

THE CORPORATION OF THE MUNICIPALITY OF MISSISSIPPI MILLS

STAFF REPORT

DATE: November 17, 2020
TO: Council
FROM: Marc Rivet, Planning Consultant
SUBJECT: Official Plan Amendment 22 – Project Update

RECOMMENDATION:

THAT Committee of the Whole receive the Planning Consultant's report titled "Official Plan Amendment 22- Project Update" dated November 17, 2020 as information;

AND THAT Committee of the Whole recommend Council approve a revised Work Plan to proceed with the completion of OPA 22 based on an Almonte Ward Settlement Area Boundary Review and a subsequent policy review of the Rural and Village Areas.

BACKGROUND:

The first Mississippi Mills Community Official Plan (COP) was adopted by Council on December 13, 2005 and approved with modifications by the Minister of Municipal Affairs and Housing on August 29, 2006. A Report entitled "Population Projections", by Dr. David Douglas, was written in August 2002 to project the population of Mississippi Mills from 2001 to 2026 and was used to develop the "Mississippi Mills Community Official Plan Growth and Settlement Strategy." Following review and debates, the Steering Committee passed a motion supporting a 2026 population target of 18,500 which was endorsed by Council. The 2006 COP assumed that the Municipality's population would increase from 11,650 in 2001 to approximately 18,500 by 2026.

The 2006 COP was based on a 50/30/20 Settlement Strategy. The Plan was designed to direct:

- 50% of future growth to Almonte on full municipal services;
- 30% of future growth to rural areas, existing villages with large lots, developed on private services; and,
- 20% of future growth to the existing villages or new rural settlement areas with a form of servicing which can support lot sizes of approximately 1,000 to 2,000 square metre (¼ to ½ acre).

Using the 2026 projected population of 18,500, the 50/30/20 scenario would have seen:

- Almonte's population increase from 4,650 in 2001 to 8,080 by 2026

- the rural areas and villages increase from 7,000 in 2001 to 9,050 by 2026
- serviced settlement areas other than Almonte have a population of 1,370 by 2026.

The implementation of the “50/30/20 Settlement Strategy” focuses on regulating where and how residential development may take place, following four main principles:

- i. no new rural estate lot subdivisions on private services;
- ii. designating a 20-year supply of residential lands within the Almonte urban area (approximately 150 acres of new residential lands);
- iii. promote the introduction of full municipal or communal sewer and water services in the existing villages; and,
- iv. require new rural settlement areas to be on full municipal or communal sewer and water services.

In addition to identifying sufficient lands for the 20-year growth of Almonte (2006-2026), the Plan had also identified lands abutting Almonte which could of been considered for future expansion had a comprehensive review been completed that justified additional lands being added into the urban boundary. These lands were identified during the development of this Plan as being logical extensions of the urban area and which would maintain a compact urban form. Schedule A to the COP had identified these lands with an overlay called “Future Expansion”. Development proposals involving lands within the “Future Expansion” overlay were to be assessed to ensure that they would not hinder future expansion of the urban area should that need ever arise.

Since then, the “Lanark County Sustainable Community Official Plan” (SCOP) was approved by the Province in June 2014. Furthermore, the Province had adopted a new set of Provincial Policy Statements which came into effect on April 30, 2014. Local Official Plan Amendments have since been delegated to the County (Upper Tier). The SCOP had included growth projections to the year 2031. These growth projections were simply to assist in monitoring growth across the County. As per the LCSCOP, Mississippi Mills’ share of the population was expected to represent 24.4% of the County’s population.

Mississippi Mills initiated a five-year review of its COP as mandated by the Province under the provisions of Section 26(1) of the *Planning Act*. The purpose of the review was to ensure that the OP:

- (1) has regard to matters of provincial interest listed in Section 2 of the *Planning Act*, and
- (2) is consistent with policy statements (PPS) issued under subsection 3(1) of the *Planning Act*.

This COP Five Year Review is referred to as OPA 21.

The determination of land requirements to accommodate growth must be justified based on population and growth projections, including employment targets and residential and non-residential projections. The analysis needs to also consider growth through intensification and redevelopment opportunities, as well as infrastructure and public service facilities available in the municipality over the 20-year planning period. Municipalities must demonstrate, through a *comprehensive review*, that *settlement* areas can meet growth projections. If not, expansion(s) are required to *settlement area(s)* in order to meet the forecast for land requirements during the planning period.

