COMMUNICATION 132041

Received From: Marc Rivet, MCIP, RPP Addressed To: Committee of the Whole

Date: March 23, 2021

Topic: Carleton Place Comprehensive Review – Growth Scenarios

SUMMARY:

This Background Report is an "Information Item" which provides several updates on the Carleton Place Comprehensive Review, including the following:

- The Town has been issuing approximately 250 building permits per year for the last four (4) years and has a 2020 Population of 13,153 people.
- The Town already has approximately 2,150 dwelling units accounted for in current development applications and at this rate will likely exceed the County's growth projection which is an anticipated increase of 97% from 10,644 to 20,964
- The Town does not need to expand outwards (annexation of more rural land). The Town has sufficient land to accommodate both the amount of people and jobs that are required to meet the County's projection to the year 2038.
- The Online Public Survey data shows that participants would prefer to see the
 development and redevelopment of land within the existing built-up area,
 including gentle intensification (infill and redevelopment) rather than aggressive
 intensification, greenfield development or further annexation of rural land.

This Background Report presents three (3) growth scenarios for Council's review and consideration. While each of these growth scenarios reflect different approaches to distributing growth within the Town's boundary, all three (3) will ensure that the Town continues to address the local demand for housing and meet the County's growth projection to the year 2038.

BACKGROUND:

J.L. Richards & Associates Limited (Ltd.) (JLR) has been retained by the Town of Carleton Place to conduct a Comprehensive Review (Background Study). This study evaluates alternative growth scenarios for the Town including existing land supply, densities, intensification targets, additional residential units, infill, redevelopment, and rural greenfield areas.

COMMENTS

JLR has conducted the land supply / needs assessment and can confirm that there is enough land within the existing Town boundary to accommodate the County of Lanark's growth projection of 20,964 to the year 2038.

LAND SUPPLY / NEEDS ASSESSMENT FINDINGS:

The following information represents the findings of the Comprehensive Review to date.

METHODOLOGY

1. Population Projections

The 2020 Population Projection is based on building permit activity for the last four (4) years, since 2016; the Town is issuing approximately 250 building permits each year. One (1) building permit accounts for one (1) dwelling unit. The average household size of 2.5 people was then applied to estimate the 2020 population, which is 13,153 people.

If the Town maintains the current rate of 250 building permits (625 people) per year, it will likely meet the County's growth projection of 20,964 people by the year 2033.

2. Employment Supply versus Demand

A 2020 Activity Rate (17%) was applied to the 2020 Population Projection to calculate additional employment lands needed to accommodate the County's growth projection of 20,964 people to the year 2038. The 2020 Activity Rate (17%) represents the number of individuals who are currently employed and working in the Town of Carleton Place, as a percentage of the 2020 employable population, which includes both employed and non-employed individuals between the ages of 15 and 64.

The Town currently has **27.3** ha of vacant employment land. The Town could strive to establish a density of **50** jobs per hectare to sustain and grow employment opportunities within the Town. This proposed job density is only slightly higher than the Ministry recommended 45 jobs per hectare (Ministry of Municipal Affairs and Housing Projection and Methodology (Guidelines).

This demonstrates that the Town has just enough employment land to accommodate 1,365 jobs and therefore exceed the County's projection to the year 2038 with an oversupply of 37 jobs. While an oversupply of 37 jobs does not seem like much, it is important to note that the Town has over **35 ha of commercial land**, which could also be used to support employment growth. While these lands are not considered "Employment Lands" as per the Town's OP, many jobs (e.g. retail) could be achieved through the development and redevelopment of land within these commercial districts.

3. Residential Supply versus Demand

Existing residential supply was calculated by adding the total number of current dwelling units for the year 2020 with the number of units already accounted for in active development applications, such as Draft Plans of Subdivision and Registered Lots (excluding those with building permits).

The residential demand was calculated by subtracting the total number of units already accounted for in current applications from the number of units that are required to meet the County's projection, which is based on an average household size of 2.5 people per household.

Table 1 below shows the residential supply versus demand.

