

THE CORPORATION OF THE MUNICIPALITY OF MISSISSIPPI MILLS

STAFF REPORT

DATE: December 15, 2020

TO: Committee of the Whole

FROM: Marc Rivet, MCIP, RPP

SUBJECT: Municipality of Mississippi Mills Official Plan Amendment (OPA) No. 22 – Comprehensive Review (Urban Settlement Area Boundary)

RECOMMENDATION:

THAT Council direct Staff to proceed with an Open House in early-January and a Public Meeting on January 26, 2021 for the Official Plan Amendment (OPA) No. 22.

BACKGROUND:

This Background Report is an “Information Item” that relates to Official Plan Amendment (OPA) No. 22, which stems from the work that was conducted for OPA 21; Five-Year Review. OPA 21 was approved with modifications by Lanark County on December 4, 2019 and was deemed to be consistent with the Lanark County Sustainable Community Official Plan and the Provincial Policy Statements which came into effect on April 30, 2014.

The Municipality of Mississippi Mills had retained the planning services of J.L. Richards & Associates Limited to undertake the Five-Year review of its Community Official Plan (COP) under Section 26(1) of the Planning Act (OPA 21).

The purpose of updating the Community Official Plan was to:

- a) revise the Official Plan as required to ensure that it,
 - ii. has regard to the matters of provincial interest listed in Section 2 of the *Planning Act*; and
 - iii. is consistent with policy statements issued under subsection 3 (1) of the *Planning Act*.
- b) revise the Official Plan, if it contains policies dealing with areas of employment, including, without limitation, the designation of areas of employment in the Official Plan and policies dealing with the removal of land from areas of employment, to ensure that those policies are confirmed or amended.

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 underlying principles that have been established by the County in its changes to OPA 21.

These principles are:

- new population projections adopted by the County of Lanark for Mississippi Mills (2018-2038) of 21,122;
- 70% of future growth to Almonte on full municipal services; and
- 70/30 (low density / medium density) split.

A Comprehensive Review has been prepared by the Municipality's planning consultants (JLR) in support of OPA 22. The objective of the consultant's report was to determine if Almonte has sufficient settlement area to accommodate growth to the year 2038 and should an expansion be required, identify and evaluate the potential areas for expansion.

Based on the consultant's report, there is a shortfall of 60 hectares to accommodate residential growth to the year 2038. Therefore, the settlement area of Almonte needs to be expanded to accommodate future growth. The following are the main conclusions for the Municipality of Mississippi Mills:

- The Municipality does not have the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment, and lands designated and available for residential development; but
- The Municipality has land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

A detailed analysis (evaluation matrix) was further completed for four (4) areas: Area 1 ("Sonnenburg Lands"), Area 2 ("Houchiami Lands"), Area 3 (southwest quadrant) and Area 4 (north of Millrun).

In accordance with the Provincial Policy Statement, there is now a clear onus on municipalities to demonstrate, through a *comprehensive review*, that *settlement areas* can meet growth or expansions are required to a *settlement area* in order to meet the forecast for land requirements during the planning period.

Staff is seeking Council's direction to advance forward with the consultation process that will help to inform and complete the Comprehensive Review.

DISCUSSION:

The information provided below summarizes the background information and analysis conducted for the Comprehensive Review:

Growth Projections – 2020 to 2038 projections

According to Statistics Canada, 2016 Census of Population, Mississippi Mills had a population of 13,163. Almonte [population centre] had a population of 5,039 and average household size of 2.2.

A 2020 population for Almonte was developed using residential building permit activity (2016- 2020) and average household size per unit types (household sizes were determined for low and medium density units within Almonte). Number of new housing starts (by type) was then multiplied by these average household sizes. It was estimated that Mississippi Mills Rural and Village areas saw a population increase of 264 people and Almonte Ward saw a population increase of 1,840 people during this period (2016-2020).

It is therefore assumed that the Mississippi Mills population was 15,267 [Almonte Ward's population was 6,879 and the Rural / Village areas 8,388] in 2020.

Per approved population projections (OPA 21), Mississippi Mills is expected to grow to an estimated population of 21,122 by 2038. Also, per OPA 21's urban/village-rural growth targets, it is estimated that the urban area will see a growth of 4,168 people and the village-rural areas will see a growth of 1,786 people.

Settlement Strategy (Urban and Rural-Village Split)

The 70/30 Settlement Strategy of the COP represents a fundamental shift in where growth will be accommodated.

The COP 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 metres (¼ to ½ acre).

