



Imagine that!

January 14, 2021

Mr. J. Scott MacKenzie, Q.C.
Chair and Chief Executive Officer
Prince Edward Island Regulatory and Appeals Commission
P.O. Box 577
Charlottetown, PE
C1A 7L1

RECEIVED

JAN 15 2021

The Island Regulatory
and Appeals Commission

Re: Town of Stratford – Municipal Restructuring Proposal

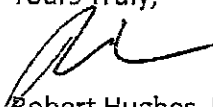
Dear Mr. MacKenzie:

Please find enclosed an application for a Municipal Restructuring Proposal for the Town of Stratford, specifically to adjust the Town's boundary to enable the development of a new Community Campus and a new residential subdivision. Also included in support of the application are:

- A detailed proposal prepared by Samantha J. Murphy.
- A map depicting the proposed new boundary.
- The Town's most recently approved financial plan as well as a certified copy of the Council Resolution to approve a supplementary budget for the acquisition of the Community Campus lands. Information about the financial impact of the boundary adjustment is included in the detailed proposal.
- The Town's most recently approved financial statements which include a list of existing capital assets. Information about the potential Community Campus assets is included in the detailed proposal.
- A certified copy of the Town Council resolution in support of this application.

The Town and the landowner have jointly engaged the services of professional planner, Samantha Murphy, to prepare this application on our behalf. Please do not hesitate to contact Ms. Murphy at (902) 629-5702 or sam@sjmurphyconsulting.com, or the undersigned at 902-569-6251 or rhughes@townofstratford.ca, if you have any questions or require any additional information.

Yours Truly,


Robert Hughes, FEC, P. Eng.
Chief Administrative Officer

Town of Stratford
234 Shakespeare Drive
Stratford PE
C1B 2V8

t. 902.569.1995
f. 902.569.5000
info@townofstratford.ca
www.townofstratford.ca

Encl



**FORM MGA-MR-1
PROPOSAL TO ESTABLISH, RESTRUCTURE, DISSOLVE A
MUNICIPALITY**

PURSUANT TO THE *MUNICIPAL GOVERNMENT ACT* R.S.P.E.I. 1988, CAP. M-12.1., SEC. 15, AND
PRINCIPLES, STANDARDS AND CRITERIA REGULATIONS

Completing your Application: Important Information

- ✓ The Principles, Standards and Criteria regulations will be used to evaluate all proposals. Proposals must demonstrate the ways in which they meet the requirements in the regulations.
- ✓ If your proposal is below thresholds set out in the MGA, a record of ministerial approval must be attached to this submission in order for the application to proceed.
- ✓ It is the responsibility of the municipality or the person or persons petitioning to establish, restructure or dissolve a municipality to ensure that all applicable provisions in the *Municipal Government Act* and Regulations have been addressed in this proposal.

PART 1: GENERAL INFORMATION: DESCRIPTION OF PROPOSAL

1. This proposal is to: **Restructure a municipality**
2. Reason for the proposal: **Annexation of 60 acres to facilitate the Stratford Community Campus, including a new high school, and a residential development.**
3. Names of all adjoining municipalities or unincorporated areas and any other municipality or unincorporated area that may be affected: **Adjoining: Charlottetown, Alexandra, Hazelbrook, civic addressing community of Bunbury. Only the civic addressing community is affected.**

PART 2: INSTRUCTIONS FOR COMPLETION OF THIS FORM

- Complete **Box A** if proposing to **establish** or **restructure** a municipality
- Or**
- Complete **Box B** if proposing to **dissolve** a municipality.

Box A: Proposal to Establish or Restructure a Municipality

Required Information: If you are proposing to establish or restructure a municipality, you must submit the following information:

- ✓ Financial plan
- ✓ Capital assets, both existing and proposed

- ✓ A map depicting, in detail, the new boundaries being proposed
- ✓ A copy of the resolution by council to approve making application to establish or restructure a municipality
- ✓ If proposal is being submitted by a group of petitioning electors, a copy of the petition and the name of the representative for the petitioning electors in a format that complies with subsection 15.(6) of the MGA

1. What is the proposed name: **no change**
2. What is the proposed class: **retain town class**
3. What is the office location: **234 Shakespeare Dr**
4. A financial plan is included: **Yes**
5. What is the estimated total property assessment: **current total property assessment is \$882.5M, with an estimated combined increase of \$20-40M in residential and commercial assessment**
6. What is the estimated population: **2016 Census: 9706, estimated to be more than 11,000 in 2020, estimated addition of 65 with future residential development**
7. List proposed services to be provided: **Stratford is a full-service municipality and central sewer and water services would be extended to the new properties as appropriate (see attached proposal for details).**
8. List of all capital assets, existing and proposed: **See attached**

Submission Checklist – please ensure that the following information is included:

- A map depicting the new boundaries being proposed;
- The financial plan for the new municipality;
- A copy of the resolution(s) approving submission of the application; and
- All additional information and documentation demonstrating compliance with the *Municipal Government Act* Principles, Standards and Criteria Regulations.

Box B: Proposal to Dissolve a Municipality


1. What is the name of the municipality proposed for dissolution: [Click here to enter text.](#)
2. Is a copy of the resolution approving application attached: Choose an item.
3. A plan for sale/transfer of assets must be submitted with this application. Is the plan attached? Choose an item.
If no, provide details and a submission date for the plan: [Click here to enter text.](#)

- 4. A plan for settlement of debts/obligations must be submitted with this application. Is the plan attached: Choose an item.
If no, provide details and a submission date for the plan: Click here to enter text.
- 5. Have any other plans been established to address dissolution issues? If so, please provide any additional information that is applicable: Click here to enter text.

