



2020

THE TOWN OF STRATFORD, PEI URBAN CORE PLAN

A Proposal by

fathom

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Prepared for

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Submitted

June 17, 2020

Submitted By

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Stratford Civic Core Plan

Dear Kevin,

Thanks to you and Blain for doing a screen share with us a couple of weeks ago to review our preliminary plan. As we mentioned in our meeting, our plan generally follows the as-of-right requirements of the zoning bylaw but there are a few zones that would need to rezone (TCC and C1) and one new zone (or a site specific height amendment) in one specific area. Concord Properties land holdings shown in this plan (which are only a part of their land holdings in Stratford) represent over 102.6 acres and as such is one of the largest private land holdings in Stratford. Rather than develop these lands as individual piecemeal developments, the developer has chosen to masterplan the parcels to ensure that larger scale municipal objectives are being met and coordinated in a comprehensive plan.

Overall, we understand the Town's need to preserve its commercial land base, and we are achieving the commercial objectives through a combination of pure commercial box lots and mixed-use development (groundfloor commercial and upper storey residential). Overall, we have created a plan that is more urban, slightly more dense and preserves/connects more green space. We have also built the stormwater management features directly into the plan by preserving some of the large productive wetlands and introducing new stormwater gardens and stormwater wetlands in the plan with an overall objective of no-net runoff change. Similarly, we started the design process by mapping out open space connectivity as a primary framework in the plan before we even started laying out roads. This approach ensures that pedestrian connectivity to parks and open space is baked into the design from the beginning, rather than being an afterthought working around roads at a later date. We have designed the proposed AT network through the site, extending it from MacKinnon Drive to Glen Stewart Drive and northward to Town Hall.

The plan proposes a new roundabout on the TransCanada between Hopeton Road and Jubilee Road as a central access point to Town Hall and the new commercial core. We have also extended Shakespeare Drive to connect to the Mason Road, and the Jubilee Road collector to Mason Road. Our Transportation engineer has prepared a Traffic Impact Study to confirm the layout of the intersections, collector roads, and minor streets that are part of the plan.

We have worked closely with the developer to ensure the feasibility targets are met allowing him to pay for the new roads, trails and infrastructure needed to build out the plan. The overall plan represents about 2,635 units (13 - R1, 66 Townhome, and 2556 multi-unit), and 257,000 sq.ft. of commercial (excluding groundfloor commercial in some of the mixed use multis), and 44,000 sq.ft. of light industrial (assumed on a single floor). The density is about 22 units per acre which is still very low by most urban standards. Some of the new similar sized master planned developments in Halifax are in the 40-60 units per acre range with tower heights in the 20 storey range. Since most of the multis in this development are 4-storeys (to meet the current 40' height limit), the density is still quite low. We would be open to increasing the density and we think there are some very real benefits to a more dense development for Stratford; however, we have moved forward with a low-medium density to begin the discussion. We would like to revisit this as we move through the process if there is an appetite for slightly more height in the core area. We do think there is one key block that deserves significantly more than 4-storeys and that is the block between the new roundabout and Town Hall. Here we are showing 2 buildings with 10 and 12 storeys. We think there is room for a few more of these where shade and wind impacts wont affect neighbouring homes.

Overall, we have followed the spirit and intent of the Core Area Plan that we helped create with you almost 11 years ago. The trends towards urbanization and the change in housing preferences for multi-unit housing has certainly swung even since the plan was prepared in 2008. Though our plan is faithful to the intent of the Core Area Plan, we are recommending slightly more density. In the last 10 years, there has been significant pressure on Big Box commercial from online retail stores and the resurgence of downtown mixed retailing. We think our plan with a dedicated build out of ~260k sq.ft. of commercial is realistic for Stratford

We look forward to advancing this plan through what we imagine is a concurrent plan amendment and rezoning process. We have laid out what we think will need to be changed and we look forward to working with you and council on the most appropriate way to make these changes. Given the current state of multi-unit design and construction in Stratford, it may be a good time to introduce some urban design guidelines or form-based zoning controls to ensure high quality architecture and site development for the whole municipality.

We are excited to embark on this process with the municipality and residents.

Sincerely,

A handwritten signature in black ink, appearing to read 'Rob LeBlanc', with a stylized, flowing script.

Rob LeBlanc, President
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01

Background

In 2016, Stratford, PE had a population of 9,706 people. Overall, the population of Stratford, PE grew at a rate of 3.58% per year over the past 15 years from 2001 to 2016. In the last two census, its populations grew by 1,132 people, an average growth rate of 2.64% per year from 2011 to 2016. The population of Stratford increased from 7083 in the 2006 census to 8574 in the 2011 census, a 21.1% increase.

Stratford is the fastest growing municipality in PEI, and PEI is the fastest growing province in Canada (2.2% annual growth). Stratford is the second fastest growing municipality (over 5000) in the Maritime Provinces next to Dieppe New Brunswick, which grew by 25.6%.





photo credit Bicycle Nova Scotia

Population is the sum of births plus in-migration, and it signifies the total market size possible in the area. This is an important metric for economic developers to measure their economic health and investment attraction. Businesses also use this as a metric for market size when evaluating startup, expansion or relocation decisions.

The largest population of Stratford, PE is the age group between 40 and 44 years old, and the least populated age group is 85+ years old. 65.02% of the population are in the working age group between 15 to 64 years old, while 29.0% make up the younger population which will be a part of labour force in less than 2 decades.

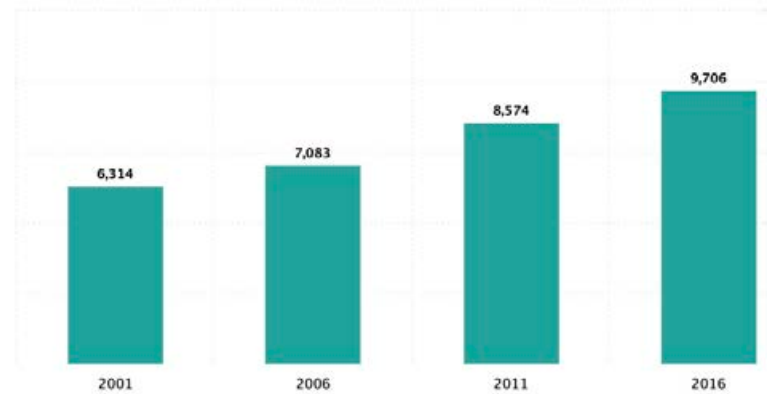
Ages chart illustrates the age and gender trends across all age and gender groupings. A chart where the covered area is primarily on the right describes a very young population while a chart where the covered area is primarily on the left illustrates an aging population.

Overall, women outnumber men by 400 people. The 0 to 4 years old age cohort exhibits the largest discrepancy with a difference of 40 people between the sexes. Furthermore, majority of the population is between the ages 40 to 44 years old, comprising 7.53 per cent of the population.

