is reasonably central to the service population and directly accessible by public transit, automobile and bicycle. Frontage on a major traffic route is desirable with facilities provided for off-street parking. The provision of community level parks and recreation facilities should also be co-ordinated with secondary school sites where possible, in order to maximize the use of public open space and to achieve a complementary integration of recreation facilities.

Community parks and playfields should be developed as focal points for organized and non-organized team sports, athletic activities and casual recreation which require the provision of fairly expensive and sophisticated facilities. Some examples of facilities at the community park level are: regulation-sized playing fields, with or without lights, swimming pools, arenas, community centres, parking facilities, spray pads, small scale skateboarding, medium to large playgrounds, passive open space, trails, picnic pavilions, and horticultural plantings.

Where land acquisition and development strategies cannot be carried out effectively to accommodate all levels of the park hierarchy requirements, the criteria respecting lower levels of the hierarchy may be satisfied by higher level provision, such as Community or Special Urban parks.

(4) **Linear Park**

Linear parks are intended to provide public access to trail facilities and link neighbourhoods and recreation facilities together through a comprehensive trail system. They are an important component of an integrated and interconnected system of public parks and open spaces.

Linear parks should be provided to ensure community-wide access to a connected parks, open space and trails system.

Linear parks should be a minimum of 15 metres in width to accommodate trail-related activities and green space. The size/length of Linear Parks may vary depending on physical characteristics of the location and trail linkage requirements.

Linear parks may have variable topography and should be designed with sensitivity to natural heritage features. The local topography of each Linear park location should be a factor in determining appropriate trail uses, surface treatment, and pathway widths.

The location of Linear parks should be determined on an opportunity-basis with consideration given to linkage requirements and public accessibility to the parks, open space and trails system in each location.

Linear parks should provide a range of amenities/facilities suitable to the size and linkage requirements of the location. Examples of Linear park facilities include: multi-purpose paved trails, multiple access points from adjacent communities, benches, play areas, soft surface trails, water access, picnic facilities and natural areas.

#### **4.1.3 Park Acquisition and Development Priorities**

The hierarchy of parks, open spaces and recreation facilities set out in this Section of the Plan shall be used as the basis for measuring the adequacy of existing services and facilities and the assignment of land acquisition and development priorities.

In newly developing residential areas, every attempt will be made to ensure that a full complement of parks, open spaces and recreation facilities is provided according to the standards prescribed in this Plan.

In existing residential areas, deficiencies in parks and recreation facilities will be progressively eliminated through a program of land acquisition and park development.

#### **4.1.4 Park Development**

Where existing parks, open spaces and recreation facilities are determined to be inadequate, the municipality will attempt to bring these areas and facilities up to desirable standards through an ongoing program of park development.

In the development and improvement of individual park sites, consideration shall be given to the problems of public accessibility, park identification and the private encroachment onto municipal property. The municipality shall attempt to alleviate these problems whenever possible.

Accessibility will be improved through the provision of pedestrian walkways wherever practical.

The identity of municipal parks and open spaces will be improved through a program of park identification and signing.

Private property encroachments on municipal parklands and natural environment areas will not be permitted and should be progressively eliminated in order to maximize the use of these areas for public recreation purposes.

#### **4.1.5 Parkland Dedication and Cash-in-Lieu of Parkland**

While a program of land acquisition and park development is required to alleviate outstanding deficiencies and needs, it is important to ensure that an adequate level of recreation services and facilities is also provided in newly developing areas in order to accommodate the needs of incoming residents and to avoid creating further deficiencies. As a condition of land development or approval of a plan of subdivision, the municipality will require that a portion of the land proposed to be developed or redeveloped be conveyed to the Town of Amherstburg for park or other public recreational purposes in accordance with the policies of Subsection 2.10.2 of this Plan, or will require cash-in-lieu of all or part of the land conveyance in accordance with the policies of Subsection 2.10.3 of this Plan.