PART 3: ADDITIONAL INFORMATION

Please provide any additional information that you think will assist in the assessment of this proposal: **Please see attached proposal and supplemental information.**

Signature:

<u>Robert Hughes.</u> Name (Print)	 Name (Sign)
<u>Chief Administrative Officer</u> Title	<u>January 15, 2021</u> Date of Submission

Contact Information:

Municipality (If Applicable):	<u>Town of Stratford</u>
Address:	<u>234 Shakespeare Dr, Stratford, PE, C1B 2V8</u>
E-Mail:	<u>rhughes@townofstratford.ca</u>
Phone Number(s):	<u>902.569.6251</u>

Personal information of applicant(s) on this application is collected under the *Freedom of Information and Protection of Privacy Act* of PEI, Section 31(c), as it is necessary for processing this application to establish, restructure or dissolve a municipality.



Imagine that!

TOWN OF STRATFORD COMMUNITY CAMPUS MUNICIPAL RESTRUCTURING PROPOSAL

PREPARED ON BEHALF OF THE TOWN OF STRATFORD BY:
SAMANTHA J. MURPHY, RPP LPP MCIP
SJ Murphy Planning & Consulting

January 8, 2021

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Executive Summary

The Town of Stratford, located immediately to the east of the City of Charlottetown, has consistently been among the fastest growing municipalities in Prince Edward Island and the fastest among the province's cities and towns, resulting in continued pressures to meet the service and housing needs of current and future residents. The Town offers a full range of services to its public, ranging from a water and sewer utility, land use planning, a library, sidewalks, trails, recreation programs, and more.

The Town and its residents have identified new and enhanced recreational facilities as a priority for public investment, to be developed in conjunction with a new provincial high school. The community campus would bring together a mix of recreational and fitness activities, ideally co-located with the school. The Stratford Community Campus initiative includes land for town recreational facilities, fields and courts, as well as land for the new high school, responding to the educational, recreational, and social needs of the community well into the future.

After study, the Town identified an appropriate site for the Community Campus and entered into purchase and sale agreements to acquire the properties. A portion of the land identified by the Town is located beyond the Town's boundary along the Bunbury Road. In order to proceed with the Community Campus, the Town and the landowners, 101523 P.E.I. Inc., are first applying to restructure the Town's boundary through the annexation of two properties – the portion of PID 608141 not currently located within the current boundaries and an adjacent property, PID 814095, located at 407-409 Bunbury Road. Parcel 814095 is included in this application by virtue of its location in relation to Parcel 608141 and does not form part of the Community Campus project or the proposed residential subdivision. Following the boundary change, applications will be made to the Town of Stratford regarding the zoning of all parcels involved in the Community Campus and remaining lands, which are intended to be developed by 101523 P.E.I. Inc. for residential use.

The proposed annexation will have a limited direct impact on residents and property owners as it involves only two properties, upon which is located a single two-unit dwelling, resulting in an initial population increase of just two existing households. The development of Parcel 608141 would result in land use changes from agricultural and wooded areas to residential and institutional uses. The restructuring would allow the Town, the Province, and private landowners to develop the properties in such a way as to meet the long-term priorities of the community.

The Town of Stratford, in conjunction with 101523 P.E.I. Inc., has developed this application for a restructuring through the annexation of two parcels; the portion of PID 608141 beyond the Town's boundary and PID 814095. The total area identified for annexation involves approximately 60 acres (PID 608141) and 0.57 acres (PID 814095), for a total of approximately 61 acres.

Following a successful restructuring process, the Town will acquire an estimated 123 acres from Parcel 608141 and 47 acres from Parcel 1086107, for a total of 170 acres to be purchased. Of that acreage, the Town expects to sell approximately 30 acres to the Province for the high school project and 26 acres to the Business Park Corporation. 101523 P.E.I. Inc. will retain just over 20 acres from Parcel 608141, to be used for new residential development.

Concept Background

For the past several years, the Town of Stratford and its residents have been advocating for the construction of a new provincial senior high school within town boundaries. As part of the discussions, the Town has been exploring a community campus concept to co-locate a range of recreational and wellness activities adjacent to any new school.

After discussion and public engagement, the Town engaged the Atlantic Evaluation Group to develop an assessment of the student projections to confirm the future education needs for Stratford and the Glenn Group Ltd to develop a concept of the community campus to determine the amount of space required.

Eventually, several potential sites of sufficient size were identified and ultimately an area comprised of two parcels between the Bunbury Road and the Stratford Business Park were selected as the most appropriate location. The parcels in question were identified as the preferred location for the Community Campus project following a review of comparable properties large enough to accommodate the proposed uses. The selected site met a range of significant criteria, including multiple access points to enter and exit the campus, access to much of Stratford's core area, and a fairly level surface area.

