Staff Report

Presented By: Jay Pausner, Manager, Planning and Development

Meeting Date: October 14, 2025

Subject: Bluewater Lands Proponent Selection

Attachment(s): February 26, 2024 Council Report

Recommendation

That Council approve Tim Welch Consulting Inc. as the selected proponent to design and construct the Town-owned Bluewater lands, located at 374 Bruce Street, Port Elgin.

Report Summary

The Town's Affordable Housing on Town-owned Lands Policy affords Saugeen Shores the ability to clearly and uniformly evaluate proposals for affordable housing on lands deemed appropriate by the Town. Following the adoption of the Policy, the Bluewater Lands were identified in 2024 to advance using the Policy. It is recommended that the consortium lead by Tim Welch Consulting Inc. be selected to undertake the housing and park development on the Town-owned lands located on Bruce Street, Port Elgin.

Background/Analysis

At the February 26, 2024 meeting, Council adopted the Affordable Housing on Town-owned Lands Policy (see attached Report which includes a sample flow chart for the process).

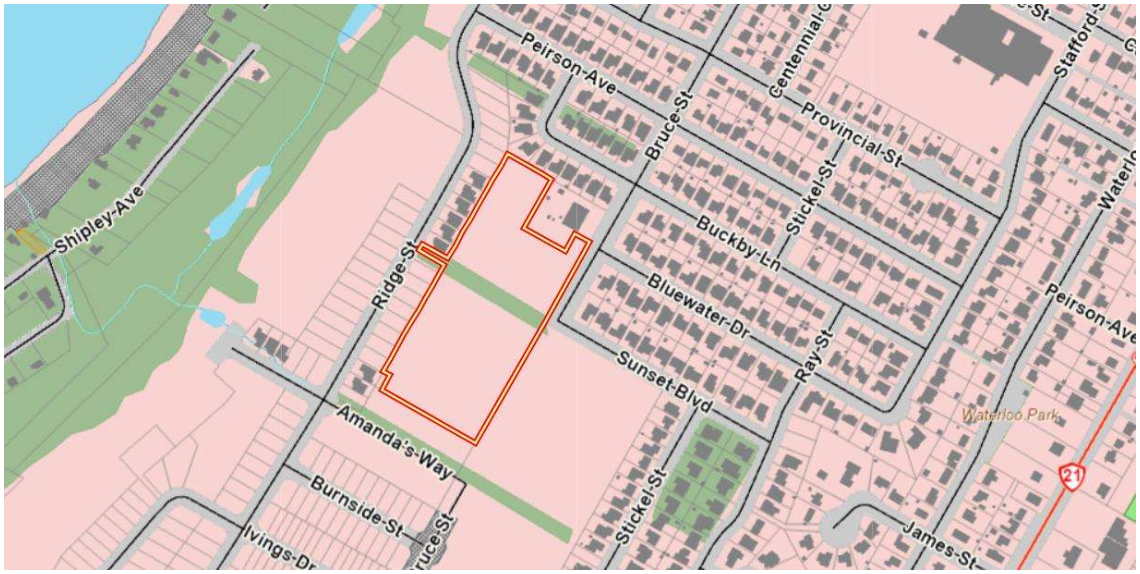
It was affirmed at the same meeting that the Bluewater Lands, located on Bruce Street in Port Elgin would be proffered as a site available for an affordable housing development using the Policy (see Subject Lands map below). These decisions allow the Town to be an active and direct participant in the advancement of tangible affordable housing construction in Saugeen Shores. Using Town-owned lands, the Town is able to create attractive, affordable housing opportunities for moderate- and low-income households, which are not adequately provided by the market alone.

Affordable housing for low-income households are households making less than 50% of the median household income in Saugeen Shores and where no more than 30% of household income is spent on housing (households making less than $88,000). Affordable housing for moderate-income households are households making at or less than the 60th percentile for household incomes in Saugeen Shores and are spending no more than 30% of household

income on housing (no data for Saugeen Shores but Bruce County households making less than $94,800). This data is from the 2021 census and will be updated as this process unfolds and supported by other contemporary measurements for affordability.