#### **4.1.6 Parkland Acceptability**

Where land, as opposed to the cash value of land is required for parkland dedication purposes, the municipality must be satisfied as to the location, size, configuration and general topography of the proposed park site within the development or redevelopment area. More specifically:

- (1) Park sites should be of sufficient size and shape to accommodate the development of standard neighbourhood park facilities;
- (2) Park sites should be reasonably central to the service population and should feature extensive street frontage for visibility, safety and accessibility;
- (3) Park sites should have a minimum street frontage of 30 metres increasing in size by 40 metres per hectare;
- (4) Where required, secondary accesses in the form of pedestrian walkways shall be provided by the developer in accordance with the following design criteria:
  - a) 3.65 metre minimum right-of-way;
  - b) durable walking surface materials;
  - c) fencing to municipal specifications.
- (5) Lands required for park dedication purposes shall not be susceptible to major flooding, poor drainage, erosion, steep slopes or other environmental or physical conditions which would interfere with their potential development or use as public recreation areas. Lands subject to these conditions will be integrated, where possible, with the development of municipal parks and open spaces in order to form pedestrian walkways, linear trail systems and passive recreation areas;
- (6) Where possible and desirable, park sites should be oriented to take advantage of favourable topography, vistas and mature stands of trees;
- (7) Lands dedicated to the municipality for public park purposes shall be covered with an adequate layer of topsoil and shall be graded to establish finished contours by those responsible for dedicating the lands;
- (8) Where required and appropriate, park sites will be integrated in design with appropriate storm water management programs; and,
- (9) Parks sites should be free and clear of all abandoned structures, building materials and debris and left in a condition which is generally satisfactory to the municipality.



#### **4.1.7 Park Development Procedures**

In order to accommodate the needs for neighbourhood park facilities in newly developing areas or areas of redevelopment, lands will generally be acquired at the time when development or redevelopment proposals are being made so that these parks may be closely integrated into the design of the area.

The detailed design of the neighbourhood parks will be carried out as soon as possible after the boundaries of the land to be acquired for park purposes are known, so that landscaping and topographical modifications may be co-ordinated to the advantage of both the Town and Developer. Community Park land may be acquired through the pooling of park land dedications from a number of subdivisions within an area in order to create a meaningful park site capable of accommodating playing fields and more active recreational activities while maintaining adequate buffers to adjoining residential development.

The Town will endeavour to provide a basic level of recreation services and facilities in newly acquired parks so that immediate benefit may be derived from these parklands. Generally, this shall include seeding, sodding and the establishment of appropriate plant materials. Subsequent development will occur once major deficiencies and priorities in other parts of the town are resolved.

Notwithstanding the policies of this Section to the contrary, consideration shall be given to altering the priorities for park development, where citizen group donations, cost-sharing programs or capital grants are made available for the development of specific projects. In this regard, the Town must be satisfied that:

- (1) The project is in reasonable harmony with the policies and park development standards established in the Official Plan;
- (2) Manpower and time can be allocated to the project without adversely affecting the provision of other services and facilities.

While sufficient lands are presently available in the form of Town-wide parks and regional open spaces to accommodate the needs of the existing population, the majority of these lands require further development and improvement in order to facilitate greater public recreational use.

#### **4.1.8 Linear Park Development**

The growing popularity of physical fitness activities such as walking, jogging, bicycle riding and cross-country skiing has resulted in increased demands for linear park development and the provision of bicycle paths, hiking trails and pedestrian walkways.

In order to accommodate these needs, the municipality shall actively pursue the development of an integrated and interconnected system of public parks and open spaces system. Views and vistas of the Detroit River and Lake Erie shorelines should be integrated into a linear park system as well as opportunities along Big Creek and lands associated with natural corridors that can form a continuous system of open space and is accessible to the majority of community residents. The former railway right of way's development as the Greenway should be added and linked to other pathway/trails in this system.

Minor watercourses, utility corridors, surplus railway lands and other open spaces should also be considered as opportunities to add to the system wherever possible in order to maximize the opportunities for linear park development.

Where any of the lands involved are in their natural state, they should be protected and preserved in their natural state as far as possible except for the purposes of general maintenance and provision of linear park facilities.

The following principles shall be used to guide the development of the bicycle path and pedestrian walkway system and to ensure consistency in design standards.

- (1) That a continuous trail system be developed, suitable for the use of pedestrians and cyclists.
- (2) That the system be developed to take advantage of significant historical, cultural and environmental features.
- (3) That the system be separated as much as possible from vehicular traffic routes.
- (4) That the system be constructed wide enough to permit two-way pedestrian and cycling traffic and the access of maintenance and emergency vehicles.
- (5) That the system be constructed according to proper engineering standards including asphalt surfaces, compacted granular base and adequate drainage.
- (6) That appropriate warning signs and pavement markings be established enroute for the safety and convenience of both pedestrians and cyclists.
- (7) That secondary routes and pull-overs be incorporated into the overall design concept in order to provide rest areas and places for scenic observation.