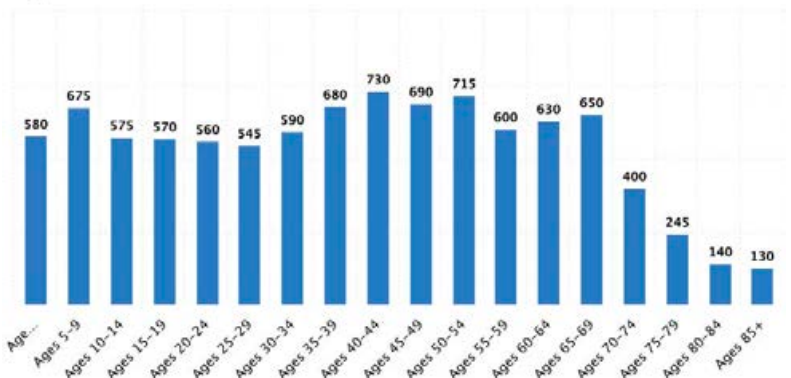
Age-sex charts emphasize the gap between the numbers of males and females at a specific age group. It also illustrates the age and gender trends across all age and gender groupings. A chart skewed heavily to the left describes a very young population while a chart skewed heavily to the right illustrates an aging population.

Majority of the population are married, making up 56.89 per cent of the population. Having a predominantly married population is highly beneficial to Stratford, PE as married couples usually bring in larger incomes, higher net worth and gains on average. They also help boost the community's liveliness and labour force, as they are most likely to bear children and create the best economic conditions for them. Furthermore, this group also spends more compared to most of their counterparts. The marital status is another term for civil status, or person's current

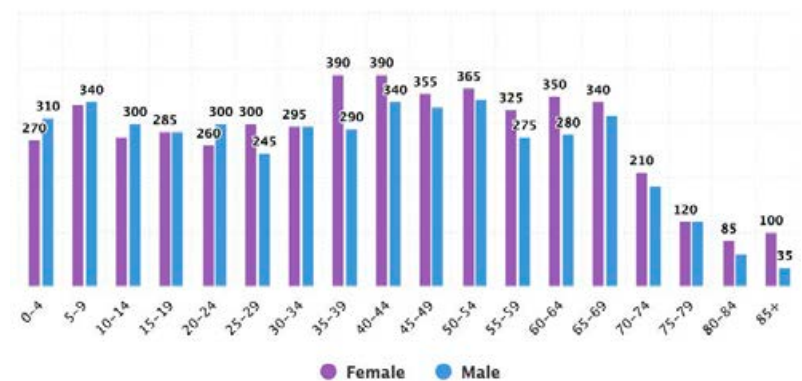
Population



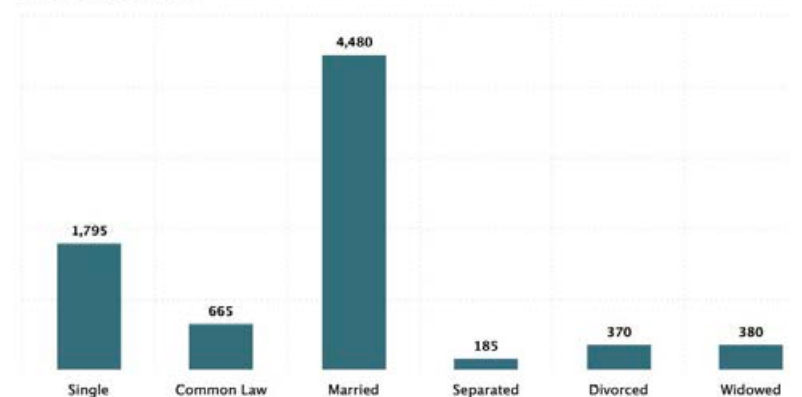
Ages



Gender



Marital Status



STRATFORD DEMOGRAPHICS



Total Population
9,706



Median Household Income
\$78,100



Total Visible Minorities
880



Median Age
40.6

relationship with a partner.

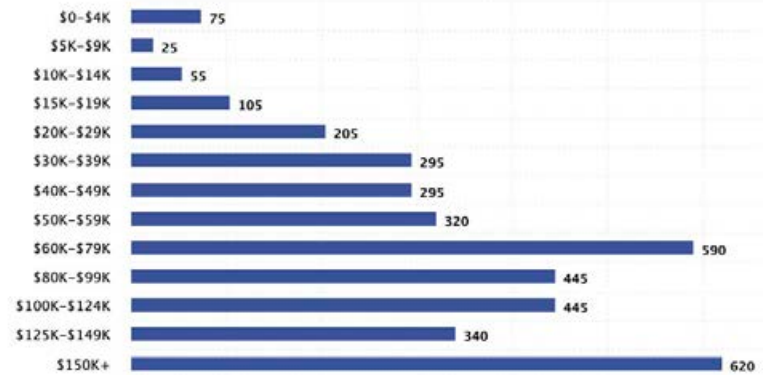
With a population at 9,706 people, most inhabitants at Stratford, PE are above the low income cut-off, or the income a person must earn to be considered to be part of the low income group. Majority are also above the 2,016 national median income of \$78,100 per year. The household incomes chart shows how many household fall in each of the income brackets specified by Statistics Canada.

The largest visible minority population are that of the Chinese, making up 52.27 per cent of the total visible minority population. The second largest group are the South Asian, making up 105 people, following South Asian is Black that is 10.8 per cent of the visible minority population. Number of people belonging to a visible minority group as defined by the Employment Equity Act and, if so, the visible minority group to which the person belongs. The Employment Equity Act defines visible minorities as 'persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.' The visible minority population consists mainly of the following groups: South Asian, Chinese, Black, Filipino, Latin American, Arab, Southeast Asian, West Asian, Korean and Japanese.

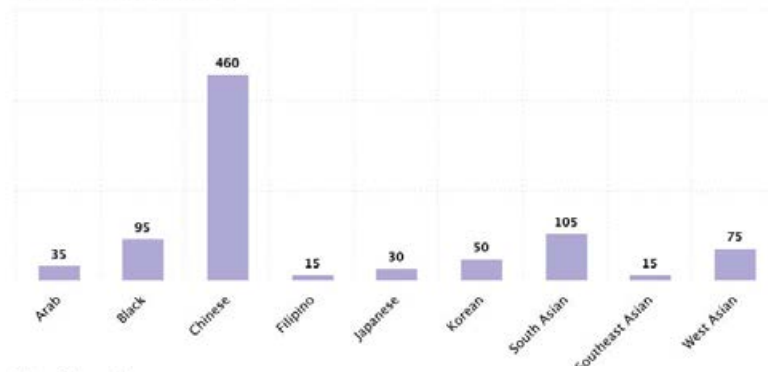
Stratford, PE has a median age of 40 years old. The median age indicates the age separating the population group into two halves of equal size. By PEI standards, Stratford has a relatively young population.

In Stratford, PE, the median household income is \$78,100 per year. The median household income in Stratford, PE is greater than the national household median income in 2015. The median income indicates the income bracket separating the income earners into two halves of equal size.

