



City of St. Thomas
Official Plan Amendment No. 66 to the
City of St. Thomas Official Plan

APPENDIX XVII

Residential Intensification and Redevelopment Capacity
Assessment for the Built-up Areas Dated January 2008 Prepared
by Dillon Consulting Limited



RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA FINAL REPORT - January 2008

The Corporation of the City of St. Thomas



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EXECUTIVE SUMMARY

In Ontario, the *Provincial Policy Statement* (PPS) establishes a broad vision for how communities should grow over time. In order to ensure that the policies in the PPS are applied in all communities as a key component of the planning process, the *Planning Act* requires that all decisions affecting land use planning matters “shall be consistent with” the PPS.

In 2005, the provincial government issued a new PPS which included a number of key changes in provincial policy direction. One important change is related to promotion of residential intensification as a means of satisfying long term housing demand. The PPS states that municipalities “shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs” (see Section 1.1.3.3). The PPS also states that planning authorities shall develop minimum intensification targets (see Section 1.1.3.5) which are to be incorporated into local official plans.

The purpose of this report is to satisfy the above noted sections of the PPS. This report represents an analysis of residential intensification opportunities in St. Thomas and concludes with a recommended **intensification target**. The intensification target will be incorporated into the City’s updated Official Plan and also be used for calculating the City’s long term residential land supply.

Key findings documented in this report include:

- There are few recent examples of semi-detached, townhouse and apartment development in St. Thomas;
- Recent infill development in St. Thomas has been single detached units;
- Intensification will require careful attention to reflect the unique aspects of the City’s existing built form;
- The City has several important heritage properties, such as Alma College, which pose a unique set of challenges for redevelopment;
- St. Thomas has several widely known brownfield sites, which also pose a unique set of challenges for development;
- While the majority of potential intensification sites are classified as “infill” sites, there is a limited number of large infill sites in St Thomas as the majority of sites are less than 1 hectare;
- The estimation of physical potential for intensification established that there is an inventory of over 20 potential sites available for development within the City’s built up area;
- The supply includes a variety of sites, ranging from redevelopment and infill sites to adaptive reuse and brownfield sites;
- The market potential for intensification is estimated to be 464 units; and,

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

- While the market may dictate the shape and form of development which occurs on any given site, the urban design case studies and examples featured in Section 5 illustrate that there is a wide range of attractive options and opportunities for intensification development.

Based on the analysis of physical potential and market potential for intensification in St. Thomas it is recommended that the City adopt the an intensification target of 597 units for the twenty year planning period. The intensification target represents approximately 10% of the City's long term housing growth. **Table 6.1** illustrates a breakdown of the recommended intensification target.

Table 6.1 Intensification Target, Summary Table				
	Low - Singles & Semis	Medium - Towns	High - Apartments	Total
Projected 20 Year Housing Demand	4,826 units	494 units	633 units	5,953 units
Intensification Target	307 units	43 units	247 units	597 units (10%)

TABLE OF CONTENTS

1	INTRODUCTION	1
1.1	Study Context	1
1.2	Provincial Policy Context for this Report.....	1
1.3	Purpose of the Study	3
1.4	Report Format	3
2	METHODOLOGY	4
2.1	Intensification Defined.....	4
2.2	Study Approach.....	5
2.3	Urban Built Area Boundary	5
2.4	St. Thomas Development Context	7
3	PHYSICAL POTENTIAL FOR INTENSIFICATION: SUPPLY SIDE	10
3.1	Physical Potential.....	10
3.2	Site Selection Criteria.....	10
3.3	Urban Design Criteria	11
3.4	Density Factors	11
3.5	Residential Intensification Sites	12

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

3.6	Intensification Summary Table.....	18
4	MARKET POTENTIAL FOR ITENSIFICATION: DEMAND SIDE	19
4.1	Market Assessment.....	19
5	VISUALIZING INTENSIFICATION	21
5.1	Precedent Overview.....	21
5.2	Selected Site Studies	27
6	SUMMARY OF KEY FINDINGS & NEXT STEPS	32
6.1	Key Findings	32
6.2	Recommended Target.....	32
6.3	Next Steps.....	33
7	SOURCES	34

LIST OF FIGURES

Figure 2.1 Built Boundary Development Context

Figure 2.2 Urban Built Up Area and Settlement Area

Figure 3.1 Intensification Areas (Physical Potential)

LIST OF TABLES

Table 2.1 2006-2026 Estimated Housing Growth for St. Thomas

Table 3.1 Existing Official Plan Densities for St. Thomas

Table 3.2 Densities used for Estimation of Physical Potential

Table 3.3 Physical Potential for Intensification, Individual Sites Table

Table 3.4 Physical Potential for Intensification, Summary Table

Table 4.1 Intensification Sites by Zoning, Potential Units by Type of Dwelling

Table 4.2 Intensification Sites by Type of Intensification, Potential Units by Type of Dwelling

Table 4.3 Intensification Sites by Time Frame for Development, Potential Units by Type of Dwelling

Table 6.1 Recommended Intensification Target

1 INTRODUCTION

1.1 Study Context

The City of St. Thomas is under-taking a review of its Official Plan. The City's Official Plan was originally approved by the Province in 1980. Since that time the Official Plan has been amended sixty times to address a variety of changes, including new provincial policy initiatives, urban area expansions as well as changes related to housing policy, commercial land hierarchy, community improvement and a variety of housekeeping issues. In order to facilitate the Official Plan review process, the City has developed a comprehensive workplan to address a range issues and opportunities facing St. Thomas. This comprehensive work program includes a number of key foundation studies, including:

- Updating of the 20 Year Population and Housing Projections – Completed;
- Updating of the 20 Year Targets for Affordable Housing – Completed;
- Updating of the 20 Year Employment Projections – Completed;
- Updating of the 20 Year Housing Land Supply Requirements – Completed;
- Updating of the 20 Year Employment Land Supply Requirements – Underway;
- Updating the Regional Commercial System Study – Completed;
- Preparation of the Planning Consistency Study to demonstrate Official Plan consistency with the *Provincial Policy Statement* – Completed;
- Preparation of Urban Area Expansion Study – Underway;
- Preparation of the updated Official Plan – Underway; and,
- Preparation of a Residential Intensification and Redevelopment Capacity Assessment Report for the Built Up Area.



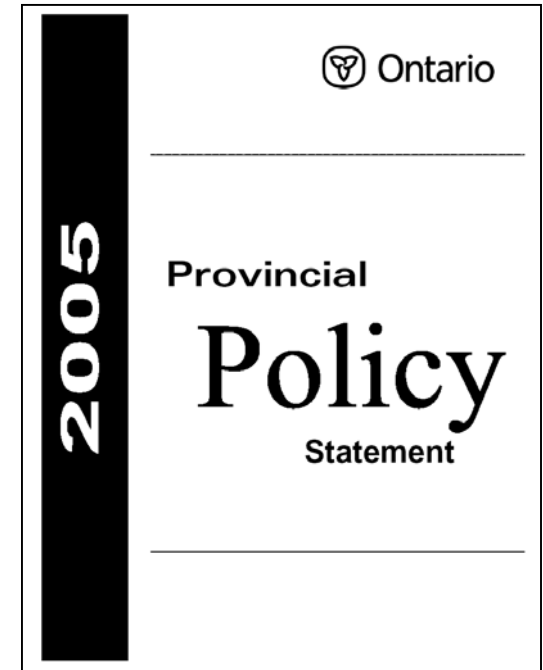
The following report can be understood as one component of the City's broader work program to update it's Official Plan.

1.2 Provincial Policy Context for this Report

The *Provincial Policy Statement* (PPS) establishes a broad vision for how communities should grow over time. In order to ensure that the policies in the PPS are applied in all communities as a key component of the planning process, the *Planning Act* requires that all decisions affecting land use planning matters "shall be consistent with" the PPS.