An Official Plan Five Year Comprehensive Review was prepared by J.L. Richards & Associates Limited in April 2017. Consistent with the June 2003 “Mississippi Mills Community Official Plan Growth and Settlement Strategy”, the medium range projections from the Trend Extrapolation and the Variable Proportions methodologies were used to determine population and growth projections.

Mississippi Mills was projected to grow to 17,598 people by 2037 under the medium range projection using these methodologies. This population projection represents an average compound annual growth rate of 1.39%.

Using the 2037 projected population of 17,598 and the potential demand for an additional 1,889 residential units (2.37 persons per household is used throughout however one could expect smaller household sizes in Almonte), the 50/30/20 scenario would have seen a need for:

- 936 new units in Almonte on full municipal services;
- 562 new units in rural areas and existing villages with large lots, developed on private services; and
- 74 new units to be in existing villages or new rural settlement area with a form of servicing that can support lot sizes of approximately 1,000 to 2,000 square metres (full municipal or communal sewer and water services).

According to the 2006 COP, low density residential development shall include single detached, semi-detached, duplex, converted dwellings, and triplex housing. In general, the gross density for low density residential development shall be 15 units per hectare. Medium density residential development shall include four-plex housing, townhouses, 3 storey apartments, converted dwellings of three or more units and similar multi-unit forms of housing. In general, medium density residential development shall have a maximum net density of 35 units per net hectare. Furthermore, the Municipality had established a housing mix target of 70% low density (70% of 57.2 ha @ 15 u.p.g.h.) and 30% medium density (30% of 57.2 ha @ 35 u.p.g.h.). The Official Plan also permits other uses compatible with residential neighbourhoods such as parks, public and community facilities, bed and breakfasts, and local commercial uses.

POLICY CHANGES AS A RESULT OF OPA 21:

The Official Plan Amendment - OPA 21 (Five Year Review) was adopted by the Municipality of Mississippi Mills on June 26, 2018 by By-law No. 18-76 and forwarded to the County of Lanark for a decision under subsection 17(34) of the Planning Act. The County of Lanark is the approval authority for all changes to the Community Official Plan for Mississippi Mills.

The County of Lanark made a decision to partially approve Official Plan Amendment No. 21 to the Community Official Plan for the Municipality of Mississippi Mills, as adopted by By-law No. 2019-38 on December 4, 2019 under Section 17 of the *Planning Act*.

The following are some of the modifications made by the County (approval authority) which should be noted:

7. 2.5.3.1 – Population Projection is hereby modified by:

a. Deleting the last paragraph in its entirety and replacing it with the following:

“Consistent with the population allocations of the Sustainable Communities Official Plan for the County of Lanark, Mississippi Mills is projected to grow to a population of 21,122 to the year 2038. This allocation represents a 60% increase in the Municipality’s population. A comprehensive review will be conducted to plan for the Municipality’s population allocation in accordance with the policies of the Provincial Policy Statement and the Sustainable Communities Official Plan for the County of Lanark. The results of the comprehensive review will be implemented as an amendment to this Plan.”

8. 2.5.3.2.2 – 50/30/20 Settlement Strategy is hereby modified by deleting this section in its entirety and replacing it with the following:

“2.5.3.2.2 70/30 Settlement Strategy

The 70/30 Settlement Strategy of this Plan will be based on a comprehensive review and will represent a fundamental shift in where growth will be accommodated. The comprehensive review will include the population projection information noted in Section 2.5.3.1. The Plan is designed to direct:

- **70% of future growth to Almonte on full services; and**
- **30% of future growth to rural areas, existing villages with large lots, developed on private services or new rural settlement areas with a form of servicing which can support lot sizes of approximately 1,000 to 2,000 square feet (¼ to ½ acre).”**

9. Section 2.5.3.2.3 General Policies

“3. The Municipality will undertake a comprehensive review to identify sufficient lands for the 20 year growth of the Almonte Ward and determine if additional lands can be justified for inclusion into urban boundary. Additional lands which can be justified for inclusion into the Almonte urban boundary will require an amendment to Schedules “A” and “B” to this Plan.”

d. Deleting in policy (5) the first two sentences and replacing them with **“Schedule “B” to this Plan presents the “urban” boundary for the Almonte Ward.”**

35. Schedule A – Rural Land Use is hereby modified by:

a. Deleting the “Future Almonte Overlay” designation from the map and legend on Schedule A – Rural Land Use.

PURPOSE OF OPA 22:

The purpose of OPA 22 is to evaluate the need to expand the Almonte Ward Settlement Boundary. The comprehensive review will be based on the same underlined principles that have been established by the County in its changes to OPA 21 as highlighted in the section above. These principles are:

- new population projections adopted by the County of Lanark for Mississippi Mills (2018-2038) of 21,222;
- 70% of future growth to Almonte on full municipal services;
- 70/30 (low density / medium density) split;
- Low density being 15 units per gross hectare and medium density being 35 units per net hectare.