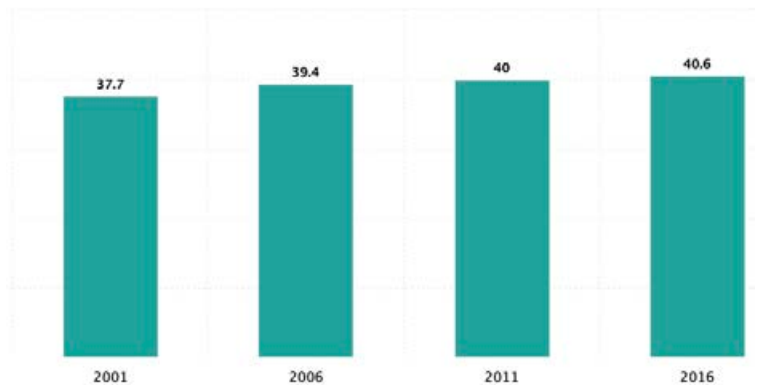
Household Income



Visible Minorities



Median Age



Median Household Income

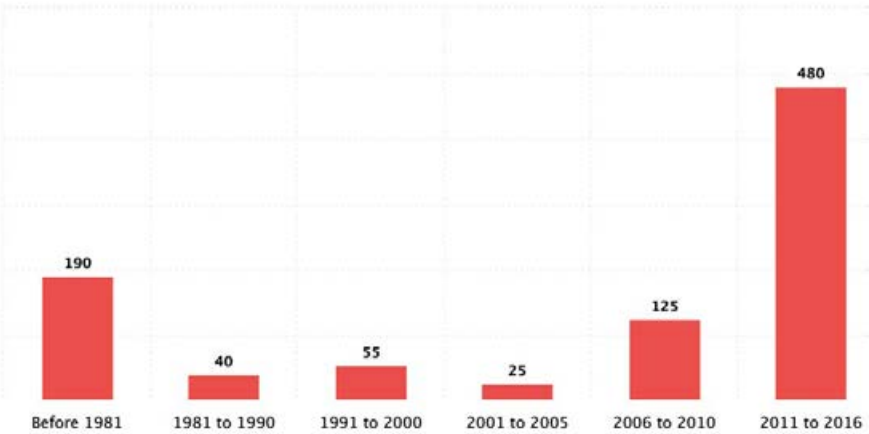


The largest influx of immigrants to Canada was 2011 to 2016, where 480 people surveyed called Canada their new home. Periods of migration shows how many people who entered Canada are currently residing in Stratford, PE.

Stratford’s average household size is 2.54 people per unit (3815 units and 9706 people).

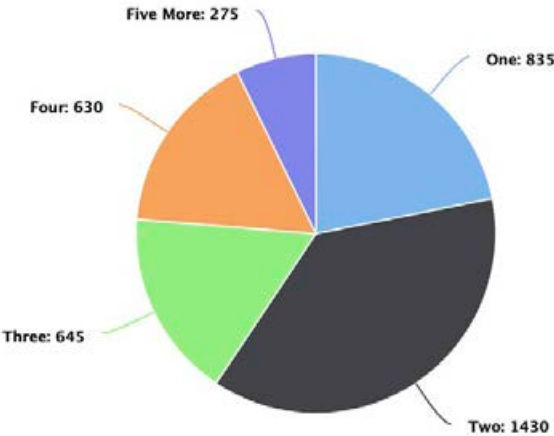
Stratford’s area is 22.53 km2 (5567 acres), and has a population density of 1.75 people per acre.