TABLE 1 – RESIDENTIAL SUPPLY VERSUS DEMAND							
*2020 to 2038 Residential Demand (Units) based on Units in the cue / accounted for in Active (Units) based on Units in the cue / needed to meet the County's growth							
Population Difference between 2020 and 2038 and Average Household	Applications (Units)	projection to the year 2038 (Demand minus the Units in the queue)					
3124	2149	975					

To meet the County's projection to the year 2038, the Town must find enough land to accommodate **975 dwelling units** (**2,438 people**) based on an average household size of 2.5 people per household.

4. Growth Scenarios

Each growth scenario considers the potential of vacant land within the Town's boundary for the amount of residential development that is required to meet the County's growth projection to the year 2038, as previously described.

Each growth scenario includes Strategic Properties as identified in the current Official Plan (OP) based on the current redevelopment density target of **35 units per net hectare**. The Official Plan also provides an average density target for new development in the residential districts and areas at **30 units per net hectare** with a range of **26 to 34 units per net hectare**.

While each growth scenario assumes different density targets, the following methods are to remain the same among the three (3) growth scenarios:

- Unit counts for <u>strategic properties</u>, intensification sites and infill areas are based on 70% of the gross area being residential and the remaining being allocated for roads, services, stormwater management ponds and tributaries, environmental constraints, commercial, parks and community facilities, etc.
- Unit counts for urban and rural greenfield sites are based on 55% of the gross area being residential and remaining being allocated for roads, services, stormwater management ponds and tributaries, environmental constraints, commercial, parks and community facilities, etc.

• Total unit counts for each growth scenario includes **5% of all projected units for Additional Residential Units** (i.e. Granny Suites).

GROWTH SCENARIOS OPTIONS

JLR has developed growth scenarios with unit count projections for all available vacant land that could be used for residential development (i.e. infill, intensification sites, greenfields) and redevelopment (e.g. Strategic Properties). This does not include residential land that is already accounted for in active developments applications, as these units contribute to the 2020 residential supply.

1. **GROWTH SCENARIO 1:** Intensification of limited vacant lands in the existing built-up area at higher densities, excluding all greenfields.

Growth Scenario 1 would see the infill and intensification of vacant lands in the existing built-up area, all available strategic properties and all the selected intensification areas, (See **Appendix A**). This option would exclude the development of urban greenfields (e.g future residential district) and the rural greenfields (e.g. annexed lands).

The total area of land that would be considered developable under Growth Scenario 1 is approximately **50.3 gross hectares (ha).**

This growth scenario, which is further explained in **Table 2** below and found in **Appendix A**, would see residential densities as follows:

- 45 units per net hectare in Strategic Properties (based on the high-density approach seen in current applications, which are beyond the minimum requirement);
- 34 units per net hectare for infill development in each residential sub-district;
- 34 units per net hectare in the selected four (4) intensification sites; and
- Additional Residential Units representing 5% of total projected units.

TABLE 2 – GROWTH SCENARIO 1						
Sub-district	Net Area (ha)	Unit Count				
Strategic Properties	7.49	337				
Residential Districts	30.68	1042				
Intensification Sites 5.53 188						
Additional Residential Units (5%) 78						
Total 43.7 1,645						

Growth Scenario 1 would result in the addition of approximately 1,645 units within the Town's existing built-up area, excluding all greenfields, and an oversupply of 670 units, or 1,675 people (See **Table 3**).

TABLE 3 – GROWTH SCENARIO 1					
Total Residential Units needed to meet the County's growth projection to the year 2038 (Demand minus the Units in the queue)	Unit Count Projection (5% Additional Residential Units Included) based on Vacant Land Supply	Oversupply of:			
975	1,645	670			

To meet the County's growth projections to the year 2038, the Town would have to issue approximately 92 building permits per year.

While Growth Scenario 1 is desirable in that it makes use of land in the existing built-up area, which is also easily serviceable (i.e. water, sewer), it does not necessarily resemble the most appropriate density approach for all residential districts within the existing built-up area.