In June 2025, using the Policy as a guide, the Town issued a two-stage Request for Proposals (RFP) to seek competitive bids from qualified proponents interested and willing to work with the Town in building affordable housing along with a municipal park on these lands. The subject lands are 3.59 Ha (8.53 acres) in area and are adjacent to the YMCA Child Care at 374 Bruce Street, Port Elgin. The RFP recommended that the proposal consider approximately 0.81 hectares (2 acres) in size for a municipal park as part of the development and 2.64 hectares (6.53 acres) for the affordable housing along with the connection of Bruce Street from Sunset Boulevard to Amanda's Way.

Subject Lands



Current Site Conditions (looking southwest from YMCA Day Care lands)



Proposal Process
Following the Council approved process (attached). This report represents the second decision point for Council in the Process.

Proposals were evaluated using the Town Policy and the following criteria:

- Optimization of Land Use Planning Objectives.
- Percentage of proposed Housing Units which meet Affordability Parameters.
- Type of Affordability (low-income or moderate-income).
- Provision of Special Needs Housing.
- Urban Design Considerations.
- Costs to Town.
- Term of Commitment for Affordability.
- Competency of Proponent.
- Partnerships with Local Service Providers.
- Anticipated Timelines to Turn-key.

Proponents were also required to describe high quality park amenities and how parkland would be integrated.

Respondents were given one month to submit and there were 20 RFP takers. Proposals were submitted by Tim Welch Consulting and ConceptDash Inc. Both submissions met the criteria to be invited to the second stage of review which includes a preliminary Functional Servicing Brief to determine servicing viability and requirements. Tim Welch Consulting provided a submission for the second round while Concept Dash chose not to submit.

Based on the criteria, the Tim Welch Consulting submission scored 126 out of a possible 160 points.

Proposal Content
Details of the project elements include:

- A 0.8 hectare municipal park with the following suggested amenities: butterfly meadow, playground, outdoor ice pad, food forest, community garden, retention of existing treed windbreak and parking (subject to change through consultation).
- An affordable housing development with 140 or more housing units of various types in a medium density setting offering optimal integration with existing built form. Buildings include low-rise apartments and townhouses.
- All units qualifying for affordability parameters for moderate- and low-income households for at least 50 years, as noted above. The proponent is proposing one-bedroom unit rents below $1,400 with about 20% of units being below $1,000. For two-bedroom units, the proponent is proposing rents ranging between $1,300 and $1,895. These rents are well below the thresholds of the Town's Policy.
- Proposed design also offers 10 additional needs housing and it is intended that engagement with Community Living, Bruce County Housing and entities like Habitat for Humanity will occur.
- Preparation and implementation of a Community Consultation Plan requiring participation from the neighbourhood, community partners, First Nations and others.
- Town retains ownership of the land.

- Request for additional commitment by the Town of $450,000 to support design, consultation, studies, approvals processes, and a portion of site servicing.
- Occupancy in late 2027, early 2028.
- Functional Servicing Brief to demonstrate how the development would connect to water and sewer services and utilities as well as the needs for on-site stormwater management.

Proposed Development Concept (to be refined through further consultation)



Examples of low-rise apartment building and townhouses provided in the submission:









Next Steps

If the recommended proponent is approved by Council, the following will be the next steps (Town and Proponent roles are noted in brackets):

- Declare the residential portion of the land to be surplus and delineate the park (Town).
- Enter into Long-term Lease with Proponent (Town).
- Consult community on preliminary designs, including the park (Proponent).
- Prepare and finalize preliminary and conceptual designs for subject lands (Proponent).
- Complete Planning Process for Zoning By-law Amendment and Site Plan Approval (Proponent).
- Zoning By-law Considerations / Site Plan Review (Town)
- Finalize any off-site works and submit building permit application (Proponent).
- Commence Construction (Proponent).
- Occupancy (Proponent).