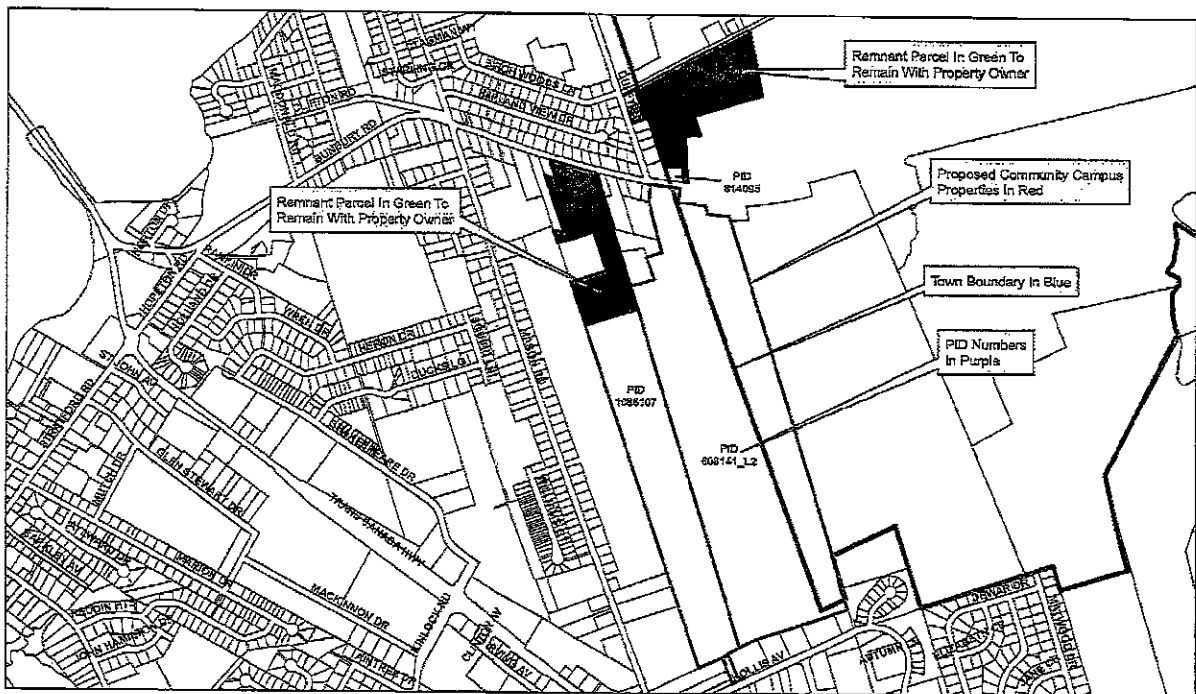


Figure 1 - Proposed Community Campus site and retained portions in relation to current town boundary

The Town of Stratford has entered into agreements to purchase 170 acres of land for the new Stratford Community Campus, which will house a new high school and community wellness and recreation facilities. A portion of one property (PID 608141) extends beyond the Town of Stratford's eastern boundary, located in the unincorporated civic address community of Bunbury.

The Town is seeking to extend the municipal boundary to bring in the entirety of parcel 608141, 59 acres of which are currently beyond the Town's boundaries. The proposal has been developed in collaboration with the owner of the property in question, 101523 Inc. While not directly included in the community campus project, the restructuring proposal also includes parcel 814095 (407/409 Bunbury Road) based on its location in relation to PID 608141.

Affected Properties

The lands proposed for annexation consist of the following:

Parcel #	Area	Future Ownership
608141	21 acres	Current Owners
	38 acres	Town
814095	0.57 acres	Current Owner

Two primary projects are associated with this restructuring proposal:

Stratford Community Campus

- The primary components of the Stratford Community Campus project include a new provincial high school in an area to be acquired by the Province (exact location on the subject property to be determined as project design progresses), along with municipal facilities featuring a range of recreational activities. The Stratford Community Campus will be developed over a period of years and will include the new high school, sport fields, multi-use courts, trails and a community wellness centre. There is also sufficient reserve land for a future junior high. The total cost to acquire the land was approximately \$2.4 million. As part of the overall concept, the Town of Stratford will sell the following:
 - approximately 30 acres of the property to the Province for the high school – the Province's Fall 2020 budget included an additional \$4.1 million toward the construction of a high school in Stratford.
 - 26 acres to the Business Park for an extension of the business park expansion.
- The two areas are anticipated to sell for a total of about \$844,000, bringing the Town's net cost to about \$1,656,000.

Residential Development

- PID 1086107, while part of the overall Community Campus initiative, is fully located within town boundaries and does not form part this proposal except insofar as the purchase and sale agreement for this parcel contains a clause that makes the sale subject to approval of the annexation. The current owners will retain approximately 17 acres and, pending a provincial decision on the restructuring proposal, will apply for a change in zoning under the Town's Official Plan and Zoning and Subdivision Control (Development) Bylaw for low density residential uses.

- PID 608141, the other parcel required for the Community Campus project, is only partially located within town boundaries, leading to this restructuring proposal. The current owners of parcel 608141 will retain 20 acres north of the Bunbury Road and, pending a provincial decision on the restructuring proposal, will apply to have zoning applied to the property under the Town's Official Plan and Zoning and Subdivision Control (Development) Bylaw for low density residential uses.

Should the Town and the landowners be successful in the application to annex the properties in question, the next steps will be to apply the appropriate zoning to the properties and sever the parcels to be sold to the Town, including the areas to be transferred to the Province for the high school and to the Stratford Business Park. The current owners of the two parcels would then pursue residential developments in the areas they would be retaining.

Future Land Ownership

Parcel #	Acreage Breakdown	Future Ownership	Proposed Future Use
PID 608141	Approximately 20 acres	Current Owners	Residential development
	Approximately 123 acres	Town	Approximately 30 acres – Province for school 26 acres – Business Park 114 acres – community campus
PID 1086107	Approximately 47 acres		
	Approximately 17 acres	Current Owners	Residential development
PID 814095	0.57 acres	Current Owner	Existing residential structure, not related to project

Access

The proposed residential development on the northern portion of Parcel 608141 would be accessed from a new street that is expected to connect to the Duffy Road in the vicinity of Birch Woods Lane.

The area to be acquired by the Town would be accessed by a new entrance on the Bunbury Road, as well as from a right of way parcel currently owned by the Stratford Business Park Corporation off Hollis Ave, which would facilitate the creation of new business park lots. Future access may also be created from the Mason Road at such time as PID 190058 to the east of the Mason Road (currently zoned R1) is developed. The extent to which the various future uses would be connected internally would be determined during the final concept design stage.

Servicing

Water and sewer infrastructure currently ends at the Duffy Road and would be extended to the new developments, both residential and institutional. A new pumping station will likely be required to service the new residential development north of the Bunbury Road due to the topography of the area. The nature and scope of utility infrastructure expansion would be more fully determined at the

development stage but would be treated as any other infrastructure expansion required as a result of a new development.

The new connection of Stratford's wastewater delivery system to the Charlottetown Pollution Control Plant ensures expanded capacity for wastewater connections.