Period of Immigration



Household By Size

Source: Statistics Canada. 2016 Census.
Last Updated: December 2017





02

The Plan & Zoning

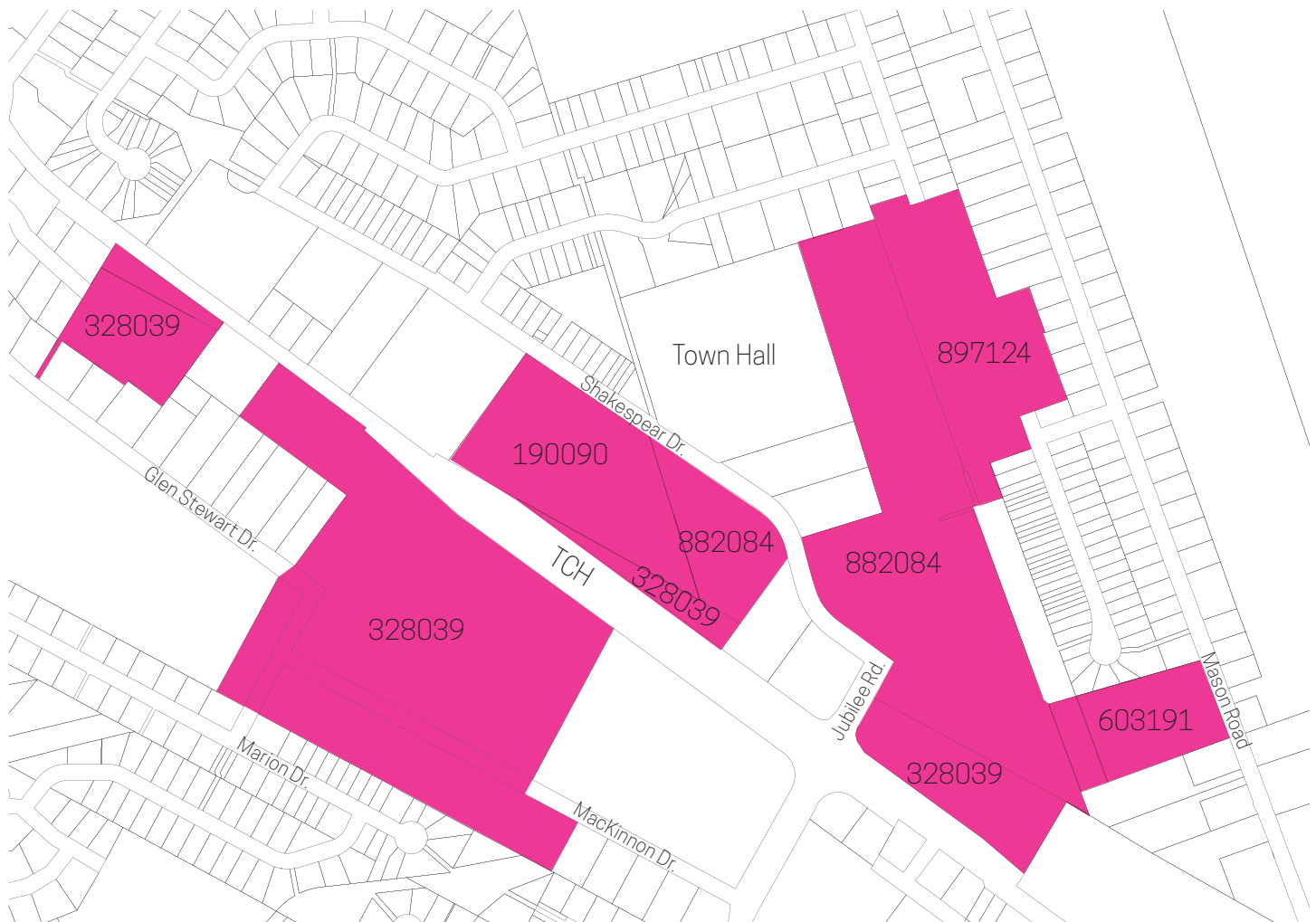


2.1

The Master Plan

The Properties

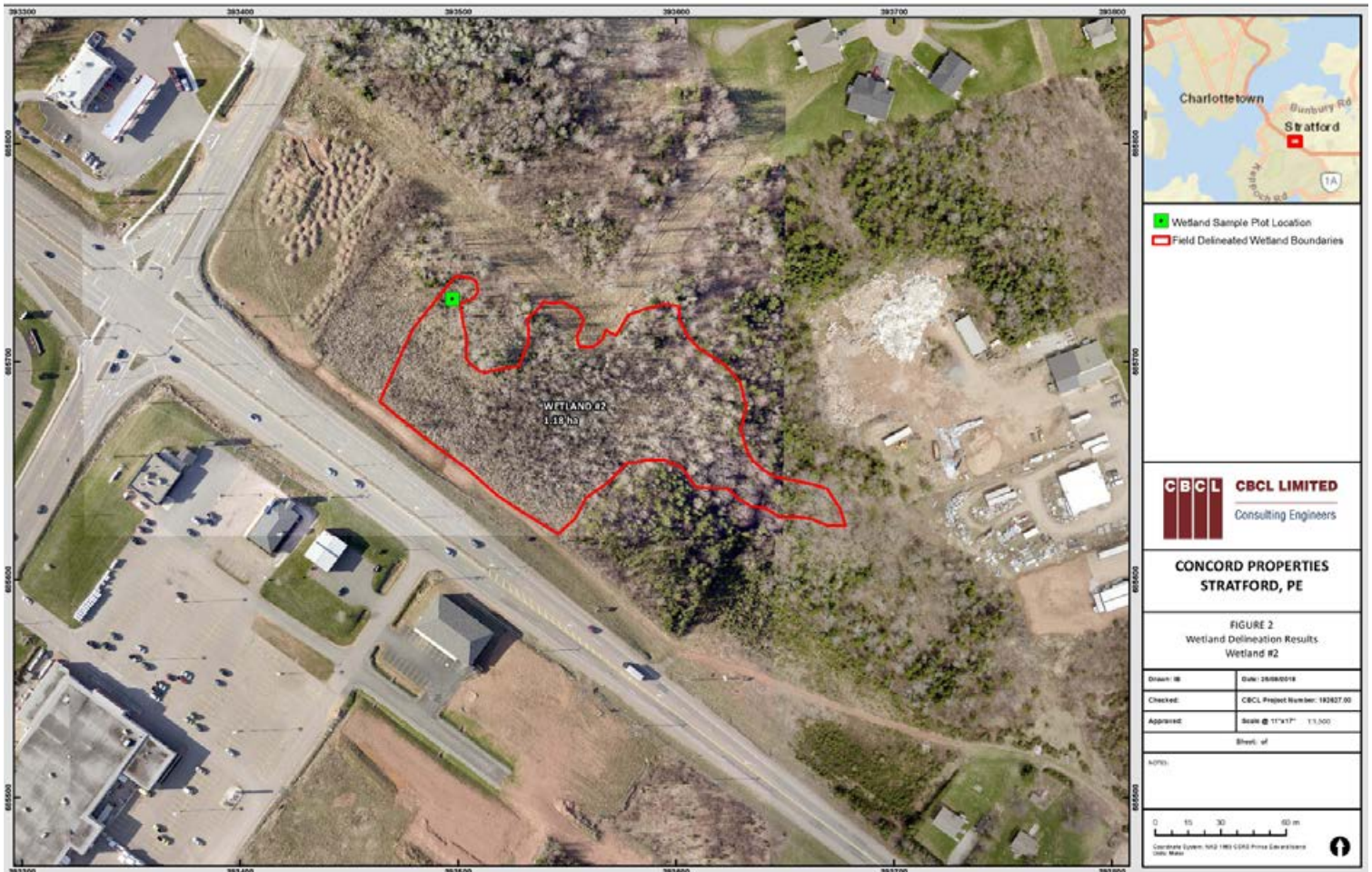
The land parcels include PIDS 328039, 190090, 897124, 603191, and 882084 (except northern R2 portion). The land extent in this planning exercise is 102.6 acres and straddles lands on both sides of the Trans Canada Highway.



The Wetlands

Provincial wetland maps show only one 1.49 hectare wetland on parcel 190090 and 882084. Curiously there is no wetland shown on PID 328039 which is currently the largest delineated wetland. When the Trans Canada was upgraded, they must have added a culvert to drain the wetland to the north.

CBCL delineated the wetlands in 2019 and there are 3 main wetlands on the properties. The largest wetland (wetland #1) is 1.34 hectares, and across the street, wetland #3 is 0.74 hectares. These wetlands are in the vicinity of where the province is proposing the roundabout. The extend of these wet-



lands have been preserved in the master plan except for the areas that will be turned into roads by the province. Wetland #2 is located east of Jubilee Road and is about 1.18 hectares in size.

The master plan preserves these wetlands and in fact enlarges them, however, the extents around the edges may change slightly to better accommodate development and to improve parkland and open space connections.

These 3 wetlands are the low points in the watershed for almost all of this development (102 acres). Additional stormwater wetlands will be added to ensure no-net runoff changes from the development. Other stormwater measures are built into the plan including underground parking (to reduce the amount of impervious surfaces), some rooftop storage (ideally 75-100mm will be stored on rooftops of new multi-unit and commercial buildings), stormwater islands in parking lots, and local stormwater management ponds in different drainage districts of the plan. The detailed stormwater calculations will be part of the next phase of approvals.

We know that Stratford has an active Watershed Improvement organization and we look forward to working with them to ensure stormwater management is fully integrated into the development.