Sensitive infill would not be achieved through this option. Growth Scenario 1 may also not reflect current housing needs or the rapid rate of growth occurring within the Town of Carleton Place, as demonstrated by recent building permit activity. The fact that there are approximately 2,150 units in the queue as of the year 2020 demonstrates that the Town will likely continue to grow at a rate significantly higher than 92 units per year and exceed the over supply of 670 units.

 GROWTH SCENARIO 2: Development of all vacant residential lands and strategic properties in the existing urban boundary at mid-range densities, including sensitive infill development and the development of urban greenfields (e.g. future residential district).

Growth Scenario 2 (See **Appendix B**) would lead to lower, mid-range densities on selected intensification sites and the development of urban greenfield sites in line with the average density prescribed for residential districts and areas, as per the Town's OP. This option would also lead to the development of remaining vacant land at the existing average densities found in those sub-districts. Rural greenfields (annexed areas) are excluded in this growth scenario.

The total area of land that would be considered developable under Growth Scenario 2 is approximately 118.7 gross hectares (ha).

This growth scenario, which is further explained in **Table 4** below and found in **Appendix B**, would see residential densities as follows:

- 40 units per net hectare in Strategic Properties (high-density beyond the minimum requirement);
- Existing densities for each residential sub-district (the average for all of the Town's residential districts combined is approximately 22 units per net hectare);

- 30 units per net hectare for the selected four (4) intensification sites;
- 30 units per net hectare for the four (4) Urban Greenfields;
- Additional Residential Units representing 5% of total projected units.

TABLE 4 – GROWTH SCENARIO 2						
Sub-district	Net Area (ha)	Unit Count				
Strategic Properties	7.49	300				
Residential Districts 30.68 616						
Intensification Sites	5.53	166				
Urban Greenfields 33.24 997						
Additional Residential Units (5%) 104						
Total 62.43 2,183						

Growth Scenario 2 would result in the addition of approximately 2,183 units within the Town's existing boundary, including urban greenfields, and an oversupply of 1,208 units, or 3,020 people (See **Table 5**).

TABLE 5 – GROWTH SCENARIO 2					
Total Residential Units needed to meet the County's growth projection to the year 2038 (Demand minus the Units in the queue)	Unit Count Projection (includes 5% Additional Residential Units Included) based on Vacant Land Supply	Oversupply of:			
975 2,183 1,208					

To meet the County's growth projections to the year 2038, the Town would have to issue approximately 122 building permits per year. This would actually provide an oversupply of 1,208 units.

Growth Scenario 2 is desirable in that it makes use of land in the existing built-up area and a future development district already designated residential by the Town's OP. The fact that there are already approximately 2,150 dwelling units in the queue demonstrates that the Town will likely continue to grow at a rate significantly higher than 122 units per year and exceed the over supply of 1,208 units.

3. **GROWTH SCENARIO 3:** Development of all vacant residential lands and strategic properties in the existing urban boundary at minimum densities, including sensitive infill development and the development of both urban greenfields (e.g. future residential district) and rural greenfields (annexed lands).

Growth Scenario 3 (See **Appendix C**) would lead to the development of all lands previously discussed in Growth Scenarios 1 & 2 at lower densities, with the addition of the Town's rural greenfields (annexed areas).

The total area of land that would be considered developable under Growth Scenario 3 is approximately 178 gross hectares (ha).

This growth scenario, which is further explained in **Table 6** below and found in **Appendix C**, would see residential densities as follows:

- 35 units per net hectare in Strategic Properties (minimum density as prescribed by the Town's OP);
- Existing densities for each residential sub-district (average is 22 units per net hectare);
- 26 units per net hectare for the four (4) selected intensification sites;
- 26 units per net hectare for the four (4) Urban Greenfields;
- 26 units per net hectare for the two (2) Rural Greenfields; and
- Additional Residential Units representing 5% of total projected units.