Just as the Community Official Plan has an Appendix A for Rural lands and Appendix B for the Urban Boundary we propose to split the exercise into an Urban review and a Rural / Village Review. Because the approach and methodology are different and consultation techniques (due to COVID-19) will also differ separating the urban discussion from the rural/village discussion will simplify the process and each meeting can be more focused.

The Workplan that is attached to this report proposes to bring the Bylaw before Council for consideration in February. If it is approved by Council then the Comprehensive Review is sent to the County for their review and consideration. Therefore, we would expect to start the Rural / Village Official Plan Amendment project and consultation in February 2021 (Open House within Ramsay and Pakenham Ward and Public Meeting). The Comprehensive Review currently being completed for the Urban Growth Scenarios has also included the land use inventory, land use plan, density calculations, etc. for the Rural and Village areas. Having the Rural/Village discussion follow the urban and potentially include the development of the LEAR project will compliment the refine of the Official Plan.

The Rural / Village OPA will review how the 30% of future growth will be accommodated in the rural areas, existing villages with large lots developed on private services or new rural settlement areas with a form of servicing which can support lot sizes of approximately 1,000 to 2,000 square feet (¼ to ½ acre).

STATUS OF OPA 22:

J.L. Richards & Associates Limited (JLR) was retained on August 28, 2020 to undertake a comprehensive review to identify sufficient lands for the 20-year growth of the Almonte Ward and determination if additional lands can be justified for inclusion into the urban boundary.

Phase 1

To date, weekly project meetings have been held with municipal staff to discuss the project. Furthermore, a project initiation meeting was held with Lanark County to discuss our approach to this comprehensive review and confirm our methodology.

Phase 2

JLR has completed a background review which included:

- Review policy, goals and objectives at the Provincial, County and local level.
- Review the LCSCOP policies in regard to Settlement Area expansion, intensification targets, densities, etc.
- Review the Municipality's historical role in accommodating population and employment growth, the impact of the Municipality's proximity to the City of Ottawa and the potential for employment growth within its Business Park / Industrial Area; as well as within its primary resource business sector (i.e. agricultural).
- Review current and anticipated trends and economic conditions within the Municipality and the regional market area that may impact the amount and distribution of future population and employment growth.
- Review all available and relevant documentation.

JLR has also completed a review of past reports, motions, permit activity, trends, projections and statistics.

ESRI ArcGIS Desktop was used to organize existing GIS data and develop new layers, perform analysis and create figures. Using data sources such as:

- Mississippi Mills' assessment parcel fabric;
- Municipal Property Assessment Corporation (MPAC) property codes linked to GIS parcel fabric layers;

- Statistics Canada's GeoSuite product and Dissemination Block data;
- Mississippi Valley Conservation Authority (MVCA) floodplain and wetland layers; and,
- Ontario Ministry of Natural Resources and Forestry (OMNRF) GeoHub open data.

We have also updated land use, vacant land (land supply), and 2020 population estimates for Almonte, Villages, and the rural area.

Phase 3

JLR is currently reviewing site servicing opportunities and constraints associated with the previous "Future Expansion Areas" as well as certain other lands that are being considered for development.

Follow up meetings have also taken place with the County of Lanark to seek guidance on specific issues that affect the methodology and the rationale that will be captured in the Comprehensive Review Report.

Phase 4

JLR has also started an evaluation of potential growth areas including an evaluation matrix looking at planning, servicing, transportation, public uses, etc. The evaluation matrix will be completed by both professional land use planners and professional engineers to assist in our growth scenario recommendations.

Phase 5

JLR and municipal staff have started discussions with various landowners groups / developers (consultants). We are currently looking at presenting a draft of our growth scenarios to Committee of the Whole on December 15, 2020 as an information item with an Open House and Public Meeting in the New Year.

SUMMARY AND OPTIONS:

We are committed to continuing the project as described in the revised work plan, but welcome Council's direction should they wish to modify the scope or methodology. Certain aspects of the work plan are statutory and cannot be altered (i.e. Public Meeting) while others are projections for completion by third parties (i.e. the County of Lanark).

All of which is respectfully submitted,



Marc Rivet, MCIP RPP
Planning Consultant



Ken Kelly
Chief Administrative Officer

ATTACHMENTS:

Appendix A –Project Timeline