Provincial Wetlands



STRATFORD, PEI URBAN CORE PLAN

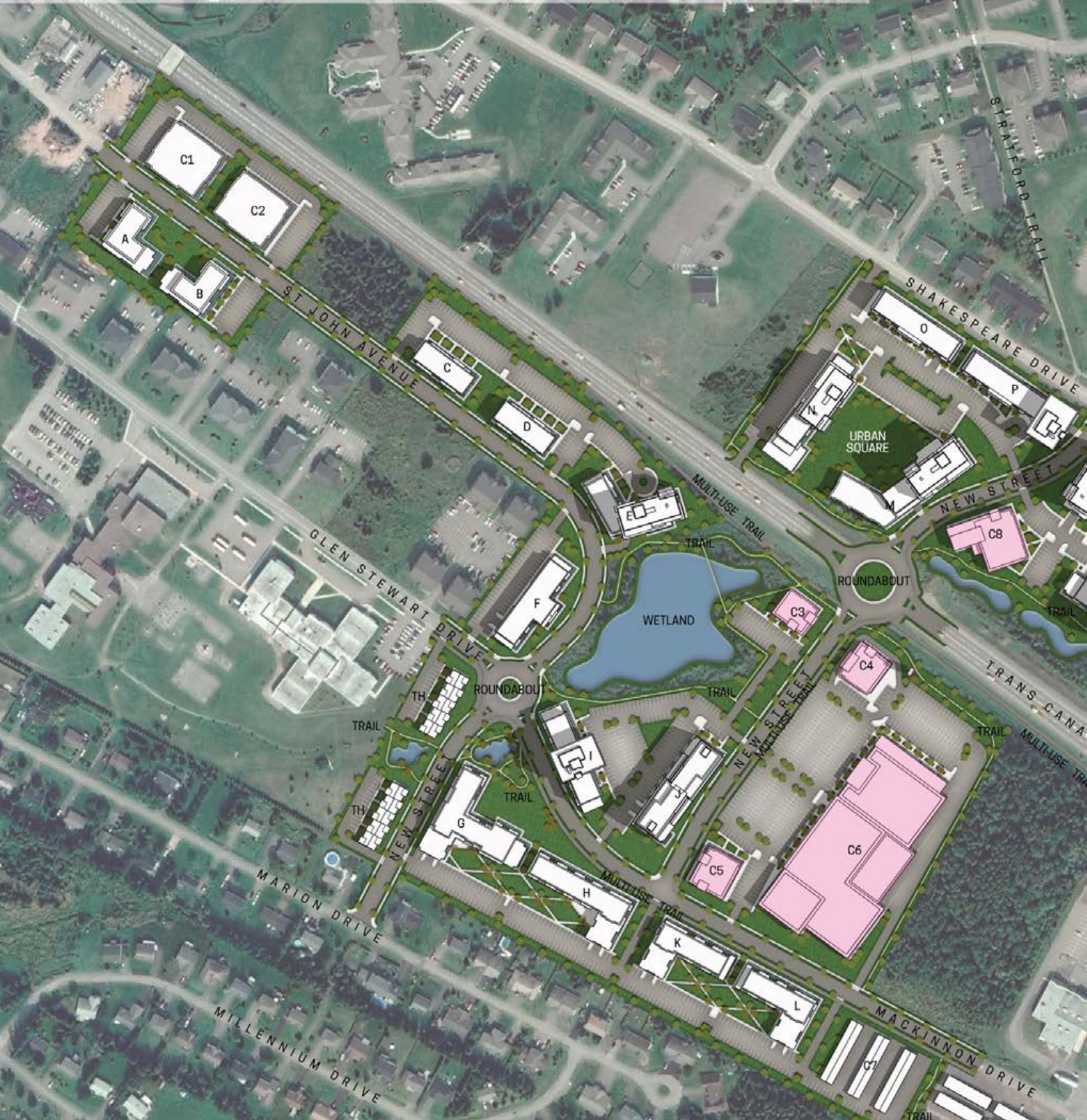
Concord Properties

Scale = 1:2000 June 2020

0 80 160m

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ON DRIVE

DUCKS LANDING

TOWN HALL

SQUIRE LANE

NEW STREET

TOWNHOMES

NEW CULDESAC

WILLIAMS GATE

MASON ROAD

WILLIAMS GATE

NEW CULDESAC

JUBILEE ROAD

NEW STREET

DA HIGHWAY 1

LOCK ROAD

MULTI

POND

C10

C11

C9

C8

C7

C6

C5

C4

C3

C2

C1

C0

C-1

C-2

C-3

C-4

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TransCanada Highway

Glen Stewart Drive

View Looking North



Existing Sobeys Plaza

MacKinnon Drive

Plan Proforma

The master plan shows 34 multi-unit buildings with a gross floor area of 2.9m sq.ft. Assuming 80% plate efficiency (20% lost to hallways and stairs/elevators) and using an average unit size of 100 sq.m. (1080 sq.ft.), we estimate the plan will yield 2,556 multi-unit dwellings. The plan also shows 13 R1 units (which mostly back on to existing R-1 units) and 66 stacked townhouse units. The plan shows about 257k sq.ft. of fully dedicated commercial and this amount does not include any

groundfloor commercial which might be part of the mixed-use developments. Overall we estimate there is about 300k sq.ft. of commercial reserved in the plan. For reference, the Sobeys in Stratford is about 50,000 sq.ft. so the master plan has left room for the equivalent of 6 Sobeys stores. There is some light industrial land on Mason Road that has been reserved for about 45k sq.ft. (single floor) of light industrial uses.

Avg Unit Size	100 sq.m.
Net to Gross	80%

R1 Homes Townhomes	Plate		Total GFA (m2)	Total GFA		Units
	GFA (m2)	Storeys		(ft2)		
	A	1200	4	4,800	51,840	38
	B	1200	4	4,800	51,840	38
	C	920	4	3,680	39,744	29
	D	920	4	3,680	39,744	29
	E	1678	10	16,780	181,224	134
	F	1658	6	9,948	107,438	80
	G	2400	4	9,600	103,680	77
	H	2000	4	8,000	86,400	64
	I	1300	8	10,400	112,320	83
	J	1600	10	16,000	172,800	128
	K	1600	4	6,400	69,120	51
	L	1600	4	6,400	69,120	51
	M	2286	12	27,432	296,266	219
	N	1800	10	18,000	194,400	144
	O	1400	6	8,400	90,720	67
	P	1800	6	10,800	116,640	86
	Q	1800	10	18,000	194,400	144
	R	2200	8	17,600	190,080	141
	S	1680	10	16,800	181,440	134
	T	1000	6	6,000	64,800	48
	U	1200	5	6,000	64,800	48
	V	1600	4	6,400	69,120	51
	W	2000	4	8,000	86,400	64
	X	2000	4	8,000	86,400	64
	Y	1600	4	6,400	69,120	51
	Z	1600	4	6,400	69,120	51
	AA	1200	4	4,800	51,840	38
	AB	1555	4	6,220	67,176	50
	AC	1600	4	6,400	69,120	51
	AD	1200	4	4,800	51,840	38
	AE	1888	4	7,552	81,562	60
	AF	1726	4	6,904	74,563	55
	AG	1690	4	6,760	73,008	54
	AH	1620	4	6,480	69,984	52
	AI	1220	4	4,880	52,704	39
				319,516	3,450,773	
			Total Multi's			2,556
			Total units			2,635

Commercial	GFA (m2)	GFA (ft2)
C1	1845	19,926
C2	1845	19,926
C3	576	6,221
C4	784	8,467
C5	930	10,044
C6	10700	115,560
C7	1470	15,876
C8	1524	16,459
C9	1200	12,960
C10	1200	12,960
C11	1764	19,051
Total	23,838	257,450.4

	Light Ind.	GFA (m2)	GFA (ft2)
I1	1024	11,059	
I2	1024	11,059	
I3	1024	11,059	
I4	1024	11,059	
Total	4,096	44,236.8	

No Res Allowed in C1
Height restricted to 4 St
Zoned TCC No Res
Zoned R1

Density

The residential density of this development is 25 units per acre (2635/ 102 acres). This would be considered low density for a modern urban development. For reference, a tight R1 housing development with lot sizes of about 50'x120' is about 6 units per acre including the road. A typical townhouse development is about 10-12 units per acre, and a low rise multi-unit development (3-storeys) is about 12-15 units per acre. A medium density development is in the 20-60 units per acre range and a high density development usually exceeds 100 units per acre. We would like to discuss the possibility of increasing the density to 30 UPA for this development which would likely mean increasing the height of some of the multis from 4 storeys to 6 storeys in places.