TABLE 6 – GROWTH SCENARIO 3						
Sub-district	Net Area (ha)	Unit Count				
Strategic Properties	7.49	262				
Residential Districts	30.68	616				
Intensification Sites	5.53	144				
Urban Greenfields	33.24	864				
Rural Greenfields	32.45	844				
Additional Residential Units (5%) 137						
Total 110.39 2,867						

Growth Scenario 3 would result in the addition of approximately 2,867 units within the Town's existing boundary, including urban and rural greenfields, and an oversupply of 1,892 units, or 4,730 people (See **Table 7**).

TABLE 7 – GROWTH SCENARIO 3					
Total Residential Units needed to meet the County's growth projection to the year 2038 (Demand minus the Units in the queue)	Unit Count Projection (includes 5% Additional Residential Units Included) based on Vacant Land Supply	Oversupply of:			
975	2,867	1,892			

To meet the County's growth projections to the year 2038, the Town would have to issue approximately 160 building permits per year. This would actually provide an oversupply of 1,892 units.

Growth Scenario 3 is desirable in that it makes use of land in the existing built-up area and a future development district already designated as a residential district by the Town's OP. The rural greenfield sites (annexed areas) will also be used but need to be

designated for residential development via an Official Plan Amendment to the Town's OP (concurrent with an OPA to the Lanark County SCOP).

This option will lead to lower density development that will require more land and include servicing upgrades to the existing rural greenfield sites. The fact that there are already approximately 2,150 units accounted for in active applications demonstrates that the Town will likely continue to grow at a higher rate and meet the oversupply of 1,892 units. The densities achieved through Growth Scenario 3 may also be more desirable based on the Town's OP policy, existing development patterns and housing needs.

ONLINE PUBLIC SURVEY FINDINGS:

JLR developed an online survey that was distributed by the Town of Carleton Place and posted on its website.

The official Survey took place from February 1st to February 28, 2021. 356 individuals participated in the online survey. This sample size (n=356) is large enough for JLR and the Town to draw statistically significant conclusions about how people within the Town would like to see growth planning and management occur.

The main question that this survey aimed to answer is... where and how should anticipated growth occur?

The following information summarizes the results of the Online Public Survey:

- The public would like to see the Town prioritize residential development over other growth planning and management priorities (i.e. parks, employment).
- The public would like to see more growth occur in the existing built-up area through the infill and the redevelopment of existing lots in primarily residential districts/ areas, apart from some notable residential districts, which are to remain mostly untouched and low density.
- The public would like to see more development and redevelopment through a balanced approach that includes a range of densities and dwelling types.
- The top five (5) dwelling types for all developable and re-developable areas within the Town of Carleton Place based on the average total counts received are as follows:
 - 1) Single detached dwellings (220 counts);
 - 2) Semi-detached dwellings (153 counts);
 - 3) Apartment dwellings (131 counts);
 - 4) Seniors Residential dwelling (119 counts); and
 - 5) Townhouse dwelling (115 counts).

A complete summary of survey comments will be compiled in the final Background Report.

NEXT STEPS / CONCLUSION

Overall, balanced growth can be achieved within the existing Town boundary, at a range of densities and dwelling types. Based on public input, some intensification would be supported in select residential neighbourhoods and on some specific sites (e.g. strategic properties).

Each of the Growth Scenarios has its merits. Growth Scenario 2 and 3 would offer an opportunity to achieve sensitive infill development based on existing densities in all residential districts. Growth Scenario 3 would achieve the lowest densities but would require more land consumption (development over rural lands recently annexed) and servicing upgrades.