Municipal Services

The Town's Community Campus project, in coordination with the new provincial high school, will supplement recreational and other services offered to the public, as well as providing for the expansion of the business park to promote expanded commercial and economic activity.

An existing pedestrian and trail network currently runs along Hollis Ave, connecting to new subdivisions on Autumn Lane and Balderston Ct, and is expected to be extended through the new area as it develops.

Public Engagement – Boundary Change

Public outreach has been ongoing on the overall initiative for several years and residents have been updated on each stage of the project (see Appendix A). More specifically to the site location and the need for a boundary adjustment, a media release was issued on November 26, 2020, identifying the properties and noting both that a boundary change is a necessary step for the project to proceed as proposed and that the current landowners will be applying to re-zone their remainder parcels as Single-Family Residential R-1. No specific feedback was received from the public in response to the media release, which was covered in local media, including the Guardian (online November 26, 2020, print November 30, 2020) and CBC (November 26, 2020).

Direct Outreach

In light of the timelines set out in the purchase and sale agreements and current public health requirements, it has been determined that outreach to property owners adjacent to the subject properties would take the form of a letter sent directly to nearby property owners within 150 m of the site, the same criteria as is used in the case of zoning amendments under the Development Bylaw. This communication will be undertaken in order to respond to any questions that might arise, in conjunction with the submission of the proposal and application to the Island Regulatory and Appeals Commission.

Additional public consultation will also take place during future rezoning stages following the boundary adjustment, where more details on the zoning and subdivision concepts will be provided.

Site Characteristics

Parcels 608141 and 1086107 are both large parcels (approximately 141 acres and 64 acres respectively) located on the eastern side of the Town, connecting existing residential neighbourhoods in the Bunbury area to the business park and residential neighbourhoods between Hollis Ave and the Trans-Canada Highway. Both are largely in agricultural use currently, with a wooded area at the

southern end. Parcel 1086107, which is not involved in the restructuring application, is located between the Bunbury Road and Hollis Ave in the Business Park. Parcel 608141 is split by the Bunbury Rd, running east of the Duffy Road between Hamms Lane and the Bunbury Rd and south of the Bunbury Rd toward Hollis Ave, sharing a mutual boundary with Parcel 1086107. Both parcels contain watercourse or wetland features (Bouyer Creek), feeding into the Hillsborough River system; the Town has undertaken a Phase 1 environmental assessment which indicated that there is no environmental contamination on the site. In keeping with its commitment to sustainability, the Town will incorporate the appropriate natural areas protection as part of the development of the properties. It is estimated, based on analysis performed by Turner Drake, that approximately 1.34 acres are watercourse and wetland areas, including all buffers.



Figure 2 - subject properties, with natural features and neighbouring uses

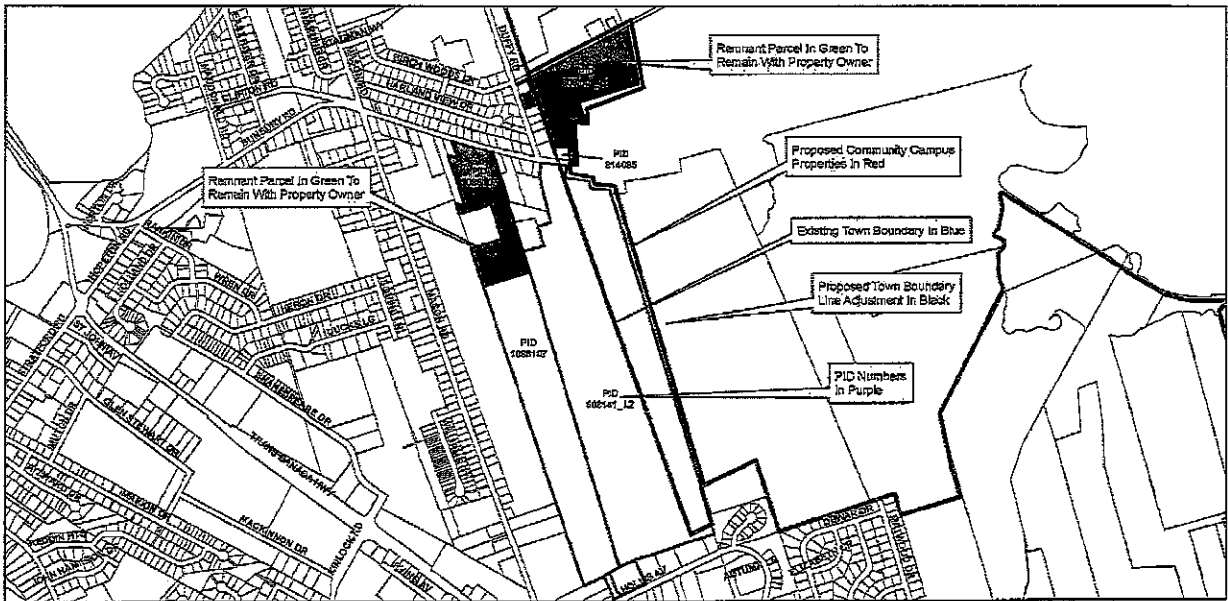
The second parcel included in the restructuring proposal, PID 814095, is a smaller property featuring an existing duplex rental structure located at 407/409 Bunbury Road. Given the configuration of the northern portion of Parcel 608141, which wraps around and fronts on the Bunbury Rd east of PID 814095, it was deemed appropriate to include the property in the proposal, with the property owner's agreement. The proposed new boundary alignment is depicted below with the hatched line (Figure 3).