*The continuation of the rails to trails route across Amherstburg is supported as a desirable objective. When the trail system reaches Concession 2 N, Council may consider a number of options in assisting in the completion of the trail. The options may include negotiating with a variety of land owners along the south side of Texas Road to develop a trail to the rear of property owner on Texas Road, or it may include enhancing a sidewalk along Texas Road to accommodate walkers and bikers and /or it may include working with land owners to utilize the former rail line and develop a more secure interface with industrial uses to the south of the trail or it may be a combination of the above options. Consultation with abutting land owners will occur prior to the trail system being developed westerly to Sandwich Street.*

*Linear trails will also be encouraged to run in a north south direction in the vicinity of Big Creek and along the Detroit River. North south linkages will also take the cooperation of the Town, ERCA and property owners to allow hikers and bikers to reach destinations such as the downtown, King's Navy Yard Park, or Larry Bauer Park or other points of interest. (OPA#1)*

#### **4.1.9 Institutional Lands and Facilities**

Public and private institutions contribute significantly to the overall supply of recreational services and facilities available throughout the Town of Amherstburg. Where possible, the municipality shall seek the co-operation of these various institutions in extending the use of their lands and facilities to the general public, at such times as they are not being used exclusively for their own activities and programs.

Close co-operation between the Town and the area School Boards shall be maintained for the purpose of achieving a complementary integration of and optimum utility of public parklands and community service facilities. Where possible:

- (1) The establishment of neighbourhood parks will be co-ordinated with public or separate elementary school sites.
- (2) The establishment of community parks will be co-ordinated with secondary schools or other appropriate senior education facilities.

- (3) Where required, the provision of indoor facilities in the form of community recreation centres shall also be co-ordinated with appropriate elementary or secondary schools in order to maximize the use of facilities and to take advantage of economies of construction, operations and maintenance.

The standards for neighbourhood and community parkland set out in this Plan will be used to guide the development of school playgrounds and the provision of associated recreation facilities. Portions of school playgrounds shall be credited and listed in parkland inventories for park purposes where adequate opportunities are provided for neighbourhood or community use.

Where playground facilities are inadequate according to the standards set out in this Plan, the municipality in co-operation with the appropriate school board shall attempt to develop and improve these facilities where possible. In particular:

- (1) A program of landscaping and tree planting shall be initiated in order to provide greater opportunities for passive recreation in the design of school playgrounds.
- (2) An expanded range of playground facilities should be provided in highly populated areas in order to accommodate the needs of pre-schoolers as well as elementary school age children.
- (3) Playground signs should be established in order to improve the identity of these areas as public open space.
- (4) In combined park/school sites, except where required for safety or the protection of adjacent properties, perimeter fencing should be eliminated between school playgrounds and park sites in order to provide an inviting park-like atmosphere and to encourage public use and accessibility between the two (2) sites.

#### **4.1.10 Private Recreational Facilities**

The Open Space Designation also contains a number of private recreational developments such as golf courses, campgrounds and ethnic clubs. Limitations on the range of permitted uses that may occur on lands designated Open Space but in private ownership will be regulated by the Zoning By-law.

The municipality recognizes the importance of the private sector in the supply of these complementary services and facilities and shall continue to support and encourage the efforts of these groups wherever possible. The range of uses will generally be limited to the existing uses and detailed impact studies will be required should more commercial facilities or activities be considered for these private sites.

While the development of certain recreation facilities can best be met by the private sector, the municipality may consider a joint venture with a private organization provided that there is a demonstrated need for a particular facility and that appropriate agreements can be reached with respect to design, construction, operation, maintenance and public use.

#### **4.1.11 Open Space Special Policy Areas**

Certain Open Space areas exist or may develop that do not fit the standard classification of designation and will be covered by a Special Policy as follows:

- (1) Lands noted as Special Policy Area 3 on the Land Use Schedules are restricted to use as golf course, driving range and associated restaurants or pro shops.