Municipal official plans are one of the key tools for implementation of the PPS. The PPS requires municipal official plans and related land use decisions to:

- Focus growth within settlement areas and promote the vitality of those areas;
- Limit residential development and other rural land uses in rural areas;
- Protect prime agricultural areas for long-term use for agriculture by, among other things, discouraging lot creation in prime agricultural areas and specifically restricting new residential lot creation;
- Protect locally important agriculture and resource areas by directing non-related development to areas where it will not constrain these uses;
- Make provision for sufficient land to accommodate an appropriate range and mix of land uses to meet projected needs for up to 20 years; with a focus on maximizing intensification and redevelopment opportunities;
- Avoid development patterns that would prevent the efficient expansion of settlement areas, only allowing expansion at the time of a comprehensive review and only where intensification, redevelopment and designated growth areas can not sufficiently accommodate projected needs (planned or available infrastructure and public service facilities must also be suitable for the development);
- Make provision for land use patterns that offer a mix of uses and densities;
- Efficiently utilize available or planned infrastructure and public service facilities – avoiding unjustified and/or costly expansion and minimize negative environmental impacts;
- Maintain the ability to accommodate residential growth for a minimum of 10 years through intensification and redevelopment, and if necessary, areas that are designated and available for residential development. Where new development is to occur, land must have servicing capacity for at least a 3 year supply of units; and,
- Permit and facilitate the provision of all types of housing, including all forms of residential intensification and redevelopment in order to meet current and future needs.



The policies of the PPS provide minimum standards. Municipalities are encouraged to build on these minimum standards to address matters of local significance, unless doing so would conflict with any other policy of the PPS.

The Provincial Government's emphasis on achieving balance among economic, environmental and social factors will require the City to focus additional efforts on addressing intensification, in-fill and brownfields and the co-ordinated and cost-effective delivery of public infrastructure. Specifically, the PPS states that municipalities "shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and

the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs” (see Section 1.1.3.3). The PPS also states that planning authorities shall develop minimum intensification targets (see Section 1.1.3.5). Lastly, the PPS requires that municipalities complete a “municipal comprehensive review” in advance of any urban boundary expansion which demonstrates that, among other things, “sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon” (see Section 1.1.3.9).

1.3 Purpose of the Study

The purpose of this *Residential Intensification & Redevelopment Capacity Assessment Report* is to satisfy the above noted sections of the Provincial Policy Statement. This report represents an analysis of residential intensification opportunities in St. Thomas and concludes with a recommended **intensification target**. The intensification target will be incorporated into the City’s updated Official Plan and also be used for calculating the City’s long term residential land supply.

1.4 Report Format

This report is divided into seven main sections. The first section provided a brief introduction, explaining the context and purpose of the report. The second section discusses the methodology. The third section outlines the physical potential for intensification in St. Thomas. The fourth section provides a discussion of market potential for intensification. The fifth section is intended to add some reality to the intensification assessment, providing several precedent examples of intensification and several potential development concepts for three of the potential intensification sites identified in this report. The sixth section provides a summary of key findings and a description of next steps. The seventh and final section lists sources.



Section 5.2 of this report includes potential development concepts for three of the City’s potential intensification sites.

2 METHODOLOGY

2.1 Intensification Defined

Intensification is defined in the Provincial Policy Statement as “the development of a property, site or area at a higher density than currently exists through:

- a) redevelopment, including the reuse of brownfield¹ sites;
- b) the development of vacant and/or underutilized lots within previously developed areas;
- c) infill development; and,
- d) the expansion or conversion of existing buildings”.

Intensification can also be understood as a function of geography. In other words, any development that occurs within a municipality’s built up area (occasionally referred to as a “built boundary”) would be considered intensification. For the purposes of this study the geographic definition of intensification is being used, which of course includes all of the PPS examples of intensification (redevelopment of sites, reuse of sites, development of vacant and under-utilized lands, infill development, conversion and expansion of existing buildings within the City’s built up area).

The methodology used is generally consistent with the methodology suggested in the Province’s *Projection Methodology Guideline* document, which provides guidance for developing intensification targets. Specifically, the *Guideline* states that the analysis should consider both physical planning and technical factors such as site size, configuration, availability of services and potential environmental constraints² and also market factors such as consumer willingness to move into existing neighbourhoods and the range and affordability of housing that could potentially be built. The sub-section 2.2 provides a more detailed description of the approach used.



This former gas station site on Talbot Street in downtown St. Thomas represents one of the City’s many redevelopment opportunities.

¹ Brownfield sites are defined in the PPS as “undeveloped or previously developed properties that may be contaminated. They are usually, but not exclusively, former industrial or commercial properties that may be underutilized, derelict or vacant”.

² “Environmental constraints” refers to potentially contaminated soils and adjacent incompatible land uses. See page 46 of *Projection Methodology Guideline* for more detail.

2.2 Study Approach

The development of the intensification target considered a wide range of factors, including physical potential for intensification in St. Thomas, along with the local market potential for intensification, basic infrastructure constraints, urban design considerations and some precedent examples. The overall study approach is summarized below, listing the six steps involved in the Assessment.

- Step 1: Define intensification;
- Step 2: Identify the existing urban built area boundary;
- Step 3: Describe the development context;
- Step 4: Estimate physical potential for intensification;
- Step 5: Estimate market potential for intensification; and,
- Step 6: Select intensification target based on comparison of physical potential and market potential estimates.

2.3 Urban Built Area Boundary

The urban built area (or “built boundary”/“built up area”) are the lands located with the City’s built boundary, representing the areas in St. Thomas which are already developed. **Figure 2.1** below illustrates the concept of a built boundary and how it fits within the broader context of other development forms.