The attached February 2024 Report includes a sample process flow showing how Council remains engaged in this process. More specifically, decisions to declare the lands surplus, enter into development and lease agreements, and amend the Zoning By-law will be made by Council. Council will see this development three times before it is finalized.

Linkages

- Strategic Plan Alignment: Pillar 1: Meeting the Needs of a Growing Community
- Business Plan Alignment: Development Services Major Initiative

Financial Impacts/Source of Funding

$450,000 associated with this project will be included in the 2026 Business Plan and $250,000 was pre-budget approved. Funding source Housing Accelerator Fund (HAF).

Prepared By: Jay Pausner, Manager, Planning and Development

Reviewed By: Mark Paoli, Director, Development Services

Approved By: Kara Van Myall, Chief Administrative Officer

The Corporation of the
Town of Saugeen Shores

Staff Report

Presented By: Jay Pausner, Manager, Planning and Development

Meeting Date: February 26, 2024

Subject: Affordable Housing on Town-Owned Lands Policy - Update

Attachment(s): Affordable Housing on Town-Owned Lands Policy - Updated Draft
Process Flow

Recommendation

That Council adopt the Affordable Housing on Town-Owned Lands Policy.

Report Summary

The Affordable Housing on Town-Owned Lands Policy will guide decision-making consistent with Council's intentions for affordable housing projects to ensure high-quality housing projects deliver affordable housing in a timely manner that meet the long-term needs of the Town.

Background/Analysis

At the December 18, 2023, Council meeting, a set of principles for consideration of affordable housing projects on Town-owned lands was presented and discussed. Council directed staff to prepare an "Affordable Housing on Town-owned Lands" Policy incorporating the principles.

At the January 15, 2024, Council meeting, a draft Affordable Housing on Town-owned Lands Policy was considered. Comments were received from members and changes arising from those comments are reflected in the revised document, as underlined in the attached draft Policy.

Changes, as shown in the attached draft Policy are summarized as follows:

- Strengthening opportunities for partnerships with affordable housing providers or service organizations (see Section 6.a.7 under Competency).
- Clarifying how alternatives to Town ownership can be considered (see Section 6.b.i.c).
- Creating scoring for housing proposals that partner with service organizations (see matrix on the last page of Policy heading labelled Partnerships).).

Discussion

The Town's Attainable Housing Task Force recommended that working in partnership with affordable housing providers and service organizations would contribute to better affordable housing outcomes for the Town. Therefore, the Policy was revised to expand on the Principle of

Competency to include working with local affordable housing providers and service organizations (see Section 6.a.7 under Competency and a new element added to the scoring matrix labelled Partnerships).

This report also clarifies that the Town's preference is to retain ownership of Town-owned land but that there may be proposals which demonstrate exceptional quality in both substantive and formal approaches to delivering affordable housing that identify elements that go beyond meeting the Town's strategic objectives and/or the requirements of this Policy. Therefore, a new section was added to explain the Town's preference to retain ownership and to explain how decisions may be made for proposals which provide exceptional substantive and formal qualities (see Section 6.b.i.c).

Additionally, there was an identified opportunity to better articulate the key elements of any housing project for which Council will have a direct responsibility or provide input. The included process flow highlights that for typical affordable housing projects, there will be at least five (5) opportunities for Council to provide direct input and/or direction over projects. Additional inputs may arise depending on the scale/scope of housing projects or unique circumstances related to any identified land. Based on this, the revised policy maintains Council's delegation of authority to complete the final approval to the CAO.

This Policy is not an articulation of procedures; it is not a how-to guide. Rather, the intention is to express the overriding principles which will inform proponents of the Town's desire to meet the affordable housing crisis, as part of a coordinated effort, through the use of Town-owned land. Implementing this Policy will involve a diverse array of municipal tools (e.g. Planning Act, Municipal Act and competent administrative know-how). Therefore, the attached process flow also demonstrates a schematic understanding of how, at a high level, this Policy is to be implemented. However, because there are many unique issues associated with any potential project, the actual flow may be somewhat different than shown.