- (2) *Lands designated Open Space on the former Soda Ash Settling Bed and identified as Special Policy Area 14, shall be redeveloped and rehabilitated as a form of open space development. Once rehabilitated to the Town and the Ministry of the Environment's satisfaction land uses may include forestry including harvesting of trees. Further amendments may be required to this area as a result of the Big Creek Watershed Study currently being conducted by the Town and ERCA. It is possible, that as a result of that study, additional lands may be identified as Provincially Significant and warrant designation as Natural Environment or Provincially Significant Wetland or Woodlots. (OPA #1)*

## APPENDIX B- 2018 PARKS MASTER PLAN

### 6 Park Policy, Supply & Management

The Town parks and open space system is examined in this section, along with future requirements and policy considerations. A park classification system and policies supporting parkland acquisition are essential tools to guide the planning and approvals process.

Specifically, this section seeks to assist the Town in:

- Planning the appropriate function and use for the parks system;
- Achieving a satisfactory distribution and supply of parks to ensure that they are easily accessible and maintain the integrity of natural heritage systems; and
- Maintaining and enhancing active and passive features within parks – from benches and pathways to playgrounds and sports fields – to ensure that they embody high quality standards and are responsive to needs.

#### 6.1 Parkland Classification

Guiding principles and strong policies are fundamental in creating a cohesive and consistent park development and redevelopment strategy. The core element of park planning is the parkland classification system. A classification system defines the range of characteristics found in municipal parks, such as their size, form, function and/or level of amenity. Such definition encourages a broad range of park types and facility combinations that enables a consistent management approach that can be tailored to respond to community needs. The identification of common elements also helps to ensure compatibility with neighbouring land uses, while providing the community, developers and planners with an understanding of what new or redeveloped parks may include.

Amherstburg's current Official Plan (Section 4.8.2) contains a park hierarchy intended to assist the Town in defining the functional hierarchy of its municipal parks and open space system. Current classifications within the Open Space designation include:

- Special Purpose Parks
- Neighbourhood Parks (and playgrounds)
- Community Parks (and playgrounds)
- Linear Parks

The foundation of the Town's current parks classification system includes Neighbourhood and Community Parks, typologies that are commonly employed by many municipalities. These park types are based on geographic level of service and primarily facilitate sports and children's play opportunities, which reflects a fairly narrow definition of park programming. To better reflect the assortment of public spaces in the Town's parks system, the current parks hierarchy also includes Special Purpose Parks (waterfront, public open space) and Linear Parks (trails).

To reflect the evolving role of parks in the Town – including a greater emphasis on events, passive uses and accessibility – a new system for classifying parks in Amherstburg has been developed. This system blends the effective elements of the current approach with one that is based on park functions and experiences, with the intent of creating “Centres of Excellence” where all parks have a clear purpose and

are able to achieve their potential. This will enable the Town to direct its financial and operational resources where they are needed most.

Moving forward, it is recommended that the Town consider the following parkland classification system and levels of service in the development or redevelopment of parks and open spaces.

**Table 5 Proposed Municipal Parkland Classification Hierarchy**

<b>Classification</b>	<b>Description / Function / Design</b>	<b>Service Area &amp; Targets</b>	<b>Typical Size</b>
<b>Destination</b>	Parks that are heavily used by residents and tourists for community events, festivals and passive recreation. May contain pathways, pavilions and/or unique elements (excluding athletic features) that make the park a “destination”.	Service area will vary. No set target as provision is opportunity-based.	Variable
<b>Athletic</b>	Developed parks containing a variety of athletic amenities for organized recreation, such as multiple sports fields, field houses, and community or Town-wide recreation amenities. Many parks support tournament or large community events and may be co-located with indoor sport or community facilities.	Community to Town-wide service area. Provision target is <b>1.5 hectares per 1,000 population</b> (applied Town-wide).	4.0 hectares or more
<b>Leisure</b>	Local-level parks primarily supporting children’s play activities. May contain amenities found in Destination and Athletic Parks (e.g., pathways, sports field, courts, etc.) but at a smaller quantity and scale. Often situated within subdivisions.	Localized service area (500-metre radius). Provision target is <b>1.0 hectares per 1,000 population</b> (applied Town-wide).	0.5 to 2.0 hectares
<b>Heritage</b>	Public spaces and parks with historic or cultural significance that are of Town-wide importance. May contain elements of Leisure or Civic Parks as secondary functions of site.	Service area will vary. No set target as provision is opportunity-based.	Variable
<b>Civic</b>	Civic spaces located in gateways or the downtown core that support the Town’s social and cultural fabric and create a sense of place. Typically characterized by a mix of floral gardens and hardscape areas that can be programmed for various uses. May include small-scale event space, public art, seating areas, outdoor skating and related civic uses.	Town-wide service area. No set provision target.	1.0 hectare or less