Figure 2.1: Built Boundary Development Context

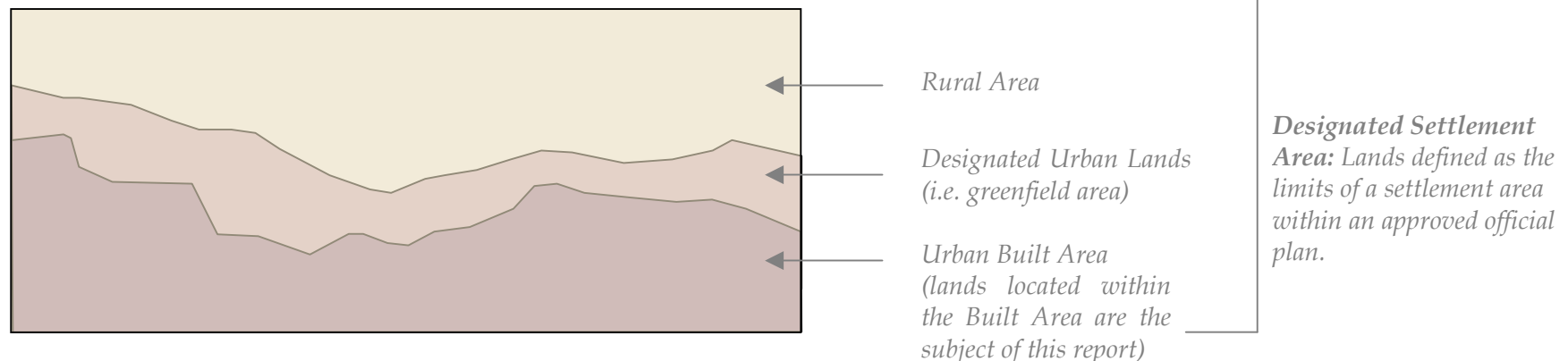
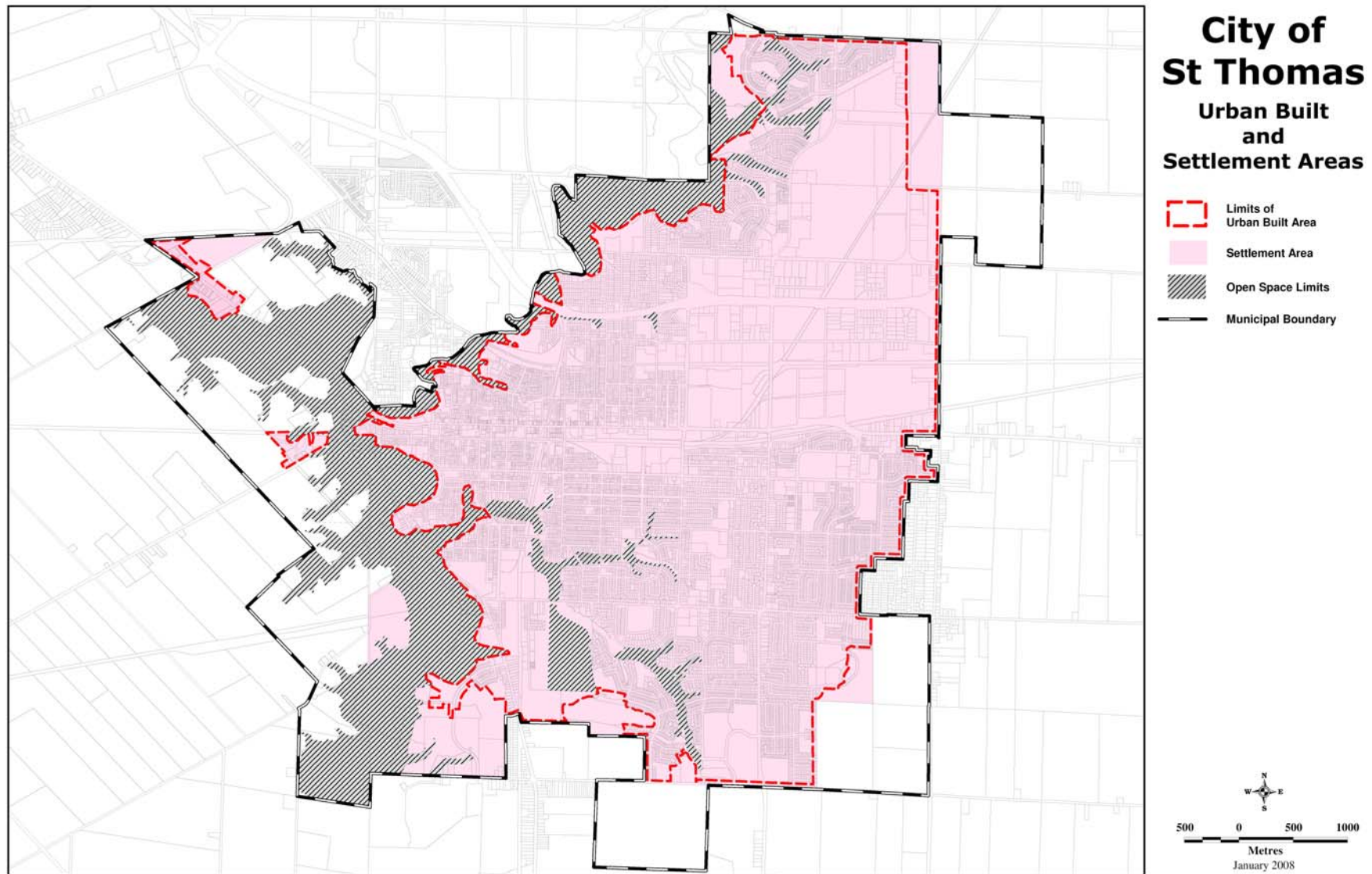


Figure 2.2 on the following page identifies the City’s built boundary.

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Figure 2.2 Urban Built and Settlement Areas



Any new development that occurs within the built boundary will be considered intensification, with the exception of any existing draft or registered plans of sub-division that may be located within the urban built up area as this would be considered traditional greenfield development. Any other development which occurs within the designated urban lands outside of the built boundary is also considered greenfield development.

The built boundary identified in **Figure 2.2** will be used to monitor and track intensification in St. Thomas over the next 20 years.

2.4 St. Thomas Development Context

The City of St. Thomas is growing.

The *Population, Housing and Employment Projections 2006-2026 Report*, completed by Lapointe Consulting and Dillon Consulting in May 2007 identified the City as one of the fastest growing cities in southwestern Ontario. Between 2001 and 2006 St. Thomas had grown to over 36,000 residents, representing an 8.4% over the five year period. This high level of growth has been attributed to a wide range of factors which make St. Thomas an attractive place to live.

The *Population, Housing and Employment Projections Report* established long term housing and population projections for St. Thomas. **Table 2.1** illustrates the estimated housing demand for St. Thomas (from Table 1 in the above noted report) which the shows that the City is expected to reach 47,200 persons by 2026.

There are few recent examples of semi-detached, townhouse and apartment development in St. Thomas. While housing production in St. Thomas has doubled in the last decade, a large portion (94%) of this growth has been single detached dwellings. This trend towards the predominance of single detached dwellings contrasts the period in the early 1990's when single detached dwellings accounted for 43% of housing completions, with semi-detached accounting for 38%, townhomes at 9% and 10% apartments.

Recent infill development in St. Thomas has been single detached units. In recent years St. Thomas has seen a number of single detached condos targeted towards seniors and empty nesters. The land unit or house is owned by the purchaser while the common areas, such as roads, visitor parking and landscaping/greenspace, are owned and maintained by a condominium corporation. At the time that the intensification assessment was being undertaken the vast majority of opportunities for "vacant land condos" within existing plans had already been realized. However, there may be additional areas within the built up area for infilling, as this type of development is well suited for smaller, irregularly shaped or constrained parcels.

Table 2.1: 2006-2026 Estimated Housing Growth for St. Thomas	
Unit Type	Demand (units)
Single	4,243 units
Semi-detached	583 units
Townhouse	494 units
Apartment	633 units
Total	5,953 units

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

There is a limited number of large infill sites in St Thomas. The majority of the City's designated residential lands located within the City's built up area has already been developed and there are limited opportunities for large scale, comprehensive developments. The majority of intensification sites can be found on sites less than 1 hectare (2.4 acres).

St. Thomas has several widely known brownfield sites. The City's historic status as the once "Railway Capital of Canada" has left St. Thomas with a number of potential brownfield sites related to former railway uses. In August 1989, Marshall Macklin Monaghan completed the *Railway Redevelopment Strategy* for the City of St. Thomas. The strategy looked at several options for redeveloping the two main areas along the CN/CP line (running east/west through the City) and the CN line running from the southerly limit of the City to the CN line north of Kains Street. The report concluded that "some localized areas will require soil and/or groundwater remediation prior to any development" (page 6, 1989). Beyond what is published in this report, there is little known about the environmental condition of the City's brownfield sites and further study is required.



The City's numerous railway sites represent unique redevelopment challenges for both private and public sector interests.

The City has several important heritage properties, such as Alma College, which pose a unique set of challenges for redevelopment.

Redevelopment of any site involving heritage resources increases the complexity and risk associated with the project, however, at the same time these sites also have the potential to produce high quality redevelopment projects which improve the overall attractiveness of the community at large.

Intensification will require careful attention to reflect the unique aspects of the City's existing built form.

St. Thomas has a variety of precincts with distinct characteristics relating to the relative age of the developed area and its original use. These precincts, as described in the *Urban Design Framework* report (2003) can be described in four broad categories:

- Downtown - Talbot Street;
- CASO Lands and railway-related lands;
- Old St. Thomas; and,
- Related Development Nodes.

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Each precinct has its own, relatively consistent character, and any intensification projects in these areas should reflect the built form context of the precinct and adjacent streets or areas. For example:

- Talbot Street sites: “main street” type, such as live/work units; mews; laneway units;
- Railway lands: usually linear sites suitable for singles, semis and towns; laneway development;
- Old St. Thomas: renovation and additions in keeping with historic architecture, deeper setbacks and larger lots (in some cases);
- Related Development Nodes: some of these are light industrial or institutional sites within a residential area that has grown up around them; and,
- Other neighbourhoods: a mix of semi-detached and low-rise apartments ranging in vintage from the 1960s to today.