Zoning and Land Use Implications

Parcel #	PID 608141	PID 814095
Current Use	cultivation and wooded	Two-unit residential
Current Zoning	Within town	Beyond town: no zoning, located in the Stratford

Parcel #	PID 608141	PID 814095
	A1 – Agriculture M1 – Light Industrial Beyond town: no zoning, located in the Stratford Region Special Planning Area	Region Special Planning Area
Anticipated Future Use	Institutional – school, recreation facilities (102 acres) Light industrial / business park (26 acres) Low density residential (20 acres +/-)	Retain existing residential use (0.57 acres), low density R-1
Adjacent Uses	Residential development to the west on the north side of the Duffy Road Agricultural uses to the east and on both sides south of the Duffy Road Business Park and residential adjacent to Hollis Ave	Residential to either side, PID 608141 to the north

Proposed Restructured Boundary – Town of Stratford



Note: proposed boundary shown in black to align with the property boundaries of PID 608141, encompassing both PID 814095 and PID 608141 in their entirety within the boundaries of the Town of Stratford.

Last revised: January 8, 2021

Figure 3 Proposed Restructured Boundary

Public Benefits

The proposed annexation offers several benefits to the Town and its public. First and foremost, the acquisition of land for the proposed high school will respond to a long-standing desire on the part of the Town and residents to see a new high school. The Province has allocated \$42.1M, including the latest funding announced in its 2020 Fall Capital Budget, for the project but has indicated that it is now waiting for the Town to proceed with the acquisition of the required land before moving forward any further on the project.

The other significant benefit of the annexation is the associated Stratford Community Campus. While the campus remains at the concept stage, it is expected to include a range of recreational facilities, including trails, a possible rink, the relocation of existing soccer fields from the Business Park, and other facilities (see Appendix B for concept details). The details of the project will be further developed following the resolution of the restructuring process, but several public engagement exercises have already been undertaken (Appendix A provides a summary of engagement activities related to the project).

The negotiations to acquire the land for the Town has also resulted in an interest on the part of the current owners to develop the retained portions of their properties for residential uses, and the Town also intends to transfer just over 26 acres to the Stratford Business Park at the southern end of the properties for the expansion of the Business Park.

Conformity with the *Municipal Government Act* and Regulations

1. Standards and Criteria for Towns

The proposed restructuring involves one principal parcel, as well as one smaller adjoining property. The current owners of the primary parcel are co-applicants in this proposal and the owner of the adjoining parcel is supportive and accepting of the annexation. As a result, section 14 of the Principles, Standards and Criteria Regulations under the *Municipal Government Act* would apply, in relation to both clauses (a) and (c), as the restructuring by annexation both satisfies the desires of the Town to expand services available to its public and the broader region, while permitting the current owners to explore new options for the development of the 21 acres they will retain.

While section 14 exempts the proposal from the full list of considerations under section 13, being as it is a minor restructuring, this proposal satisfies the Principles set out in section 2 of the Regulations and demonstrate that the proposal supports ongoing municipal functions.

2. Fundamental Principles

2.1. Current or future ability and capacity of the municipality to meet the immediate and long term needs of residents within the proposed boundaries.

The Town of Stratford is already in the fortunate position of having the ability and capacity to meet the immediate and long term needs of residents; that ability and capacity is strengthened under the proposal to restructure through the annexation of two parcels. While a successful restructuring would

result in an estimated 60-65 new residents in the Duffy Road area, and by extension, an estimated 100 new residents through the subdivision of Parcel 1086107 once the larger project moves forward, existing services are adequate to support those residents and any infrastructure costs would be offset by additional tax revenues. The increase in population would be in the 1-2% range, with the additional area representing about a 1.2% increase in land mass. The new residential developments (annexed land plus portion of PID 1086107) could yield between 63-70 new residential units, depending on final lot configuration. Additional municipal parkland and recreational spaces would also be created as a part of the proposed subdivisions, in accordance with the Town's parkland dedication requirements.

2.2. Financial viability of the municipality as a result of the restructuring

The proposed restructuring will not substantially alter the financial viability of the Town of Stratford. The municipality is financially healthy, with a strong assessment base and sufficient revenue streams to accommodate the new properties. Any new servicing costs will be offset by the increased assessment and capital investments for the Community Campus will be undertaken over time as financial capacity and funding programs permit. Infrastructure costs relating to the residential subdivisions will be the responsibility of the developers. A conservative estimate of the increase in residential assessment would be \$20M. Additional commercial assessment would be generated through the expansion of the business park, estimated to be around \$5.3M.

The direct budgetary implications of the project for the Town as a result of the project are outlined below.

Immediate Costs		Offsets	
Land Acquisition	\$2.5M	Sale of land to Province	Estimated \$844,000
		Sale of land to Business Park	
Future Development Costs			
Site Servicing (road, water, sewer, electrical)	\$10M	Additional residential tax revenues – new development at full build-out	Estimated minimum \$91,000 / year (2 residential developments)
Facilities and related infrastructure		Additional commercial tax revenues at full build-out	Estimated \$62,000 / year
Wellness Centre	\$25 million	Potential:	
Sport Fields and multi-use courts	\$15 million	Tax increases	
Trails	\$2 million	Infrastructure funding Other funding	

The Town will be financing the purchase of the land and some of the infrastructure development for the Community Campus through borrowing, offset by increases in a number of tax rates in 2020 and in 2021.

Other Cost implications

- High School (Province) - \$4.1 million was announced in the 2020 provincial Capital Budget, for a new total of \$42.1 million to continue developing a new school within Stratford as a net-zero ready facility (source: Government of Prince Edward Island 2020 Capital Budget Highlights)
- The cost of the land will not impact resident taxes beyond the increases identified for 2020 and 2021 but the development of the amenities on the site and other priority spending areas could impact tax rates in the future, depending on what residents identify as desired services and facilities during the consultation and design stages.

2.3. Stable Base of Economic Activity

Stratford has a strong existing base of economic activity, with a cluster of commercial activities at the Hillsborough Bridge entrance to the town, a cluster of commercial developments further along the Trans-Canada Highway featuring a gas station, large grocery store, and other related commercial activities, and an established business park. The town is host to pharmacies and clinics, public and private recreation facilities, a range of retail and eating establishments, tourism-related businesses, and public administration and private sector office space.