Classification	Description / Function / Design	Service Area & Targets	Typical Size
<b>Linear</b>	Linear corridors (such as trails or greenways) that provide connections within the open space system (for habitat) and between local points of interest (for pedestrians and/or cyclists). Consist largely of unimproved open space and/or trail/greenway infrastructure. May be Town-owned or controlled (e.g., easement, agreement, etc.) and may include waterfront access points.	Service area will vary. No set target as provision is opportunity-based.	Variable (minimum 5-metre width)
<b>Natural</b>	Municipal open space and natural properties used for conservation and/or passive recreational activities (e.g., walking, nature appreciation, education). Lands will be largely undeveloped and contain open space or natural heritage features such as woodlots, wetlands, conservation habitat, etc. Public access restrictions may apply.	Service area will vary. No set target as provision is opportunity-based.	Variable

**Recommendations**

1. Utilize the Master Plan’s **parkland classification hierarchy** to guide the development or redevelopment of parks and open spaces according to park type, size, service level and the amenities that they provide. Amend the parkland classification hierarchy within the Town’s Official Plan through the next review cycle.

## APPENDIX C- PARK CLASSIFICATION

### 6.1 Parkland Supply

Parkland is a valuable component of the Town's landscape as it provides the land base that supports many recreation amenities and its presence enhances the quality of life for the community as a whole. Parks can take many different forms, ranging from small parkettes to large sports complexes to undeveloped tracts containing natural heritage features.

As illustrated in the table below, the Town of Amherstburg owns, maintains and/or has negotiated public access to approximately 113 hectares (266 acres) of developed and undeveloped parkland (including all park types except for Natural Parks, which are excluded from calculations of future need due to their variability). Based on a 2016 population of 21,936, this equates to a provision rate of 5.1 hectares per 1,000 residents.

Amherstburg's municipal parks and outdoor recreation facilities were reviewed and inventoried in August 2017. Below is a listing of the parks, their size and amenities. Profiles of each park are contained in **Appendix D**.

*Table 6 Town of Amherstburg Parks Inventory*

Park Name	Area (ha)	Neighbourhood	Current Park Classification	Proposed Classification
Alma West Lookout	0.1	Urban Amherstburg	Special Purpose	Linear
Anderdon Park	3.0	Anderdon	Neighbourhood	Leisure
Angstrom Park	0.1	Edgewater Beach	Special Purpose	Linear
Bar Point Park	0.6	Bar Point	Neighbourhood	Leisure
Beaudoin Park	1.4	River Canard	Neighbourhood	Leisure
Belle Vue House	3.5	Urban Amherstburg	Community	Destination
Bill Wigle Park	1.4	Urban Amherstburg	Community	Leisure
Briar Ridge Park	1.5	Urban Amherstburg	Neighbourhood	Leisure
Canard Estates	1.0	McGregor	Neighbourhood	Leisure
Centennial Park*	4.9	Urban Amherstburg	Community	Athletic
Co-An Park**	15.9	McGregor	Community	Athletic
Golfview Park	9.6	Golfview	Neighbourhood	Leisure/Natural
Jack Purdie Park	4.6	Urban Amherstburg	Neighbourhood Park	Leisure
King's Navy Yard Park	4.4	Urban Amherstburg	Community	Destination
Libro Credit Union Centre****	31.8	Urban Amherstburg	Community	Athletic
Malden Centre Park	5.6	Malden Centre	Community	Athletic
North Gateway	0.4	Urban Amherstburg	Special Purpose	Civic
Ranta Marina Park	6.9	Urban Amherstburg	Community	Leisure
River Canard Park***	5.5	River Canard	Community	Athletic
Scodeller Park	0.9	Edgewater Beach/Golfview	Neighbourhood	Leisure
Seagram's Garden	0.3	Urban Amherstburg	Town Garden	Civic
South Gateway	0.9	Urban Amherstburg	Special Purpose	Civic
Thrasher Park	4.2	Kingsbridge	Neighbourhood	Leisure
'Toddy' Jones Park	1.3	Urban Amherstburg	Community	Destination
Warren Mickle Park	1.6	Bar Point	Neighbourhood	Leisure



Waterfront Property Project	1.2	Urban Amherstburg	Community	Destination
<b>Total</b>	<b>112.6</b>	<b>5.1 ha/1,000 residents *****</b>		