Alma College is one of the City's most distinctive buildings. Because of the poor condition of the existing structure, any redevelopment opportunities on this site are likely to pose a significant challenge to developers.

3 PHYSICAL POTENTIAL FOR INTENSIFICATION: SUPPLY SIDE

3.1 Physical Potential

Physical potential can be understood as the potential for development of a site given a range of physical factors irrespective of marketability of the site. Physical factors influencing development could be, but are not limited to, land use compatibility, infrastructure constraints, proximity to transit, location and site history and potential for environmental constraints, to name just a few. The estimation of physical potential includes six general steps:

- Develop site selection criteria;
- Generate long list of candidate site using GIS;
- Conduct site visits to confirm site feasibility;
- Generate short list of candidate sites;
- Determine density factor;
- Produce unit estimates;

3.2 Site Selection Criteria

The selection and identification of specific sites focused on sites within the existing built up area of St. Thomas and included:

- Vacant areas (within the existing built up area);
- Abandoned buildings/sites, including designated and non-designated areas such as potential greyfield sites;
- Infill areas;
- Existing residential buildings in poor condition;
- Potential brownfield sites (i.e. abandoned railway sites) ; and,
- Under-utilized properties in the downtown corridor.

The following sites were excluded from the analysis:

- Parks and open space lands;
- Environmental areas, including significant wetlands, woodlots, ESAs, ANSIs, flood and fill areas and other natural heritage resources);



The assessment of physical potential for residential intensification considered a wide range of potential sites, including infill opportunities like this vacant property which fronts onto Highview Drive.

- Active, stable businesses and industrial areas;
- Stable residential neighbourhoods³
- Designated heritage buildings; and,
- Municipal parking lots;

3.3 Urban Design Criteria

In addition to the planning-related criteria for selection of sites, the following urban design factors were also considered:

- Relevance of surrounding areas (consistent building form and type);
- Topography;
- Good access and visibility to the existing street network;
- Access to or opportunities for sufficient on-site parking;
- Proximity to amenities – walking or transit;
- Shape of property;
- Size (for an example, is the site large enough to create a group of units?); and,
- Condition of any existing buildings.

3.4 Density Factors

The City of St. Thomas' current Official Plan contains densities for residential development by unit type. **Table 3.1** illustrates the existing approved densities for residential development in St. Thomas. It was determined that some of densities in the existing Official Plan do not reflect what is currently being built in the City and that alternative densities should be used for determining intensification potential on specific sites. For an example, the Official Plan permits a range of densities for both townhomes and apartments (30-75 and 75 +) and so the question of which density should be used to create unit projections arises. In order to determine the appropriate densities for estimating unit potential a sample of recent developments in St. Thomas was undertaken by City staff and it was determined that the following densities should be used for estimating unit counts on individual sites. **Table 3.2** identifies the densities used to create unit projections for the estimation of physical potential.

Table 3.1 Existing Official Plan Densities for St. Thomas	
Unit Type	Density (units)
Single	25 uph
Semi-detached	25 uph
Townhouse	30-75 uph
Apartment	75 +

³ Note that all existing residential areas within the built up area were initially reviewed for potential infilling opportunities. However, the analysis did not contemplate any major redevelopment of stable, existing residential areas.

It is important to note that the densities used for this exercise are intended to provide guidance for the development of an overall intensification target for the City and should not be interpreted as the actual desired densities of any given site. These densities and unit projections are not intended to be indicative of any one “preferred” redevelopment concept, rather they are simply intended to produce a broad intensification target for the City.

Table 3.2 Densities used for Estimation of Physical Potential	
Unit Type	Density (units)
Single	18 uph
Semi-detached	22 uph
Townhouse	35 uph
Apartment	100 uph








3.5 Residential Intensification Sites

The inclusion of any one given site depends on the range of factors listed above. **Table 3.3** is a simplified matrix illustrating the potential intensification sites identified for St. Thomas and includes development considerations and estimated unit potential for each site. This list would be considered the “short list” of sites and includes 24 sites. 20 of the 24 sites have been assigned unit projections. Four sites have not been assigned unit projections due to potential environmental constraints which may pose challenges to the redevelopment opportunities on these sites within the planning horizon of this study.

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Table 3.3 Residential Intensification Sites

Site No.	Street Address	Description	Existing Use	Photos	Current Zoning	Existing No. of Units	Type of Intensification	Density Factor (upnh)				Area (ha.)	Unit Projection (Low)					Potential Issues, Opportunities & Constraints	Estimated Timeframe for Redevelopment
								Low		Med	High		Low		Med	High	Total		
								Singles	Semis	Towns	Apert.		Singles	Semis	Towns	Apert.	Unit		
1	no street address	Railway land between Fairview Ave and First Avenue, north of Warehouse Street to northern end of rail ROW.	Vacant rail lands.		Industrial	0	Brownfield	18	22	35	100	4.96					0	Railway lands have potential environmental constraints which will influence timing of redevelopment and density of redevelopment. Site also includes a portion of Trans Canada Trail which will need to be considered in any site redevelopment. Site is bounded by highway commercial uses to the north and stable residential neighbourhood to the south. Site has good access from an existing local road. Due to uncertainty surrounding condition of site no unit projection has been assigned.	Long Term
2	no street address	Railway land south of Talbot St., north of Sinclair Ave. west of Fairview (southern portion only).	Vacant land.		Residential	0	Infill	18	22	35	100	1.08	19				19	Site is bounded by stable residential neighbourhood (singles) to the south and east. Good opportunity for singles development. Good access. Sloped site may provide potential for walk-out units.	Short to Mid
7A	661-637 Talbot St.	Block between John and Flora Street. Collection of 2 and 3 storey buildings which may or may not have apartments on the top floors.	Mix of ground floor commercial, abandoned ground floor commercial, potentially vacant residential.		Commercial	4	Adaptive reuse	18	22	35	100					12	12	Building is not a designated heritage building, but is older and redevelopment potential would limited to internal renovations and conversion of upper storey commercial space to residential units. Building depth and window exposure may limit increased number of units.	Mid to Long
7B	612-622 Talbot St.	Building on south side of Talbot, with three vacant ground floor commercial units and a second storey of vacant/abandoned commercial or residential units.	Second storey units are currently vacant.		Commercial	4	Adaptive reuse	18								6	6	Building is not a designated heritage building, but is older and redevelopment potential would be limited to internal renovations and conversion of upper storey commercial space to residential units.	Mid to Long
8	606 Talbot St.	Sutherland Press Building. Site was partially renovated for condos but was never completed.	Vacant 4 storey loft building.		Commercial	0	Adaptive reuse	18	22	35	100					12	12	Building is a partially renovated 4 storey apartment building. Potential for large sized units.	Short to Mid
9	530-550 Talbot St.	Site includes two buildings with a mix of vacant and active commercial uses on the ground floor and potential for residential on the second floor. Second floor residential may already be part of the residential inventory.	Active and vacant mixed use building		Commercial	3	Adaptive reuse	18	22	35	100					4	4	Provision of parking may be an issue. Building depth and window exposure limits increase in number of units.	Short to Mid
10	10-12 Mondamin St	Bowling Alley located adjacent to City Hall.	Operating bowling alley. Site is for sale.		Commercial	0	Redevelopment	18	22	35	100	0.13				13	13	Bowling alley is an operating business, but lot was for sale at time of assessment. Site is across from City Hall and surrounded by other commercial uses. Low rise apartment is suitable, given neighbourhood context. However, the site may be more suitable for parking space to serve downtown parking. Also the provision of parking space for an apartment building may be an issue.	Short to Mid