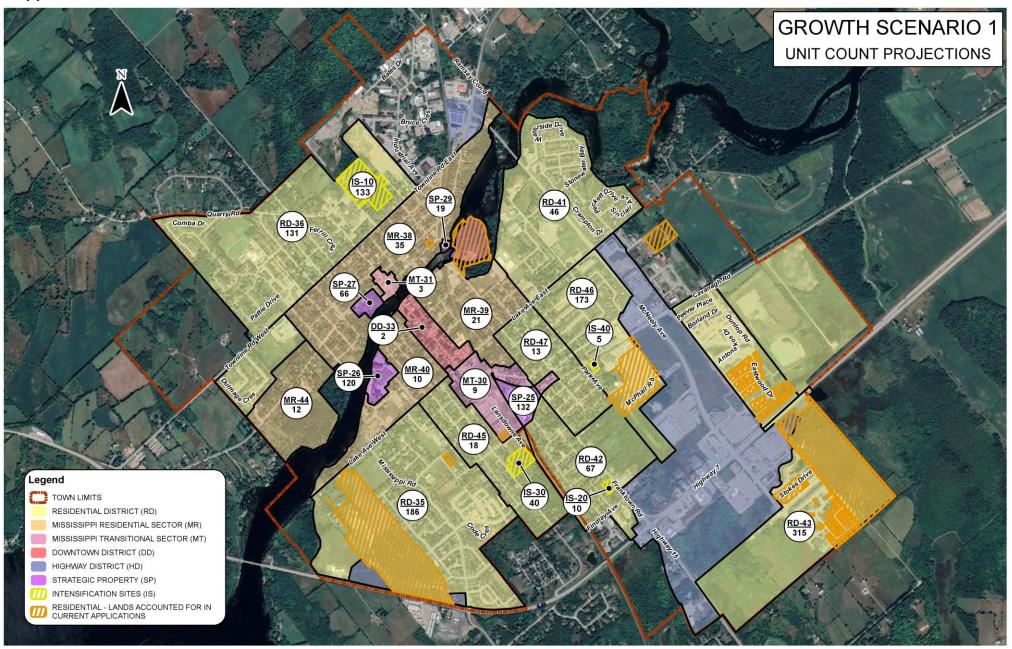
Before a recommendation can be made, a further public consultation process is recommended to confirm the growth scenarios as presented above.

J.L. Richards & Associates Limited is committed to working with the Town of Carleton Place to complete the Comprehensive Review.

RECOMMENDATION:

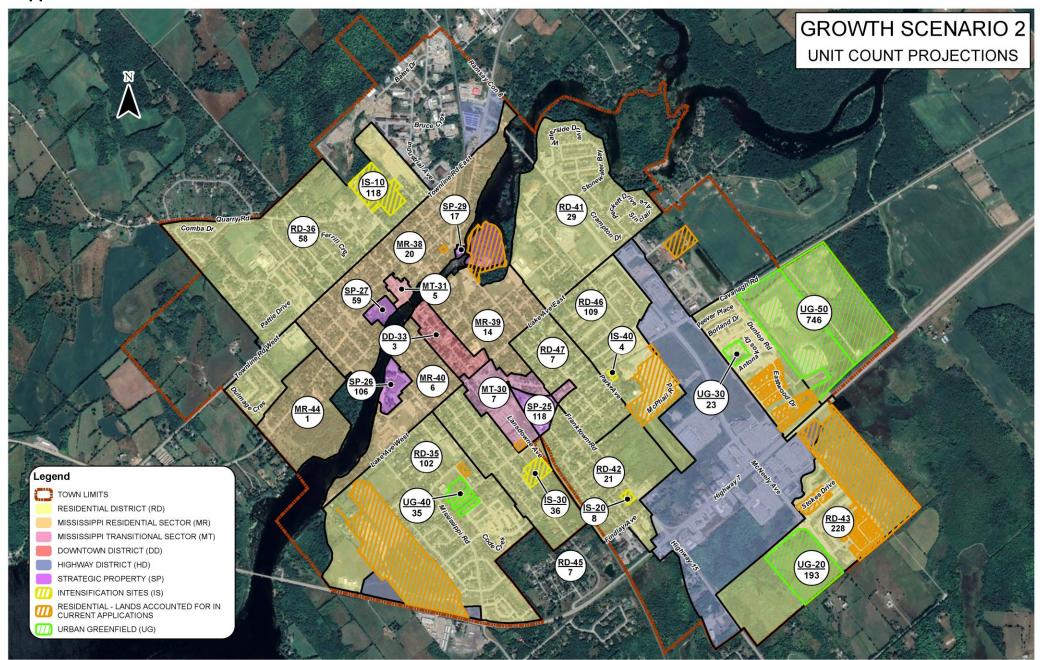
THAT Council directs Staff to initiate a public consultation to confirm the Growth Scenarios and complete the Comprehensive Review.