- Notes:** Excludes habitat conservation lands
- \*The southern portion (5.2 ha) of Centennial Park (formerly 10.1 ha) was sold to the GECDSD in April 2018 and will be removed from the inventory. Town Council has yet to resolve future uses for the remaining 4.9 hectares.
  - \*\*Co-An Park is currently operated under agreement with the Town of Essex, and is situated in Essex.
  - \*\*\* River Canard Park is currently operated by the Town of LaSalle under agreement with the Town.
  - \*\*\*\* At the time of the 2018 Parks Mater plan Approval the Town did not have control of the Massen Property. Since that time the Town has gained control of the Massen Property which provides an additional 28.3 hectares. For a total of 60.10 hectares
  - \*\*\*\*\* With the addition of the Massen Property the revised total of park land is 140 hectares or 6.4 hectares/1000 residents

In addition to municipal parks, residents benefit from a number of parks and open spaces provided at schools, conservation areas, federal parks and private parks (e.g., golf courses, campgrounds, etc.). Key open space properties not included in the table above include:

*Table 7 Key non-municipal parks and open spaces available in Amherstburg (excluded from Town Parks Inventory)*

<b>Name</b>	<b>Provider</b>	<b>Size</b>	<b>Type</b>
Cypher Systems Group Greenway	ERCA	22 km	Trail
Big Creek and Holiday Beach Conservation Area	ERCA	81.1 ha	Conservation Area
Crystal Bay and White Sands Conservation Area	ERCA	14.5 ha	Conservation Area
Fort Malden National Historic Site	Parks Canada	6.5 ha	National Historic Site

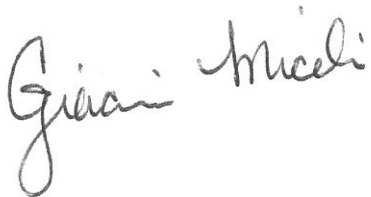
## Report Approval Details

Document Title:	Jack Purdie Park and H.Murray Smith Park Land Use Options.docx
Attachments:	- APPENDIX D - Centennial Park Purdie Park locations.pdf - APPENDIX E - Jack Purdie Park.pdf - APPENDIX F - Centennial_2021 (002).pdf
Final Approval Date:	Feb 19, 2021

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



Cheryl Horrobin



John Miceli



Paula Parker



# Centennial Park and Purdie Park Locations





# Jack Purdie Park



LUCKY AVE

RICHMOND ST

ILLINOIS ST

BRUSH CRES

INDIANA PL

VERMONT DR

SIMCOE ST

REYNOLDS CRT





# Centennial Property Breakdown



**Town Property**

**GECDSB Property**





February 18, 2021



**AN OPEN LETTER TO ONTARIO MUNICIPAL COUNCILS**

Dear Council,

As a vital municipal association with membership roots that reach deep into each and every part of Ontario, we know the challenges you have faced in continuing to provide essential municipal services within your community during the COVID-19 pandemic.

As elected officials, we know that you recognize the contribution made by your municipal staff, many of whom are members of AMCTO. Municipal professionals across this entire province have been at the forefront of service delivery, applying their knowledge and skills to innovate processes and procedures to meet the evolving needs of residents and businesses.

One key point that is often overlooked in this pandemic is that many municipal staff were prepared to act and innovate BECAUSE of the professional municipal training and development they receive from organizations like AMCTO. The leadership skills, education and technical training prepare your staff in getting ahead of immediate community needs, reacting and responding to new challenges brought on by COVID-19. This unique and sought-after skillset has allowed your staff to provide council with options and solutions for keeping your municipality running.

In these challenging financial times, there will be temptation to divert operational funding away from staff training budgets. Now more than ever, it is crucial that municipalities continue to invest in your most valuable resource – your staff.

In addition to increased levels of employee retention, engagement and empowerment, investments in staff professional development strengthens your council's ability to provide reliable, effective and efficient services to your community, both today and in the future. The question is no longer "if" you innovate but "when". Innovation comes with knowledge, training, and exposing municipal staff to new opportunities to grow and develop professionally.

On behalf of AMCTO and its over 2,200 members, please accept my heartfelt thank you for your service during these difficult times. As "Municipal Experts", AMCTO will continue to be at your service to help you and your staff meet the needs of your community.

Sincerely,

Robert Tremblay, MPA, CMO, AOMC  
President  
AMCTO

CC: Graydon Smith, President, AMO