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas




Table 3.3 Residential Intensification Sites

Site No.	Street Address	Description	Existing Use	Photos	Current Zoning	Existing No. of Units	Type of Intensification	Density Factor (upnh)				Area (ha.)	Unit Projection (Low)				Potential Issues, Opportunities & Constraints	Estimated Timeframe for Redevelopment	
								Low		Med	High		Low		Med	High			Total
								Singles	Semis	Towns	Apart.		Singles	Semis	Towns	Apart.	Unit		
12	437-445 Talbot St.	3 buildings with mix of active and vacant commercial on the ground floor and potential for residential conversions on second and third storey of existing buildings. Building may already contain vacant residential units.	3 operating businesses on ground floor. Second and third storeys may have potential for residential units.		Commercial	6	Adaptive reuse	18	22	35	100	0.07				6	6	Provision of parking may be an issue.	Short to Mid
14	387-393 Talbot St.	3 storey building on north side of Talbot. Ground floor is a flea market, top two storeys appear to be storage for the flea market.	Ground floor of building is operating as a flea market. The eastern half of the second and third stories are occupied residential. The western half is vacant or being used for storage.		Commercial	8	Adaptive reuse	18	22	35	100	0.06				8	8	Building already partially upgraded - relatively good condition. Provision of parking may be an issue.	Short to Mid
15	360 Talbot St.	Two, two storey buildings located on south side of Talbot Street. A mixture of vacant and active commercial units. May have potential for apartments on second storey. Apartments may already be present.	Ground floor of buildings are commercial and vacant commercial. Second floor may already contain vacant residential dwellings.		Commercial	2	Adaptive reuse	18	22	35	100					2	2	Two buildings are part of one larger lot. Building depth and window exposure limits increase in number of units.	Short to Mid
16	325 Talbot St.	3 storey building located on north side of Talbot St (old Sears building). Potential for residential conversions on second and third storey. Building runs all the way from Talbot back to Curtis.	Second and third storey are covered. Ground floor commercial. Second and third floor may be residential or commercial.		Commercial	4	Adaptive reuse	18	22	35	100	0.11				11	11	Existing building covers entire lot.	Mid to Long
17A	260 Talbot St.	Site is located on the south-east corner of Talbot and Queen St.	Vacant lot. Boarded up gas station.		Commercial	0	Under-utilized site	18	22	35	100	0			6		6	Site is a former gas station.	Mid to Long
18	Talbot St. (no address)	Vacant lot in between 230 and 244 Talbot Street.	Vacant lot.		Commercial	0	Redevelopment	18	22	35	100	0.06			2		2	Vacant site. Lot size may limit redevelopment potential. Could potentially operate as retail.	Mid to Long
20	201 Talbot St.	site is a vacant commercial site, former gas station site;	Vacant land.		Commercial	0	Under-utilized site	18	22	35	100	0.17			6		6	Former gas station site.	Mid to Long.

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas





Table 3.3 Residential Intensification Sites

Site No.	Street Address	Description	Existing Use	Photos	Current Zoning	Existing No. of Units	Type of Intensification	Density Factor (upnh)				Area (ha.)	Unit Projection (Low)				Potential Issues, Opportunities & Constraints	Estimated Timeframe for Redevelopment	
								Low		Med	High		Low		Med	High			Total
								Singles	Semis	Towns	Apart.		Singles	Semis	Towns	Apart.			Unit
21	15-17 William St. and parcel to the south, 12 Queen St and 14 Queen St and 230 Talbot Street.	Site includes four vacant parcels between Talbot and Centre St and vacant building on Talbot.	Vacant land.		Commercial	0	Infill	18	22	35	100	0.34			12		12	Site includes 5 parcels, lot consolidation is a possibility. Potential for larger development on site. Site is in close proximity to downtown and several apartment buildings. Site is also close to single family dwellings on Centre Street. Irregular lot configuration. Potential for through site access / driveway.	Short to Mid
22B	432 Talbot St.	South side of Talbot, in between Southwick St. and Hincks St.	Existing 2 storey building, with 2 retail units on the ground floor. Second and third storey may have potential for conversion to apartments.		Commercial	3	Adaptive reuse/Redevelopment	18	22	35	100	0.07				3	3	Provision of parking may be an issue.	Short to Mid
24	31 Princess Ave and no address	Former lumber yard site with rail line running through the site.	Vacant land.		Industrial	0	Under-utilized site	18	22	35	100	0.73						One of the larger sites in close proximity to downtown. Site has potential environmental constraints. Site could accommodate a wide variety of dwelling types. Due to uncertainty surrounding condition of site no unit projection has been assigned.	Short to Mid
25	71-89 Princess Ave.	Located at the foot of Princess St. and Roseberry Place.	Vacant land.		Industrial	0	Infill	18	22	35	100	0.49			17		17	No known issues. Site is bounded by rail corridor and single family dwellings to west and south, commercial use to the north. Because the site backs onto a rail corridor there may be potential for a variety of dwelling types, such as townhomes or semis.	Short to Mid
26	96 Moore St.	Alma College site	Abandoned historic college site		Residential	0	Redevelopment	18	22	35	100	2.80	25			140	165	Redevelopment may require the structure or façade to remain. The future of site is uncertain, as ownership and redevelopment is complicated by the poor shape of the building and heritage status. The large size of the site means that it could potentially accommodate a large number of units and a variety of dwelling types. The back portion of the lot was not factored into the total site area, as it has topography constraints that would limit redevelopment. Existing zoning for the site permits a maximum of 172 dwelling units and 186 res. care units. Site is bounded by lower density uses, mostly singles. Redevelopment on this site would likely be a mix of dwelling types. Assumed 50/50 split between apartments and singles.	Long Term
27	Wilson Ave (no address)	C&O lands at Elm and Wilson Ave.	Vacant land.		Industrial	0	Brownfield	18	22	35	100	9					0	Site has potential environmental constraints. Site is large enough to accommodate a variety of dwelling types and densities. Redevelopment could also be commercial.	Long Term

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Table 3.3 Residential Intensification Sites

Site No.	Street Address	Description	Existing Use	Photos	Current Zoning	Existing No. of Units	Type of Intensification	Density Factor (upnh)				Area (ha.)	Unit Projection (Low)					Potential Issues, Opportunities & Constraints	Estimated Timeframe for Redevelopment
								Low		Med	High		Low		Med	High	Total		
								Singles	Semis	Towns	Apart.		Singles	Semis	Towns	Apart.	Unit		
30	Highview Drive (no address)	Two parcels located west of Highview Drive South, south of Wellington.	Vacant land.		Residential	0	Infill	18	22	35	100	0.64				64	64	Site has potential for higher density infill development. Relative close proximity to other higher density residential uses, Elgin Mall and institutional uses.	Short to Mid
31	Manor Rd.	Vacant infill lot located on both the south and north side of Wellington in between Manor Road and Highview Drive.	Vacant land.		Residential	0	Infill	18	22	35	100	8.04	145				145	Infill site is two parcels. The parcel on the south side of Wellington is surrounded by a stable residential neighbourhood characterized by single family dwellings. The parcel on the Adjacent dwelling types are single family dwellings.	Short to Mid
32	21 Kains St.	Vacant industrial lot located north of Kains Street, east of Station Street, west of Flora Street.	Vacant land.		Industrial	0	Under-utilized site	18	22	35	100	0.70					0	Site is surrounded by low scale residential uses. May have some potential environmental constraints.	Short to Mid
33	4 Barwick St.	Site is a CN site west of Hall Street	Vacant land.		Residential	0	Infill	18	22	35	100	5.34	117				117	Site is a large infill site, but may have some environmental, servicing and transportation constraints. Site is close to rail yard and stable residential neighbourhood. Development would likely be single family units.	Mid to Long

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Figure 3.1 identifies the approximate location of each site identified in Table 3.3 on the previous pages.

Figure 3.1 Intensification Areas (Physical Potential)



3.6 Intensification Summary Table

Table 3.4 below provides a summary of physical potential for intensification in St. Thomas. The net total takes into consideration of loss of any existing residential units in instances where existing structures would need to be replaced to accommodate new development.