Linkages

- Strategic Plan Alignment: Strategic Pillar 1: Meeting the Needs of a Growing Community
- Business Plan Alignment: Development Services Business as Usual

Financial Impacts/Source of Funding

No costs or revenue associated with this report.

Prepared By: Jay Pausner, Manager, Planning and Development

Reviewed By: Mark Paoli, Director, Development Services

Approved By: Kara Van Myall, Chief Administrative Officer

Town of Saugeen Shores Corporate Policy

Policy Title:	Affordable Housing on Town-Owned Lands Policy
Policy Number:	POL-PLD-XXX
Category:	Planning and Development
Department:	Development Services
Author:	Manager, Planning and Development
Approved by:	Council
Resolution Number:	XXX-2024
Effective Date:	February 26, 2024
Review Date:	February 26, 2026

1. Intent

The purpose of this policy is to establish the guiding principles by which decisions are made with respect to affordable housing developments on Town-owned lands or on Town-owned lands that are sold to be developed for affordable housing.

2. Policy Statement

A Policy outlining principles which shall guide decision-making in respect of affordable housing on Town-owned lands.

3. Authority

This policy operates in accordance with the Town's Official Plan and is subject to all other municipal by-laws and Provincial legislation.

4. Scope

This Policy applies to Town-owned lands that have been identified by Council as being candidates for affordable housing development.

5. Definitions

5.1 "Council" means the Municipal Council of the Corporation of the Town of Saugeen Shores;

5.2 "Low Income Affordability" means housing which is no more than 30% of household income for households earning less than half of the median income for households in Saugeen Shores.

5.3 "Moderate Income Affordability" means housing that is no more than 30% of household income for households at or below the 60th percentile for household income in the municipality of the Town of Saugeen Shores.

5.4 "Policy" means the Affordable Housing on Town-Owned Lands Policy.

5.5 "Special Needs" means housing meeting the definition of Special Needs as contained in the Provincial Policy Statement. Note: If approved, the draft Provincial Planning Statement contains the phrase Additional Needs Housing which will replace Special Needs for this Policy.

5.6 "Town" means The Corporation of the Town of Saugeen Shores.

Policy

a. Framework

This Policy is made in respect of Town-owned land which has been identified by Council for affordable housing. The principles outlined herein shall be applied following such identification by Council.

Town-owned land can be used as a tool to directly and effectively support the creation and operation of affordable housing over the long-term. As such, it is necessary to focus attention on key principles to ensure affordable housing is provided over the long-term.

The Town will support affordable housing on identified Town-owned land that achieves and addresses the principles that maintain and respect the Town's strategic vision as a "naturally beautiful, active, healthy, and culturally vibrant place to live and grow". Affordable housing is key to helping people thrive while using Town-owned land to meet the needs of the growing community and other strategic directions.

The Town shall apply this Policy in the Request for Proposals (RFP) process, and/or other means of soliciting affordable housing projects, and to evaluate projects on Town-owned land for affordable housing. Likewise, proponents wishing to provide affordable housing on Town-owned land shall submit proposals which achieve these principles.

The guiding principles for the consideration of affordable housing on Town-owned lands are:

1. Optimization of affordable housing. The number of affordable housing units shall be optimized to ensure the land is used efficiently and the capacity of existing municipal services to support housing shall be closely examined. The need to expand municipal services will be a consideration.

2. Establishment of accommodations for Low- and Moderate-Income Households. Affordable housing is defined as housing for low- and moderate-income households where no more than 30% of gross annual income is spent on housing costs.
3. Long-term societal impact. Proposals must include a plan for how affordable housing shall be built and operated over the long-term.

4. Minimization of Town cost. Techniques, methods, the inclusion of other private and public bodies, and other general or innovative approaches to housing development shall be explored to ensure Town costs are minimized as much as possible.