The restructuring would support the economic activity within the municipality by enhancing services and facilities available to residents and providing additional opportunities for employment and commercial expansion through the business park. Likewise, expanding the areas available for residential development within the municipality adjacent to existing serviced areas will promote the efficient use of land through development on central services.

Of the existing business park lands, only approximately 16 acres remains, none of which is currently serviced with access to public streets. Moving the existing soccer fields currently located in the business park to the new community campus could free up another estimated 17 acres of developable land within the business park, in addition to the 26 acres of business park land to be acquired by the Town and transferred to the Stratford Business Park as part of the Community Campus initiative. This combined expansion would facilitate the development of Phase 3 of the Park.

While the additional newly acquired 26 acres will be transferred to the Stratford Business Park, the proposal involves retaining the current M1 (Light Industrial) zoning in order to enable additional light industrial uses adjacent to the existing similar uses at the southern end of the Mason Road.

2.4. Impacts on the ability of another existing municipality to expand its boundaries or provide services to its residents

The Town of Stratford is bordered by Charlottetown on the west and Hazelbrook and Alexandra to the east, with a significant portion of the north-eastern boundary bordering on unincorporated areas with no local government.

The proposed restructuring will have minimal impact on other municipalities as the properties to be annexed are not adjacent to the neighbouring municipalities. Should either Hazelbrook or Alexandra determine that a restructuring would support their ability to provide municipal services in the future, their efforts would not be hindered by this boundary adjustment as they are more likely to look to their neighbours to the east for discussions in this regard.

The two properties in this proposal currently receive fire protection from the Cross Roads Fire Department, which also serves the Town. The proposal will not result in any change in fire protection services for the property owners or service area for the fire department, the only change being the format through which fire dues are collected.

2.5. Long term vision of the services it intends to provide its residents in the immediate and long term

The proposed municipal boundary adjustment would facilitate a planned approach to enhancing community services, as well as increasing the land mass available for residential development. The Town's acquisition of approximately 170 acres will enable the expansion of public services. The project concept is supported by a range of official plan objectives and policies regarding the connectivity of active transportation networks, expansion of the Town's water and sewer infrastructure, supporting the mental, physical social well-being and health of residents through expanded recreation facilities and resources, continued economic development, the siting of a new school, the opportunity to expand the Town boundaries to accommodate efficient use of land resources, and the protection of local natural features including wetlands.

2.5.1. Community and Educational Services and Facilities

The Town has explored a community campus approach to enhancing the recreational needs of the residents and adding to the existing recreational facilities located within the town. The Town has undertaken public engagement to identify the priority uses on the proposed community campus and there is public support for the additional services (see Appendix B). Through public engagement exercises, a range of potential recreational facilities and activities were identified (see Appendix A)

For many years, the Town and its residents have been pointing to the need for a high school located within Stratford to meet the needs of the local population. Currently, students are bussed to Charlottetown Rural High School.

2.5.2. Housing

As has been the case elsewhere in the province, Stratford has been experiencing pressures in housing availability, and with higher average assessments, arguably housing affordability challenges as well, although the extent of this will be confirmed through a forthcoming housing needs assessment. Regardless, the current pace of house sales in the municipality is a clear indication that there is appetite and demand for further housing options.

2.5.3. Economic Development and Business Park Capacity

The Town developed a business park in the early 2000s. The Business Park has since expanded and includes a range of retail, service, recreational, and general commercial activities. The addition of new

business park land available for development would allow for the next phase of the Park to be undertaken. The continued expansion of the Business Park is support by official plan policies.

2.6. Support for ongoing municipal functions

Based on the foregoing, the proposed annexation is directly related to the support of ongoing municipal functions, facilitating future residential development, and meeting the Town's goals of expanding economic opportunities and local municipal services. Coordination with the Province will enable to enable the siting of the new school within Town boundaries, a significant priority for the local community.

The future residential development enabled under this initiative would help to alleviate current housing pressures, and given the location of the properties, in a central and connected form. Both water and sewer services run along the Bunbury Road, currently stopping at the Duffy Road. The location of the future residential development would facilitate the efficient extension of existing water and sewer services and connectivity through the central areas of the town, avoiding premature development leapfrogging over non-residential areas to areas where central servicing would be cost-prohibitive, and reducing the pressure for unserviced development beyond the Town's boundaries.

Until recently, the expansion of the business park and additional residential developments was constrained by capacity limits for the Town's sewer system. With the connection of the Town's system to the City of Charlottetown's pollution control plant anticipated to be completed by the end of January, however, those constraints will have been alleviated.

3. Other Considerations – Special Planning Area

The Stratford Region Special Planning Area (SPA), along with three other similar special planning areas, were developed in or around 1995 in part to protect newly amalgamation municipalities from undue servicing pressures from beyond their boundaries and to direct urban style development and settlement patterns to areas with central services, while protecting agricultural and resources land uses. The Stratford Region Special Planning Area is established in section 63 of the *Planning Act* Subdivision and Development Regulations (SDRs) and is depicted on Map 8 of Appendix A in those regulations. The specific objectives outlined in subsection 63(3) are:

- a. to minimize the extent to which unserviced residential, commercial and industrial development may occur;
- b. to sustain the rural community by limiting future urban or suburban residential development and non-resource commercial and industrial development in order to minimize the loss of primary industry lands to non-resource land uses; and
- c. to minimize the potential for conflicts between resource uses and urban residential, commercial and industrial uses.

The SPA follows the Stratford boundary and establishes special criteria for subdivision and land use adjacent to the Town. Municipal planning authorities located within an SPA must ensure that their planning documents are consistent with the SPA regulations (*Planning Act*, section 8.1). Under

subsection 2(2) of the SDRs, where a special planning area includes a municipality or part thereof with an official plan and bylaws, no council may issue a permit unless the proposed development complies with the regulations established for that SPA – the SPAs are, in effect, the only part of the SDRs that apply to municipal planning authorities.