Table 3.4 Physical Potential for Intensification, Summary Table				
	Low - Singles & Semis	Medium - Towns	High - Apartments	Total
Estimated Physical Potential	307 units	43 units	281 units	630 units
Total Estimated Existing	0 units	0 units	34 units	34 units
Net Total – Physical Potential for Intensification	307 units	43 units	247 units	597 units

4 MARKET POTENTIAL FOR INTENSIFICATION: DEMAND SIDE

Section 3 of this report discussed the physical potential for intensification in St. Thomas and identified that there is potential for an estimated 597 new units across the City's built up area. However, the supply of potential sites represents one half of the intensification equation. In addition to supply, there are a number of market related factors which influence the demand for new housing units within the built up area. The consideration of both physical potential and market potential will ensure a realistic target.

4.1 Market Assessment

Will Dunning Inc. was retained to undertake a market assessment of potential intensification opportunities in St. Thomas, the findings of which are published in a brief memo entitled "Potential Intensification in St. Thomas". The following section provides a brief summary of the Dunning memo.

While potential demand for intensified development is considered to be quite substantial, actual activity will be a function of the availability of sites that satisfy criteria of physical suitability, marketability, and economic viability. Section 3 identified 24 sites with physical potential for intensification (some of these sites include combined addresses). Estimated development capacities were assigned to 20 sites, the remaining four others were perceived to have actual or potential for contamination which is expected to result in a greater degree of uncertainty. This market review has further considered the 20 sites, from the perspective of market and economic viability. For 18 of those 20 sites it is estimated that the market potential is very high for the housing forms assigned. However, for two sites which were identified with potential for high density apartments, the market judgment is that apartment development would not be economically viable, because:

1. These locations have marginal appeal and would be difficult to market as either home ownership or rentals. Added to this, in a more affordable housing market like St. Thomas, development of high density apartments has limited economic viability, even for the best sites.
2. For these two sites (96 Moore Street and Highview Avenue), row development could be considered more appropriate and viable.

With the two amendments noted above, the potential is reduced to 464 units (498 minus 34 existing units). Of this total potential, single-detached housing accounts for more than one-half (307 units). Town homes account for about one-quarter (114 units) and apartments for 43 units. No potential sites have been developed for semi-detached units; however, based on the strong demand for semis in St. Thomas, it is to be expected that some of the sites identified for single-detached housing might be converted to semis, resulting in a slight increase in the total unit count (based on their slightly higher density).

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Table 4.1 shows the intensification sites by existing zoning. Most of the identified potential is already zoned as residential, although there is also some potential to convert sites from commercial and industrial zoning.

As is shown in the **Table 4.2**, about two-thirds of the intensification potential is for infill sites. One-tenth is for adaptive re-use of existing buildings, about one-quarter is for redevelopment. Just a handful is for under-utilized sites. With respect to brownfields there is theoretic capacity in the very long term on the these sites, although no housing capacity was estimated. It is also worth noting that development of these brownfield sites is unlikely to become economically viable in the time frame of this review, given the affordable cost of housing within the community.

Table 4.3 Intensification Sites by Time for Development shows that one-half of the intensification potential is available for development in the short-to-mid term, with the balance for the mid-to-long term. The total market potential for intensification in St. Thomas is estimated at a total of 464 units.

Table 4.1 Intensification Sites by Zoning, Potential Units by Type of Dwelling

Zoning	Single	Semi	Row	Apt	Total
Commercial	0	0	26	43	69
Industrial	0	0	17	0	17
Residential	307	0	71	0	378
Total	307	0	114	43	464

Table 4.2 Intensification Sites by Type of Intensification, Potential Units by Type of Dwelling

Type of Intensification	Single	Semi	Row	Apt	Total
Adaptive reuse	0	0	0	30	30
Brownfield	0	0	0	0	0
Under-utilized lands	0	0	12	0	12
Infill	282	0	51	0	333
Redevelopment	25	0	51	13	89
Total	307	0	114	43	464

Table 4.3 Intensification Sites by Time Frame for Development, Potential Units by Type of Dwelling

Time Frame	Single	Semi	Row	Apt	Total
Short to Mid	164	0	34	26	224
Mid to Long	118	0	31	17	166
Long Term	25	0	49	0	74
Total	307	0	114	43	464

5 VISUALIZING INTENSIFICATION

The following section is intended to add a sense of realism to the intensification target. Section 5.1 includes a review of relevant intensification projects in comparable markets to St. Thomas. Section 5.2 shows potential development concepts for several of the intensification sites identified in **Table 3.3** and **Figure 3.1**.

5.1 Precedent Overview

The planning sections of this report and the Population, Housing and Employment Projections Report (May, 2007) have clearly described the market potential for St. Thomas to realistically achieve intensification. High-rise condominiums, loft developments and even compact, downtown townhouse neighbourhoods in major urban centres fall outside of St. Thomas' market experience of single and semi-detached home construction on greenfield sites. Townhouses may have a place for infill sites close to the denser urban fabric of Talbot Street, or the CASO lands that may develop as their own micro neighbourhoods. Therefore, the selected precedents illustrate semi-detached, live/work units, towns and low-rise multi-unit buildings in established residential areas, brownfield sites or transition areas in smaller urban centres.

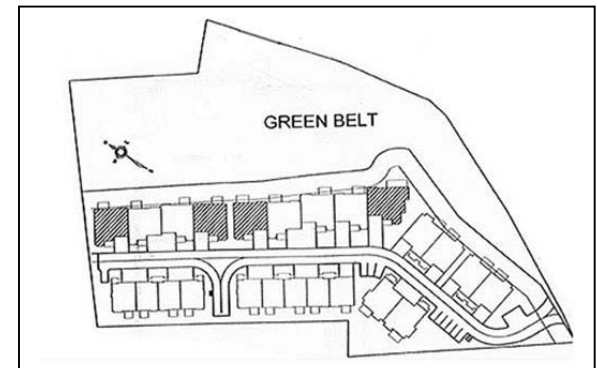
Cobblestone Gates, St. Catharines, Ontario (2006)

Net density: 21 uph

Site Area: 1.156

This project used an infill lot to add 24 high-end townhouses and semi-detached ("duets") into an established residential area. The project provides compact, yet high-end housing and backs onto the 12 Mile Creek ravine system. It complements the surrounding neighbourhood through the use of traditional residential elements such as generous front entrances and porches, recessed garages, varied roof forms, high quality landscaping, and pedestrian lighting. The project is also noted for its participation in the Energy Star program. Some key characteristics include:

- Shallow lots permit a "double-loaded" internal street, maximizing site usage;
- Wide units provide generous room sizes and window areas on ground floor



RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

- facades, in conjunction with attached 2-car garages;
- Use of high quality materials and varied designs.

This development also obtained Niagara Region's Community Design Award and Niagara Home Builders' Association Award.

Source: Niagara Community Design Awards; St. Catharines Standard; Premium Building Group; Joseph Colonna Architect Inc.

Wellington Square, Cambridge (Galt City Centre), Ontario (2003)

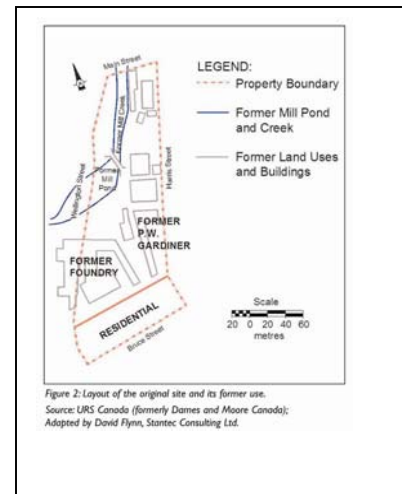
Gross density: 41 uph

Site area: 2 ha (approx)

This project transformed a contaminated site of industrial and derelict lands into 82 townhouse units and parkette. The site is located within walking distance of the city's main shopping area within a mixed use zoning designation of "Primary Commercial". Significant project costs for remediation were partially relieved by the city's Contaminated Sites Program, other grant programs and expedited planning approvals. However, the project was less successful than anticipated, because of its location adjacent to industrial lands. Some key characteristics include:

- Proximity to amenities and transit are its key features;
- Marketed to upper-middle class, professional families;
- Introduction of new residential in the city core contributed to downtown rejuvenation;
- Height, materials, orientation and street pattern fit well into the surrounding area;
- Rezoning not required because of standing dual zoning category; and,
- Project success is very dependent on a good local with attractive surroundings.