5. Land Use Planning and Urban Design. Saugeen Shores land use planning is innately tied to facilitating appropriate growth while maintaining its small-town charm. All affordable housing developments shall provide good design which addresses the Town's land use planning objectives as expressed in the Official Plan, adopted Design Guidelines or other guiding documents endorsed by the Town.

6. Consultative Process. Proposals shall be supported by a consultative process including but not limited to engaging the neighbouring community, as well as indigenous peoples. This process shall be conducted at the appropriate stage(s) of the development. Relevant community service groups/organizations shall be consulted as needed.

7. Competency. Affordable housing builders and providers shall demonstrate competency and proven ability to design, build and operate affordable housing in a timely manner, and engage and partner with local, established affordable housing agencies, operators or not-for-profit organizations providing housing or social services.

b. Implementation and Review

i. Implementation

a. Request for Proposal (RFP)

To implement this Policy the Town shall primarily use the RFP process to outline Town requirements.

Except as outlined herein, a report shall be presented to Council for consideration on the disposition of affordable housing on Town-owned land and declaring the lands surplus to the Town's needs.

Alternative methods for soliciting affordable housing on Town-owned lands may be considered by Council, provided they are otherwise consistent with this Policy.

b. Criteria: Evaluation and Scoring

The principles outlined herein shall inform measurable criteria that will be used to evaluate every proposal for affordable housing on Town-owned land.

Each RFP shall delineate, using the criteria, an evaluation and scoring methodology specifically tailored to the land, its context/setting, and any special considerations identified by Council when establishing the Town-owned lands as candidates for affordable housing.

The *Affordable Housing on Town-Owned Lands Sample Scoring System Matrix* contained in this Policy (Attachment 1) provides information on how proposals will be evaluated and scored on submission and may be adjusted for each unique circumstance.

The CAO, or designate, shall evaluate proposals based on the criteria in this Policy.

c. Land Ownership: General

Although the Town preference is to retain ownership of Town-owned land over the long term, the Town may consider alternative disposition of land for proposals which demonstrate exceptional substantive and formal qualities.

d. Delegation

The administration of the RFP process is delegated to the CAO, or designate.

Decisions to approve or refuse proposals based on this Policy are delegated to the CAO, or designate.

Agreements following an approval based on this Policy, such as an Agreement for Purchase and Sale, will be considered by Council.

e. Review

This Policy shall be reviewed within two (2) years of its adoption and every five (5) years thereafter.

Attachment 1:

Affordable Housing on Town-Owned Lands Sample Scoring System Matrix

Optimization of Land Use Planning Objectives (can be scaled)	**Points**
Maximum Optimization	10
Moderate Optimization	5
Low Optimization	0
% of Housing Units which meet Affordability Parameters	**Points**
100%	50
80% to 99%	40
50% to 79%	30
20% to 49%	20
0% to 19%	0
Type of Affordability	**Points**
Low Income Affordability	10
Moderate Income Affordability	5
Special Needs Housing	**Points**
Incorporates Special Needs Housing	10
Does Not Incorporate Special Needs Housing	0
Design Considerations (can be scaled)	**Points**
Direct fit with Design Objectives	10
Modest fit with Design Objectives	2
Costs to Town (can be scaled)	**Points**
No Cost to Town	10
Costs Attributable to Town between $0 and $500,000	5
Costs Attributable to Town greater than $500,000	0
Term of Commitment for Affordability	**Points**
50 years or more	15
25 to 49 years	10
10 to 24 years	5
Less than 10 years	0
Competency	**Points**
5 similar projects or more of similar scale	5
1 to 4 similar projects of similar scale	2
0 similar projects of similar scale	0
Partnerships	**Points**
Identified partnership with local service providers	10
No partnership identified	0
Anticipated Timelines to Turnkey	**Points**
Within 18 months of execution of the Agreement with Town	10
More than 18 months from execution of the Agreement with Town	0

Affordable Housing on Town-owned Lands Sample Process Flow