Even with an adjusted boundary, the annexed parcels will be subject to the SPA regulations, unless the regulations are amended. Under subsection 63(4) of the SDRs, the subdivision of existing parcels is limited to one single lot, which may be used for one of the purposes listed in the subsection. Clause 63(5)(c) extends an exception to this limitation for, among other things, subdivisions for single-unit dwellings where central sewerage service or central water services or both are available and will be provided to all lots prior to the conveyance of any lot from the approved subdivision. This scenario would apply in the case of this initiative, as the proposed residential developments will be fully serviced. Even without an amendment to the SDRs to adjust the boundary of the SPA to match a new town boundary, the proposal will support and satisfy the objectives of the SPA, promoting orderly and well-planned development over time.

An additional alternative approach is enabled under subsection 63(10), which allows municipal planning authorities to amend their official plan and bylaws with alternate standards, provided the approach is consistent with the objectives set out in subsection (3), meets the minimum requirements of section 7 of the *Planning Act*, limits the number of unserviced lots in residential subdivisions to no more than 5 lots, and meets statistical reporting requirements.

While it is anticipated that the Town of Stratford will submit a request to the Lieutenant Governor in Council that Appendix A, Map 8, of the SDRs be amended to align with the new boundary, reflecting the annexation, the Town will, in the absence of such an amendment, explore the development of policies in accordance with subsection 63(10) that are consistent with the objectives set out in 63(3).

Conclusion

Proposal Benefits

The proposed restructuring will provide a range of public benefits and will:

- enable the proposed Stratford Community Campus initiative, including a new provincial high school;
- increase future residential development, contributing to the alleviation of existing housing pressures;
- increase economic development opportunities in the Business Park, attracting jobs and investment opportunities to the town, which will have far-reaching positive impacts on the community;
- provide for more sustainable and environmentally sensitive growth by enabling increased residential development on shared services;
- moderately increase the Town's property tax base, particularly in the business park area, offsetting service demand related to new development and enabling the provision of enhanced services and the development of additional programs and initiatives;
- facilitate the expansion of the Town's water and sewer utility; and
- extend land use planning to two properties not currently protected by comprehensive land use planning.

Proposal Implications

As with any public initiative, there will be some associated costs and considerations, including:

- future costs associated with facility construction (to be offset by accumulated reserves, tax revenues, and funding programs);
- planning complexity related to the *Planning Act* special planning areas; and
- decrease in land available for agricultural activities (offset by the facilitation of serviced development adjacent to existing residential areas, thereby minimizing the fragmentation of resource lands beyond the town).

On balance, the proposal will have minimal negative individual impacts and significant public benefits in the near and long term, and for those reasons, the Town of Stratford is formally requesting that the Town's boundary be restructured to encompass parcels 608141 and 814095 in their entirety.

Appendix A – Chronology of Public Engagement

- August 2018 – Initial meeting to introduce the concept
- April 30, 2019 – Wellness component workshop
- May 6, 2019 – School component workshop
- May 28, 2019 – Open house
- September 9, 2020 – council voted to select the recommended location and draw \$2.5 million from a supplementary capital budget to take care the cost of acquiring the land and additional costs such as rezoning applications and surveying.
- November 26, 2020 – press release issued to notify public of site location and status, including need to adjust the town boundary.
- January 2021 – residents will have an opportunity to provide feedback on their priority spending areas through an online consultation, an exercise that will include looking at the development of infrastructure on the Stratford Community Campus.

Appendix B - Stratford Community Campus Consultation – Elements and Amenities

Members of the public were consulted in a variety of ways during the first six months of 2019 on what they would like to see included in the proposed Stratford Community Campus. The consultation methods included a pre-budget Citizen Reference Panel, the annual Resident Survey, a workshop on education facilities, a workshop on community wellness facilities and a public meeting. The following is a list of elements, amenities and design considerations identified during the consultation process, broken down by indoor and outdoor facilities, school and town facilities. The Community Campus Planning Committee categorized each element as either “need to have” for those elements that the committee considers necessary and a priority at this time, and “nice to have” for those elements that are not a high priority at this time but could be added to the Community Campus in the future as the need arises.

1. Indoor Facilities – Schools

The Schools should be designed for 21st century learning with flexible space for students and with access to portions of the school by the community after school hours. A common-use agreement between the Town of Stratford and the English Language School Board that promotes common uses of all Community Campus spaces is highly encouraged. The following elements, amenities and design considerations were identified for the schools:

Elements	Amenities/Design considerations
<p><i>Need to Have</i></p> <ul style="list-style-type: none"> • Flexible classrooms for 21st century learning and community school after hours • Performing Arts Theater/Performance Space • Gymnasium • Recording Studio • Community School <p><i>Nice to Have</i></p> <ul style="list-style-type: none"> • Community library/learning Centre • Teaching Kitchen • Space for daycare/afterschool programs • Discovery Centre 	<ul style="list-style-type: none"> • Flexible design so that rooms can be used for multiple uses • Lots of daylight • Collaborative work spaces for group learning • Designed for easy community access after school hours (keycards, segregated spaces with exterior access) • Green/Sustainable Design with integrated opportunities for learning • Shared Parking and complimentary location with Town facilities

There was some discussion regarding the sharing of the school and community library/learning centre and also about locating the library/learning centre in the proposed town multi-purpose facility or the existing Stratford Town Centre so that families can access multiple facilities at once.