Source: CMHC Brownfield Redevelopment for Housing Case Study-Built Project Initiatives



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Ocean Wynd, White Rock, British Columbia (1999)

Gross density: 74 uph

Site area: 0.08 ha

Redevelopment of in an urban block from single detached units into six live/work units. The site is located between commercial and residential areas and is intended as a “transition zone” for ground-oriented, small commercial or professional offices, studios or galleries between the two land uses. To achieve a higher density, the site was organized into two zones: a street-related frontage and courtyard houses in a rear lane. Some key characteristics include:

- Two, 2-storey townhouses face the street with a pedestrian walkway to a courtyard;
- Four, 3-storey townhouses face the inner court;
- 2 parking spaces / unit;
- Use of high quality materials and landscaping garnered neighbourhood support; and,
- Achieves higher density in lower-scale, residential style built form.



Source: Best Practices in Housing, Ground-Oriented, Medium Density Housing (GOMDH) Series 2000, Greater Vancouver Regional District Housing Task Group

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

London Lane, Guelph, Ontario, (2001)

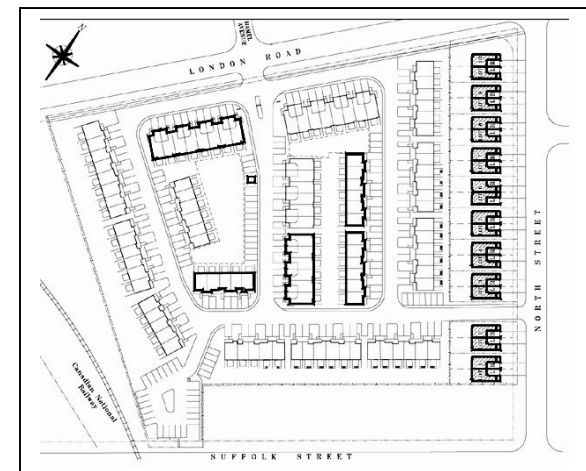
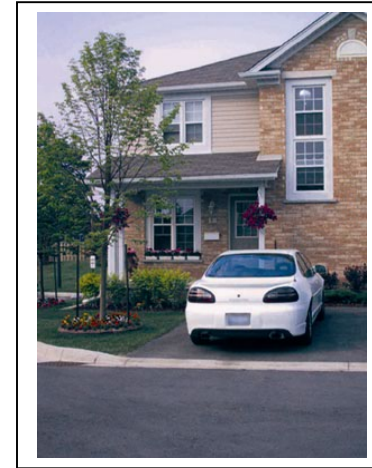
Gross density: 40 uph (townhouses only)

Site area: 3.2 ha

London Lane is located in an established, older, single detached residential neighbourhood, less than a 10 minute drive to downtown Guelph. The site was a brownfield site with significant copper contamination, resulting in extensive remediation costs and approvals delays. Nonetheless, the project is regarded as a successful development, because of its central location, good quality construction and its neighbourhood compatibility. Some key characteristics include:

- 105 two & three bedroom townhouses, plus 20 semi-detached homes;
- Bound on one side by an active CN Railway line;
- Developed as rent-to-own units; > 50% conversion to ownership;
- Notable composition of retired / seniors residents (proportion not available);
- Met municipality's Official Plan objectives for intensification, reuse of urban industrial lands; and, contamination remediation;
- Received reduced development charges for residential infill in older urban areas that are already on full municipal services;
- Awarded increased density approvals and zoning exceptions; and,
- Project costs estimated at 5% higher than an average "greenfield" development because of decommissioning and approvals.

Source: CMHC Residential Intensification Case Studies, Built Projects, 2004



RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

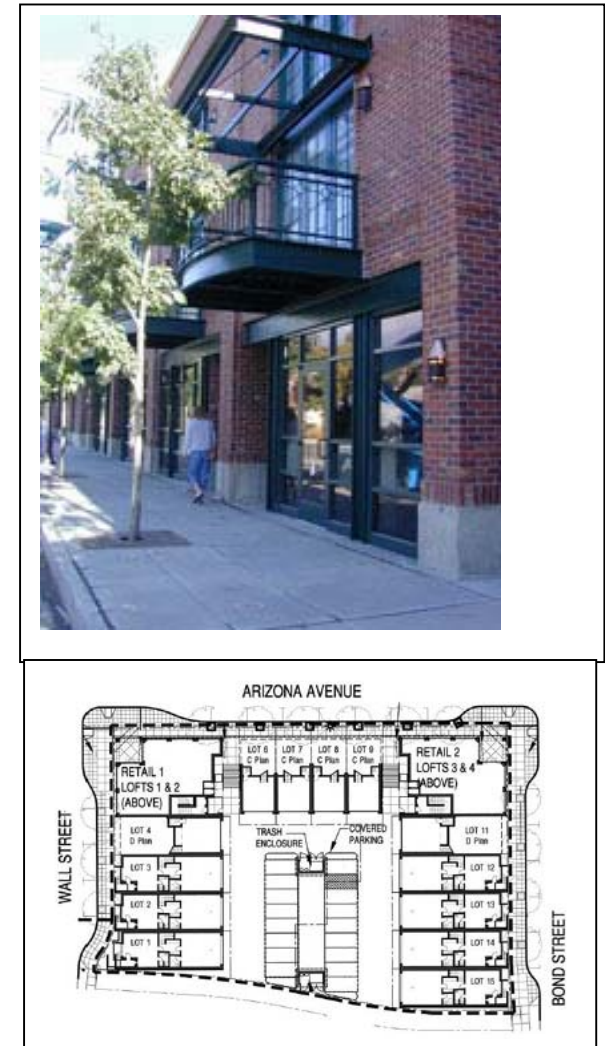
Mill Quarter, Bend, Oregon (completed, currently in sales)

Density: not available

Located in Bend, a city of 65,000 population, three hours east of Portland, the Mill Quarter development is a renovation of an historic lumber mill near the city's core. The City of Bend has experienced threefold growth in the last fifteen years, with extensive single detached residential development and an influx of people seeking improved access to the outdoors, small town amenities and a "simpler" life. The development is highly attractive for buyers who want to live closer to main street shopping and have limited property maintenance. Some key characteristics include:

- 13 freehold, street-related live/work units;
- Townhomes with live/work flex or commercial space potential on the ground floor;
- All units have a two-car garage accessed by a rear lane;
- Internal court for visitor parking and garbage storage;
- Architectural Review Committee oversees development; and,
- Use of commercial-grade, durable materials with longer life cycles and better sound isolation properties as compared with traditional wood-frame construction.

Source: www.millqtr.com



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Short Street Project, Saanich, British Columbia (2006)

Gross density: 157 uph

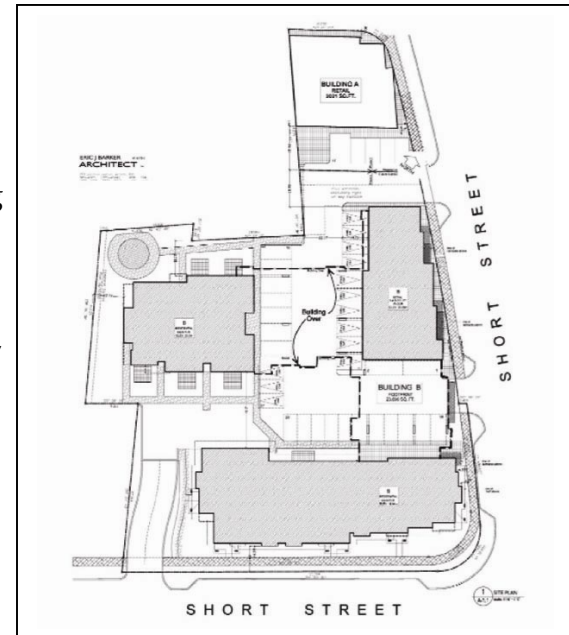
Site area: 4,584 m²

The Short Street project is a small site within a residential enclave in Saanich, a growing suburb of Vancouver. The Short Street Enclave was targeted by the municipality's growth strategy to develop nodes that can be served by bus transit and are within walking distance of existing amenities. The project replaced seven, older single-detached dwellings and a small commercial unit. The site is located along a major bus route on an arterial road, and close to a regional shopping mall.