Appendix A



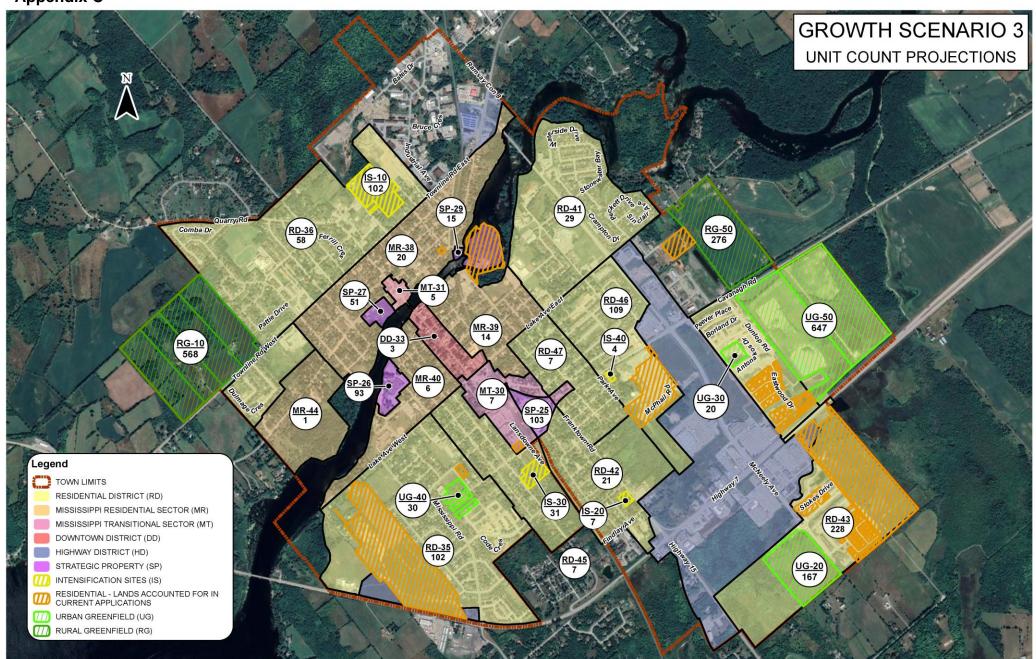
		GROWTH S	SCENARIO 1			
Description	Existing (Conditions	R	ules		Final Count
Sub-neighbourhood	Vacant Land (ha)	Existing Density	Density Rule	% applied to create Net Area	Net Area	Unit Count based on density rules
STRATEGIC PROPERTIES						
Strategic Property-25	4.20	-	45 units per net hectare	70 (%)	2.94	132
Strategic Property-26	3.80	-	45 units per net hectare	70 (%)	2.66	120
Strategic Property-27	2.10	-	45 units per net hectare	70 (%)	1.47	66
Strategic Property-29	0.60	-	45 units per net hectare	70 (%)	0.42	19
					Sub-Tota	337
RESIDENTIAL DISTRICTS - Sensitive	Infill					
Mississippi Residential Sector-38	1.46	19.45	34.00	70 (%)	1.02	35
Mississippi Residential Sector-39	0.89	22.84	34.00	70 (%)	0.62	21
Mississippi Residential Sector-40	0.41	19.47	34.00	70 (%)	0.29	10
Mississippi Residential Sector-44	0.51	2.73	34.00	70 (%)	0.36	12
Mississippi Transitional Sector-30	0.38	26.26	34.00	70 (%)	0.27	9
Mississippi Transitional Sector-31	0.13	51.28	34.00	70 (%)	0.09	3
Residential District-35	7.80	18.77	34.00	70 (%)	5.46	186
Residential District-36	5.52	14.94	34.00	70 (%)	3.86	131
Residential District-41	1.94	21.65	34.00	70 (%)	1.36	46
Residential District-42	2.83	10.56	34.00	70 (%)	1.98	67
Residential District-43	13.23	24.60	34.00	70 (%)	9.26	315
Residential District-45	0.78	12.22	34.00	70 (%)	0.54	18
Residential District-46	7.27	21.42	34.00	70 (%)	5.09	173
Residential District-47	0.56	16.83	34.00	70 (%)	0.39	13
Downtown District-33	0.08	59.16	34.00	70 (%)	0.06	2
					Sub-Total	1042
RESIDENTIAL DISTRICTS - Intensifica	ation Sites					
Intensification-10	5.60	-	34 units per net hectare	70 (%)	3.92	133
Intensification-20	0.40	-	34 units per net hectare	70 (%)	0.28	10
Intensification-30	1.70	-	34 units per net hectare	70 (%)	1.19	40
Intensification-40	0.20	-	34 units per net hectare	70 (%)	0.14	5
					Sub-Total	188
TOTAL MAIN UNITS						1567
Additional Residential Units (5% of all unit	s)					78
Total	50.29	UN	IIT COUNT BASED ON C	URRENT SUP	PLY	1645