2. Indoor Facilities – Wellness Centre

The Wellness Centre should be designed to be as flexible as possible and to be easily expanded. The following elements, amenities and design considerations were identified for the wellness centre:

Elements	Amenities/Design considerations
<p><i>Need to Have</i></p> <ul style="list-style-type: none"> • Olympic sized ice surface • Multi-functional spaces for fitness, meetings, etc. • Walking track • Youth gathering space • Space for daycare/afterschool programs <p><i>Nice to Have</i></p> <ul style="list-style-type: none"> • Swimming Pool • Curling Rink • Outdoor covered ice surface 	<ul style="list-style-type: none"> • Plenty of seating for spectators • Large and plentiful dressing rooms • Washrooms accessible from outside for outdoor spaces • Lots of parking • Green/Sustainable Design • Kitchen/canteen • Storage space for sport equipment • Welcoming, safe and accessible • Space for Socializing

3. Outdoor Facilities – Recreation and Culture

Outdoor facilities should be designed with school and community use in mind, as flexible and multi-use as possible. The following elements, amenities and design considerations were identified for outdoor recreation and cultural facilities:

Elements	Amenities/Design considerations
<p><i>Need to Have</i></p> <ul style="list-style-type: none"> • Artificial Turf Multi-use fields (soccer, lacrosse, football, etc.) • Turf Multi-use fields (soccer, lacrosse, football, etc.) • Multi-use courts (tennis, pickleball, basketball, ball hockey etc.) • Ball fields (baseball and softball) • Outdoor theatre • Playground/zipline/ropes course <p><i>Nice to Have</i></p> <ul style="list-style-type: none"> • Outdoor skating oval • Track and field facilities (unless required for the high school) • Outdoor pool 	<ul style="list-style-type: none"> • Appropriate lighting for facilities and site in general • Adequate sun shelters for spectator viewing areas • Washrooms • Parking • Pathways and trails connecting various facilities and venues • Field lighting • Consider sun and wind in field and court design

4. Outdoor Facilities – Natural Spaces

Natural Spaces provide an opportunity for a living lab for student learning and for student and community contemplation and reflection. The following elements, amenities and design considerations were identified for outdoor natural Spaces:

Elements	Amenities/Design considerations
<p><i>Need to Have</i></p> <ul style="list-style-type: none"> • Environmental and experiential learning space • Trail system trails through and around the site • Outdoor Art space • Community Gardens/Greenhouses • Outdoor Amphitheatre/Classroom • Meditation/reflection space (tranquil-away from busy areas of site) <p><i>Nice to Have</i></p> <ul style="list-style-type: none"> • Discovery Centre 	<ul style="list-style-type: none"> • Incorporate public art throughout the site • Safe, accessible to community by walking or biking • Electric car charging stations • Safety (proper lighting, security, maintenance)

5. Conclusion

A common theme throughout all of the discussion with the community is flexible space design so that facilities can be used for multiple purposes and different functions as user needs and demands change. Other common themes include sustainable design to reflect the Town’s commitment to sustainability, universal accessibility for all ages and abilities, and maximum sharing of space between town and school facilities to optimize taxpayer investments.

Appendix C: Demographics and Technical Data

1. Demographic Overview

One of the defining characteristics of the Stratford population is its relative youth in relation to the province as a whole. With a younger and growing population, residents and elected officials have repeatedly requested additional infrastructure and educational facilities within town boundaries. The continued pressures with regards to educational needs have been demonstrated by the continuous expansion of the existing K-6 schools.

Age bracket	Percentage		PEI – 2016
	2011	2016	
0-14	18.4%	18.9%	15.9%
5-9		7%	5.5%
10-14		5.9%	5.4%
15-19		5.9%	6%
15-64	68.2%	69%	64.7%
65+	13.4%	16.2%	19.4%
Ave age		39.8	42.7
Median age		40.5	44.5
Dwelling Units	3509	4097 (16.8% increase) Private dwellings = 3815	

2. Growth – dwelling units, population

From 2011 to 2016, the population grown was 13.2%, with an increase of 1,132 residents. During that same time period, the number of dwelling units increased by 16.8%. With 3815 private households and 9630 people in those private households, the average household size in 2016 was 2.5 people. It is estimated that the current population of the Town has surpassed 11,000.

3. Shift in Land Uses

Use	Area (Acres) (Dec 2020)	Percentage	Anticipated Increase (acres)	Final Area	Resulting Percentage
Residential	3,045	57.4	34.3	3079	58
Agriculture	980	18.7	-150	830	16
Parks and open space	504	9.53	3.8	508	9
Commercial	123	2.35		123	2
Industrial	106	2.03	26	132	2
Institutional	119	2.28	144	263	5
Mixed Use	83	1.56		83	2
Public roads	336	6.34	*	336	6
TOTAL	5,297	100	60	5354	100

*For simplicity, new road area is included in new residential calculation

Appendix D – Letter of Request – 101523 Inc.

From: Scott Lewis scott@lewisbrothers.pe.ca
Subject: Letter of Request Annexation.
Date: Nov 30, 2020 at 2:00:11 PM
To: Samantha Murphy sam@sjmurphyconsulting.com
Cc: Jamie Lewis jamielewisbrothers@gmail.com

To The Town of Stratford;

In respect to the portion of land PID# 608141 located presently outside of the Town of Stratford's boundaries, we would like to formally request that the property be annexed by the Town of Stratford for the development of The Stratford Community Campus project and a private residential development by 101523 PEI Inc.

101523PEI Inc. Jamie and Scott Lewis.

Regards, Scott.
Sent from my iPhone.

Appendix E – Letter of Support – Ian Dalton

From: Ian Dalton iandalton789@gmail.com
Subject: Annexation
Date: Jan 8, 2021 at 9:58:09 AM
To: sam@sjmurphyconsulting.com

January 8th , 2020

Ian Dalton
527 Bunbury Road,
Bunbury, PE
C1B 3M4

To whom it may concern

This letter is to clarify that I have spoken with Samantha Murphy and Kevin Reynolds and to confirm that I am very interested exploring the options of encompassing my property at 407-409 Bunbury road into the new development plan proposal.

Regards

Ian Dalton
(902)218-8360