The developers provided residents with bus passes, a communal car for a car-share program, and bicycle storage in the parking garage to encourage alternative modes of travel to car use. Some key characteristics include:

- 72 one and two-bedroom condominium units in 3 interconnected buildings;
- 3 ground-floor, convenience retail units;
- Maximum height: 5 storeys;
- Underground parking with on-grade visitor parking;
- Mostly first-time buyers; singles, married couples, seniors and some young families;
- Grade-related units have small patios;
- Re-zoning approval from single detached to multi unit and mixed use; and,
- Innovative bus pass strategy permitted reduction in parking requirements, improving the project's financial viability.

Source: CMHC Transit-Oriented Development Case Study



5.2 Selected Site Studies

In order to further illustrate the potential development opportunities which exist in St. Thomas' built area, three of the intensification sites were selected for further study. Joseph Bogdan Associates Inc. provided four potential redevelopment concepts for the following sites contained in **Table 3.3** and **Figure 3.1**:

- Site 2 (potential low density site);
- Site 21 (potential medium density site); and,
- Site 30 (potential high density site).

The following are concepts only and are not intended to represent a preferred development concept for any one given site.

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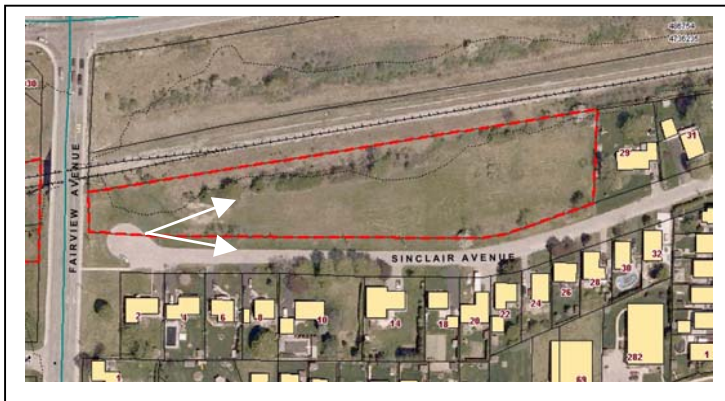
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Selected Site Studies, Site 2

Site 2 – A vacant park-like site fronting on existing single detached residential units and bounded by rail corridor and valleyland edge to the north.



Photo of site from Fairview Avenue towards Sinclair Avenue.



From a physical potential perspective, Site 2 was assigned potential for 19 singles, given it's surrounding context. However, a residential street development of 24 semi-detached homes with attached garages could also be accommodated and is shown above. A new parkette accommodates the site's depth and provides a landscaped buffer to the new homes.

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

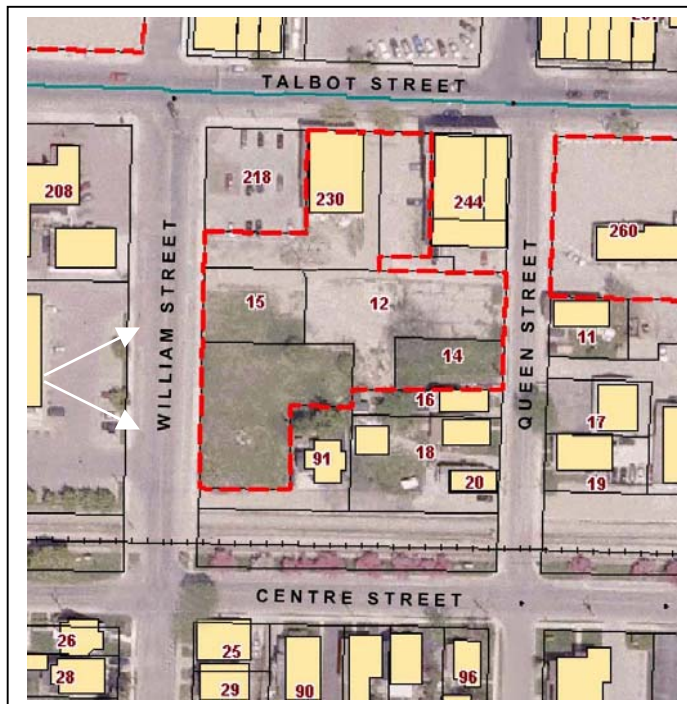
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Selected Site Studies, Site 21

Site 21 – A consolidation of singly-owned, vacant parcels with some frontage on three streets, including Talbot Street.



Photo of site along William Street.



A block development of 18 units: 9 townhouses with attached garages; 3 laneway townhouses and 6 live/work units along Talbot Street with rear lane access, garages and visitor parking.

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Selected Site Studies, Site 30

Site 30 – Partial Site Redevelopment – Vacant, mid-block site between residential and institutional use.



Partial Site Development Option: 2 Low-rise apartment / condominium buildings with surface parking. Parking area requirements limit the maximum number of units to approximately 60 (2 buildings of approx. 30 units each). Recent trends suggest that underground parking is preferable to surface parking for condominium development.

RESIDENTIAL INTENSIFICATION & REDEVELOPMENT CAPACITY ASSESSMENT REPORT FOR THE BUILT UP AREA

The Corporation of the City of St. Thomas

Selected Site Studies, Site 30

Site 30 – Full Site Redevelopment – Vacant, mid-block site between residential and institutional uses.



Full Site Development Option : A mix of 2 low-rise, terraced apartment / condominium buildings with underground parking and 10 townhouses with attached garages. Each building accommodates approximately 24 units depending on floor layout and suite mix.

6 SUMMARY OF KEY FINDINGS & NEXT STEPS

6.1 Key Findings

Key findings documented in this report include:

- There are few recent examples of semi-detached, townhouse and apartment development in St. Thomas;
- Recent infill development in St. Thomas has been single detached units;
- Intensification will require careful attention to reflect the unique aspects of the City's existing built form;
- The City has several important heritage properties, such as Alma College, which pose a unique set of challenges for redevelopment;
- St. Thomas has several widely known brownfield sites, which also pose a unique set of challenges for development;
- While the majority of potential intensification sites are classified as "infill" sites, there is a limited number of large infill sites in St Thomas as the majority of sites are less than 1 hectare;
- The estimation of physical potential for intensification established that there is an inventory of over 20 potential sites available for development within the City's built up area totaling an estimated 597 units;
- The supply includes a variety of sites, ranging from redevelopment and infill sites to adaptive reuse and brownfield sites;
- The market potential for intensification is estimated to be 464 units; and,
- While the market may dictate the shape and form of development which occurs on any given site, the urban design case studies and examples featured in Section 5 illustrate that there is a wide range of attractive options and opportunities for intensification development.

6.2 Recommended Target

Based on the analysis of physical potential and market potential for intensification in St. Thomas it is recommended that the City adopt the intensification target of 597 units for the twenty year planning period (2006-2026). The intensification target represents approximately 10% of the City's long term housing growth. The City should also use the built boundary identified in **Figure 2.2** of this report as a means of tracking future intensification. **Table 6.1** illustrates a breakdown of the recommended intensification target.

Table 6.1 Intensification Target, Summary Table				
	Low - Singles & Semis	Medium - Towns	High - Apartments	Total
Projected 20 Year Housing Demand	4,826 units	494 units	633 units	5,953 units
Intensification Target	307 units	43 units	247 units	597 units (10%)

6.3 Next Steps

It is recommended that the intensification target be incorporated in the City's twenty year land supply budget. The new Official Plan should include a series of policies which promote and facilitate, monitor intensification in St. Thomas.

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