Road Lengths

There is about 2.9 km's of new (developer built) road in this plan, servicing the 2,270 units and ~300k sq.ft. of commercial and light industrial uses. This figure excludes about 600m of new road between Shakespeare Drive and MacKinnon Drive (the TCH Roundabout and north-south roads which we assume will be built by the province). This is the equivalent of 0.78m of road per unit.

In a traditional subdivision in Stratford with a frontage of 20m, 2,270 units would result in 22.7km of road (assuming the roads were double loaded with houses on both sides). This plan results in 12% of the amount of road needed to service a conventional subdivision in Stratford and saves over 73,000 km of driving every year. More importantly for the municipality, a reduction in road lengths from 22.7km to 2.9km means substantially less maintenance and repair in perpetuity. This is the reason why most municipalities prefer compact developments over sprawling subdivisions.

Bordering Residential Uses

There are two areas that border on existing R1 lands, one is to the north for the homes that front on the Mason Road and the other is to the south for the homes that front on to Marion Drive. For the homes to the north, the developer is proposing to border the homes with new R1 homes. To the south, the developer proposes to maintain the 40' height limit allowed in the

current zone, but the parking has been relocated to the rear providing a ~100' buffer between the rear lot line and the buildings. Any existing trees on this border will be preserved with a 6m no cut buffer.

Zoning

Figure X shows an overlay of the master plan and the current zoning. The existing zones include C1, C2, TCMU, TCR, R1 and TCC.

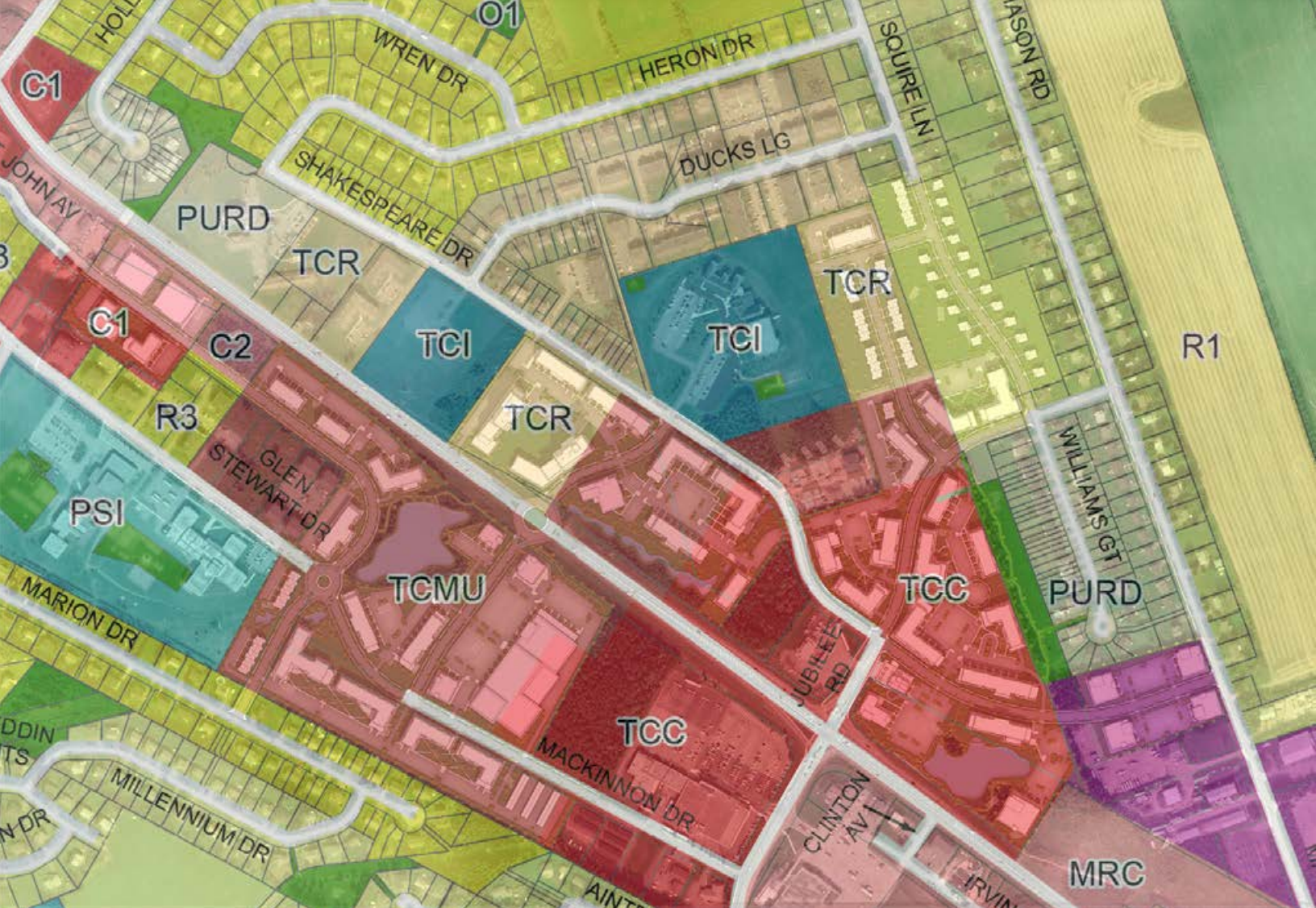
C1 and C2 only allows commercial residential units by council. TCMU (Town Centre Mixed Use) allows apartments conditionally by council but encourages commercial uses. TCR (Town Centre Residential) allows up to 25 UPA and 40' height (4-storeys). TCC (Town Centre Commercial) does not permit any residential uses.

The pro forma shows some coloured rows that represent areas that would need to be rezoned to accommodate the proposed use. For instance, building A and B is currently zoned as C1 and the C1 zone does not permit multi-unit development. The black text rows do not require any zoning changes. The orange rows (M,N,O) have a 40' height restriction and the plan is proposing some additional height (6-12 storeys) in the area we are calling the urban core. The blue rows are currently zoned as TCC and this zone does not permit multi-unit development. This zone would need to be rezoned as TCMU to allow mixed use. Lastly there is a yellow row (buildings AC and AD) zoned as R1 that would need to be rezoned as TCMU.

There are some minor rezoning changes needed to implement the plan with 3 exceptions:

1. Rezoning the C1 to TCMU for 2 units.
1. Rezoning much of the TCC zone around Jubilee Road to TCMU.

A new proposed urban core for the land between Shakespeare Drive and the TCH. In this area we are proposing a mixed use development with a height range from 6-12 storeys (see the pro forma) and there is currently no zone in Stratford that permits this as-of-right. We would like to discuss the possibility of creating a new zone like the Waterfront Zone to be called the Urban Core zone. Alternately, we could do this part as a development agreement, though the PURD limit of 15 UPA would likely be too low for this property. We are open to your suggestions for this.