Appendix B



		GF	ROWTH SCENARIO 2				
	Existing Conditions Rules			Final Count			
Sub-neighbourhood	Vacant Land (ha)	Existing Density	Density Rule	% applied to create Net Area	Net Area	Unit Count based on density rules	
STRATEGIC PROPERTIES							
Strategic Property-25	4.20	-	40 units per net hectare	70 (%)	2.94	118	
Strategic Property-26	3.80	-	40 units per net hectare	70 (%)	2.66	100	
Strategic Property-27	2.10	-	40 units per net hectare	70 (%)	1.47	59	
Strategic Property-29	0.60	-	40 units per net hectare	70 (%)	0.42	17	
			<u> </u>	, ,	Sub-Tota	300	
RESIDENTIAL DISTRICTS - Infill							
Mississippi Residential Sector-38	1.46	19.45	19.45	70 (%)	1.02	20	
Mississippi Residential Sector-39	0.89	22.84	22.84	70 (%)	0.62	14	
Mississippi Residential Sector-40	0.41	19.47	19.47	70 (%)	0.29	(
Mississippi Residential Sector-44	0.51	2.73	2.73	70 (%)	0.36	,	
Mississippi Transitional Sector-30	0.38	26.26	26.26	70 (%)	0.27	7	
Mississippi Transitional Sector-31	0.13	51.28	51.28	70 (%)	0.09	Į	
Residential District-35	7.80	18.77	18.77	70 (%)	5.46	102	
Residential District-36	5.52	14.94	14.94	70 (%)	3.86	58	
Residential District-41	1.94	21.65	21.65	70 (%)	1.36	29	
Residential District-42	2.83	10.56	10.56	70 (%)	1.98	2′	
Residential District-43	13.23	24.6	24.60	70 (%)	9.26	228	
Residential District-45	0.78	12.22	12.22	70 (%)	0.54	-	
Residential District-46	7.27	21.42	21.42	70 (%)	5.09	109	
Residential District-47	0.56	16.83	16.83	70 (%)	0.39	-	
Downtown District-33	0.08	59.16	59.16	70 (%)	0.06	3	
					Sub-Tota	616	
RESIDENTIAL DISTRICTS - Urba	ın Greenfield	d					
Urban Greenfield-20	11.70	-	30 units per net hectare	55 (%)	6.44	193	
Urban Greenfield-30	1.40	•	30 units per net hectare	55 (%)	0.77	23	
Urban Greenfield-40	2.10	-	30 units per net hectare	55 (%)	1.16	35	
Urban Greenfield-50	45.24	-	30 units per net hectare	55 (%)	24.88	746	
					Sub-Tota	997	
RESIDENTIAL DISTRICTS - Inter	nsification Si	tes					
Intensification-10	5.60	-	30 units per net hectare	70 (%)	3.92	118	
Intensification-20	0.40	-	30 units per net hectare	70 (%)	0.28	8	
Intensification-30	1.70	-	30 units per net hectare	70 (%)	1.19	36	
Intensification-40	0.20	-	30 units per net hectare	70 (%)	0.14	4	
					Sub-Tota	166	
TOTAL MAIN UNITS						2079	
Additional Residential Units (5% of a	all units)					104	
Total	118.64	UNIT C	OUNT BASED ON CURR	ENT VACANT LA	ND SUPPLY	2183	