Zoning Overlay

The Urban Core

The urban core is proposed as the urban centre of the new development. This area includes stormwater gardens, a central urban park, groundfloor retail uses, and multi-unit residential uses which range in height from 6-12 storeys. This area includes the new TCH roundabout which would connect the TCH to Town Hall. This area's proximity to Town Hall, its visibility on the TCH and its separation from any single family residential homes makes it ideal for a dense new urban core.

We recognize this change may require a plan amendment to create a new zone.





Urban Core Looking north



Urban Core Looking South

Town Hall

STRATFORD, PEI URBAN CORE PLAN

Concord Properties

Rezoning Plan

Scale = 1:2000 June 2020

0 80 160m

fathom

fathomstudio.ca

Rezone C1
to TCMU

New AT Route

The dashed pink line reflects the proposed AT route as a 3.1 m wide multi-use cycleway on one side of the collector roads.

Additional trails are shown throughout the development.

Parks & Open Space

It is our understanding that the parkland dedication for this entire development was already credited in a past development so there is no requirement for parkland. That said, the plan shows significant parkland and trails surrounding the wetlands and stormwater management areas, and trails throughout the development.

Rezone TCR
and TCMU to
new UC zone

Rezone T
and TCMU
new UC zone



ON DRIVE

DUCKS LANDING

TOWN HALL

NEW STREET

SQUIRE LANE

Rezone R1
to TCMU

WILLIAMS GATE

MASON ROAD

CR
J to
one

DA HIGHWAY 1

Rezone TCC
to TCMU

JUBILEE ROAD

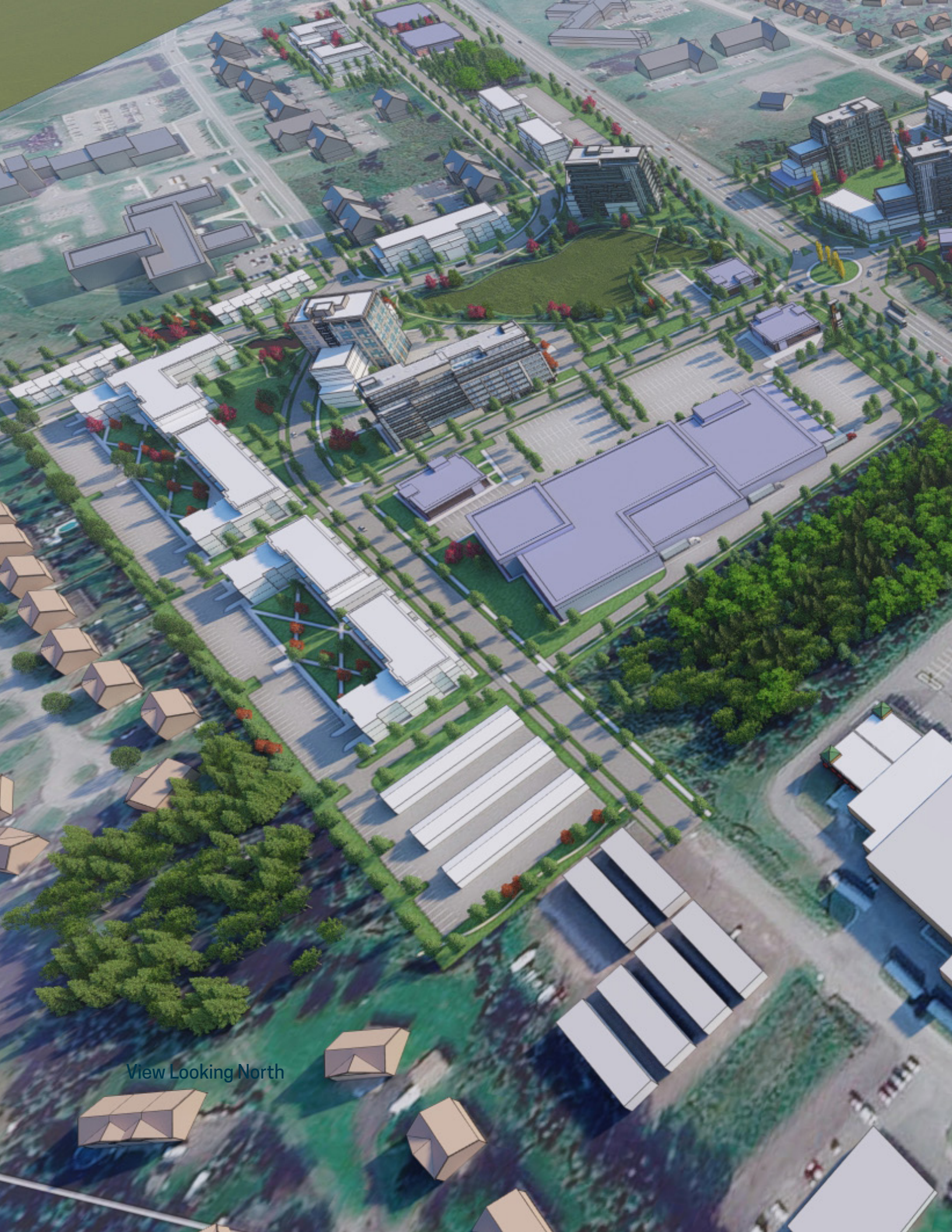
NEW CULDESAC

POND

NEW STREET

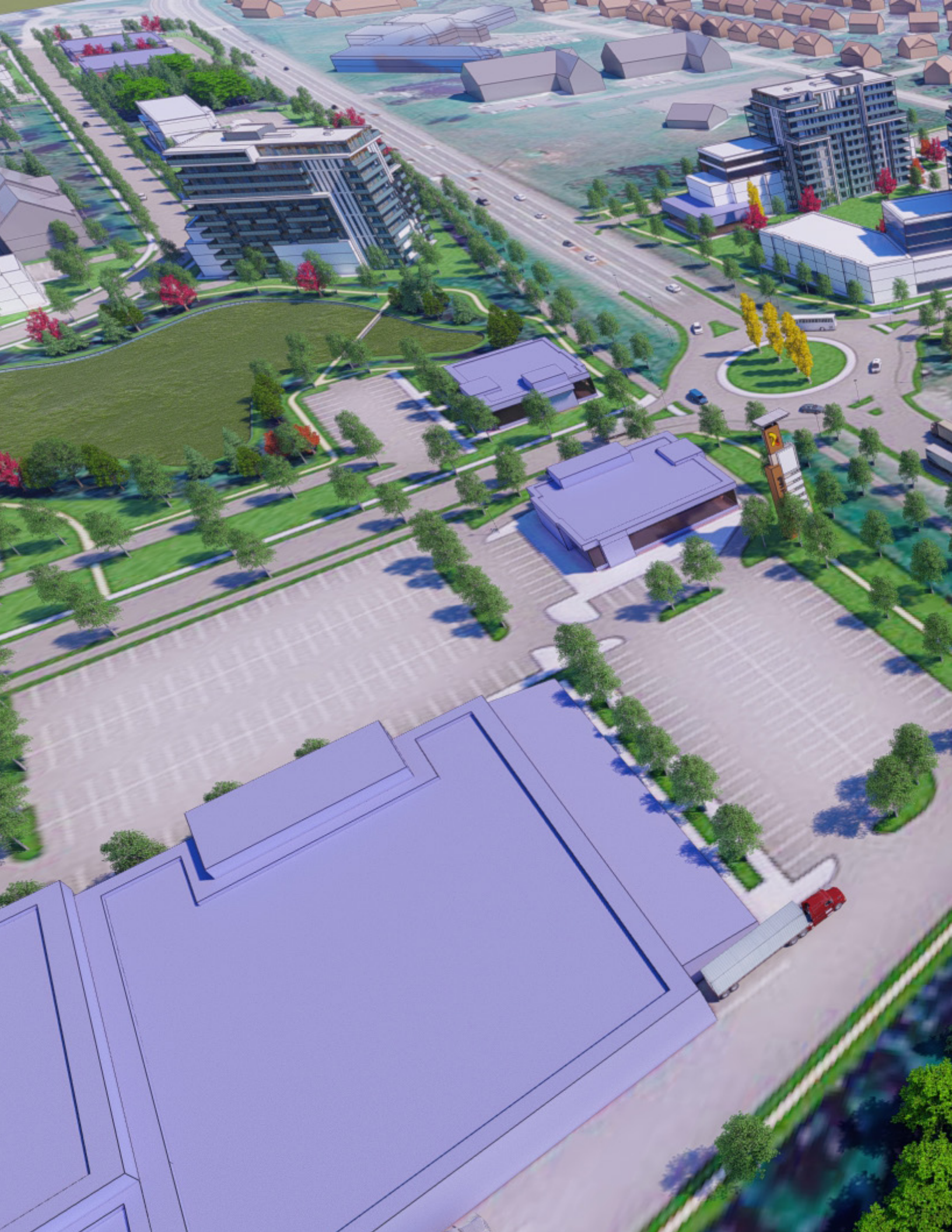
LOCK ROAD

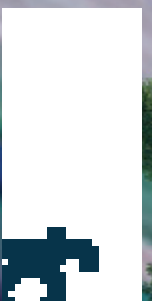
MULTI

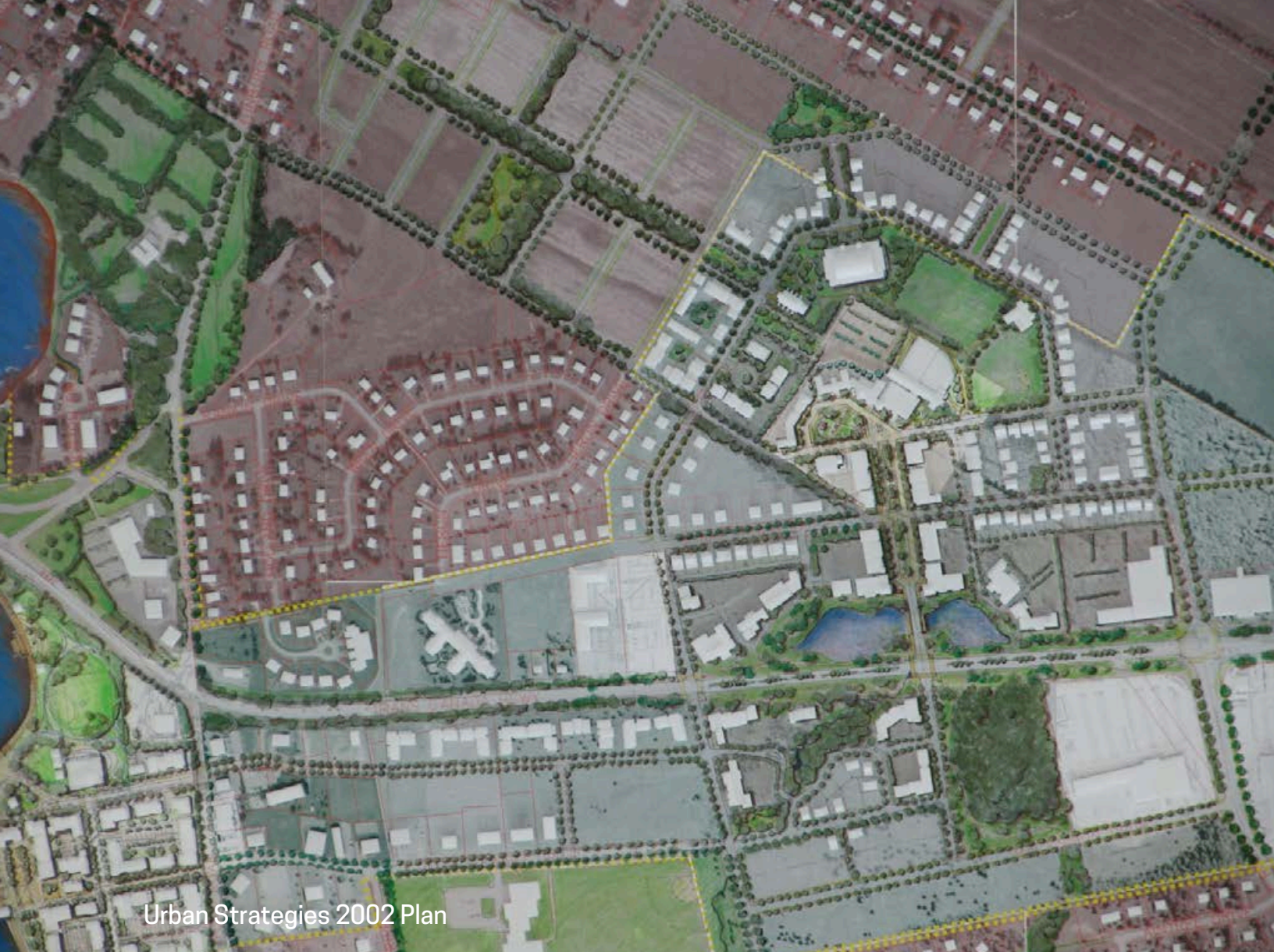


View Looking North









Urban Strategies 2002 Plan

Plan Consistency

We believe the new master plan is consistent with the original urban design plan prepared by Urban Strategies in 2002 and the Ekistics Core Area Plan in 2008. Both plans envision the need for a new urban core in the vicinity of Town Hall as well as in the waterfront area. Both plans call for stormwater management and parkland preservation, and both plans address the need to curb sprawl and implement greater density in this area of the Town.

Next Steps

We would like to discuss the best strategy for the urban core area but we believe the other rezoning requests to be simple and to be consistent with the Municipal Planning Strategy. We would like to hear your thoughts about how best to implement an Urban Core zone for Stratford.