Appendix C



		GROWTI	H SCENARIO 3			
	Existing Cor	nditions		Rules		Final Count
		Existing		% applied to create net		Unit Count based on
Sub-neighbourhood	Vacant Land (ha)	Density	Density Rule	area	Net Area	density rules
STRATEGIC PROPERTIES						
Strategic Property-25	4.20	-	35 units per net hectare	70 (%)	2.94	103
Strategic Property-26	3.80	-	35 units per net hectare	70 (%)	2.66	93
Strategic Property-27	2.10	-	35 units per net hectare	70 (%)	1.47	51
Strategic Property-29	0.60	-	35 units per net hectare	70 (%)	0.42	15
					Sub-Tota	l 262
RESIDENTIAL DISTRICTS - Infill						
Mississippi Residential Sector-38	1.46	19.45	19.45	70 (%)	1.02	20
Mississippi Residential Sector-39	0.89	22.84	22.84	70 (%)	0.62	14
Mississippi Residential Sector-40	0.41	19.47	19.47	70 (%)	0.29	6
Mississippi Residential Sector-44	0.51	2.73	2.73	70 (%)	0.36	1
Mississippi Transitional Sector-30	0.38	26.26	26.26	70 (%)	0.27	7
Mississippi Transitional Sector-31	0.13	51.28	51.28	70 (%)	0.09	5
Residential District-35	7.80	18.77	18.77	70 (%)	5.46	102
Residential District-36	5.52	14.94	14.94	70 (%)	3.86	58
Residential District-41	1.94	21.65	21.65	70 (%)	1.36	29
Residential District-42	2.83	10.56	10.56	70 (%)	1.98	21
Residential District-43	13.23	24.6	24.60	70 (%)	9.26	228
Residential District-45	0.78	12.22	12.22	70 (%)	0.54	7
Residential District-46	7.27	21.42	21.42	70 (%)	5.09	109
Residential District-47	0.56	16.83	16.83	70 (%)	0.39	7
Downtown District-33	0.08	59.16	59.16	70 (%)	0.06	3
					Sub-Tota	616
RESIDENTIAL DISTRICTS - Urban	Greenfield					
Urban Greenfield-20	11.70	-	26 units per net hectare	55 (%)	6.44	167
Urban Greenfield-30	1.40	-	26 units per net hectare	55 (%)	0.77	20
Urban Greenfield-40	2.10	-	26 units per net hectare	55 (%)	1.16	30
Urban Greenfield-50	45.24	-	26 units per net hectare	55 (%)	24.88	647
					Sub-Tota	l 864
RESIDENTIAL DISTRICTS - Intens	ification Sites					
Intensification-10	5.60	-	26 units per net hectare	70 (%)	3.92	102
Intensification-20	0.40	-	26 units per net hectare	70 (%)	0.28	7
Intensification-30	1.70	-	26 units per net hectare	70 (%)	1.19	31
Intensification-40	0.20	-	26 units per net hectare	70 (%)	0.14	4
					Sub-Total	144
SETTLEMENT BOUNDARY - Rura	l Greenfield					
Rural Greenfield-10	39.70	-	26 units per net hectare	55 (%)	21.84	568
Rural Greenfield-50	19.30	-	26 units per net hectare	55 (%)	10.62	276
					Sub-Tota	l 844
TOTAL MAIN UNITS						2730
Additional Residential Units (5% of all	units)					137
Total	177.64	U	INIT COUNT BASED ON (CURRENT SUP	PLY	2867