Using JLR's 2020 Population projection of 15,267 and the projected population of 21,122 in 2038, the 70/30 scenario would see:

- Almonte's population increase by 4,168 new residents.
- Rural areas and existing villages with large lots developed on private services or new rural settlement areas with a form of servicing that can support lot sizes of approximately 1,000 to 2,000 square metres (1/4 to 1/2 acre) would see 1,786 new residents.

Using the 2038 projected population of 21,122, the 70/30 scenario would also see a need for:

- 1,766 new units in Almonte on full municipal services;
- 744 new units to rural areas, existing villages with large lots, developed on private services or new rural settlement areas with a form of servicing that can support lot sizes of approximately 1,000 to 2,000 square metres (1/4 to 1/2 acre) based on 2.4 persons per household.

Land Demand versus Land Supply (Residential & Employment)

Residential – Supply vs Demand

Residential permit activity over the past five (5) years has seen an 87/13 (urban/rural-village) split.

According to the residential building permit activity provided by the municipality, the following is a breakdown of building permit activity over the past five (5) years:

- Mississippi Mills: 148 units / year average
- Almonte Urban: 146 units / year average
 - o Low Density Residential: 70 units / year average (48%)
 - o Medium Density Residential: 77 units / year average (52%)
- Villages: Low Density Residential: 2 units / year average
- Rural: 20 units / year average

An average of 139 units per year to 2038 (OP planning horizon) or 98 units per year in Almonte and 41 units per year in the village/rural area (combined) is a safe assumption.

The Municipality has established a goal for an urban residential density of approximately 15 to 35 residential units per gross hectare of land. Low density shall be 15 units per gross hectare (including roads and parks) whereas the medium density shall be 35 units per net hectare. Furthermore, the Municipality has established a housing mix target of 70% low density and 30% medium density.

The vacant land inventory has identified several vacant or underutilized parcels available to support intensification (either through new development or expansion). Within Almonte, there are approximately 22 hectares of vacant or underutilized parcels available to support intensification (including lands within a draft or registered plan of subdivision). Applying the 70/30 Residential Split and the current range in urban density and housing mix targets, there is a potential for approximately 275 lots/units within Almonte within intensification areas (including draft and registered plans of subdivisions).

There are approximately 35 hectares of vacant greenfield lands within Almonte. Applying the 70/30 Residential Split and the current range in urban density and housing mix targets, there is a potential for approximately 406 lots/units within Almonte's Greenfield areas.

According to the projections described above, housing demand in Almonte is estimated to be 1,274 low density residential units and 492 medium density units to meet growth targets to the year 2038 (avg. 98 units per year) [total of 1,766 units].

Based on the above, there is a shortfall of 60 hectares to accommodate growth to the year 2038 (See Table 1 below). A detailed review has been completed of potential expansion lands.

Table 1: Residential Supply vs. Demand

| | |
|---|--------------|
| Total estimated Population in Almonte (2020) | 6,879 |
| Total Population to be Accommodated in Almonte between 2021-2038 | 4,168 |
| Total Lots/Units Required (2021-2038) | 1,766 |
| <u>Urban Settlement Area</u> | |
| Almonte – Intensification (15-35 u/ha) @ 70/30 @ 70% residential | 275 |
| Almonte – Greenfield (15-35 u/ha) @ 70/30 @ 65 % residential | 406 |
| Almonte – 430 Ottawa Street (OPA 27) 124 units at 1.5 persons per unit | 186 |
| Almonte – Orchard View Estates Phase II (OPA 27) 48 retirement home Rooms at 1 person per room and 48 adult bungalows at 1.5 persons per unit | 72 |
| Additional Residential Units (aka secondary units, basement apartments) 4 per year at 1.25 persons per unit (assumption) | 90 |
| Total Existing and Projected Lots/Units | 1,077 |
| No. of Lots/Units Required to Meet Projected Demand | 1,766 |
| SUPPLY MINUS DEMAND | |
| (Based on Rural Settlement Areas on private services and amount of urban and rural severances based on past trends) | (689) |

Employment – Supply vs. Demand

Based on employment projections, we are assuming there will be a need for 1,517 jobs in Mississippi Mills (Employment Lands) by the year 2038. Employment lands include those lands currently designated Industrial and Business Park (could also include certain rural industrial or rural commercial lands that meets the definition of ‘employment’).

According to the Land Use Inventory, there is a total of 21 hectares of vacant Industrial lands and 16 hectares of vacant Business Park lands totalling 37 hectares of vacant employment lands.

According to the Employment Projections for Mississippi Mills, there is a need for approximately 33.7 hectares of employment land to accommodate employment in the Municipality over the planning horizon. Considering there are approximately

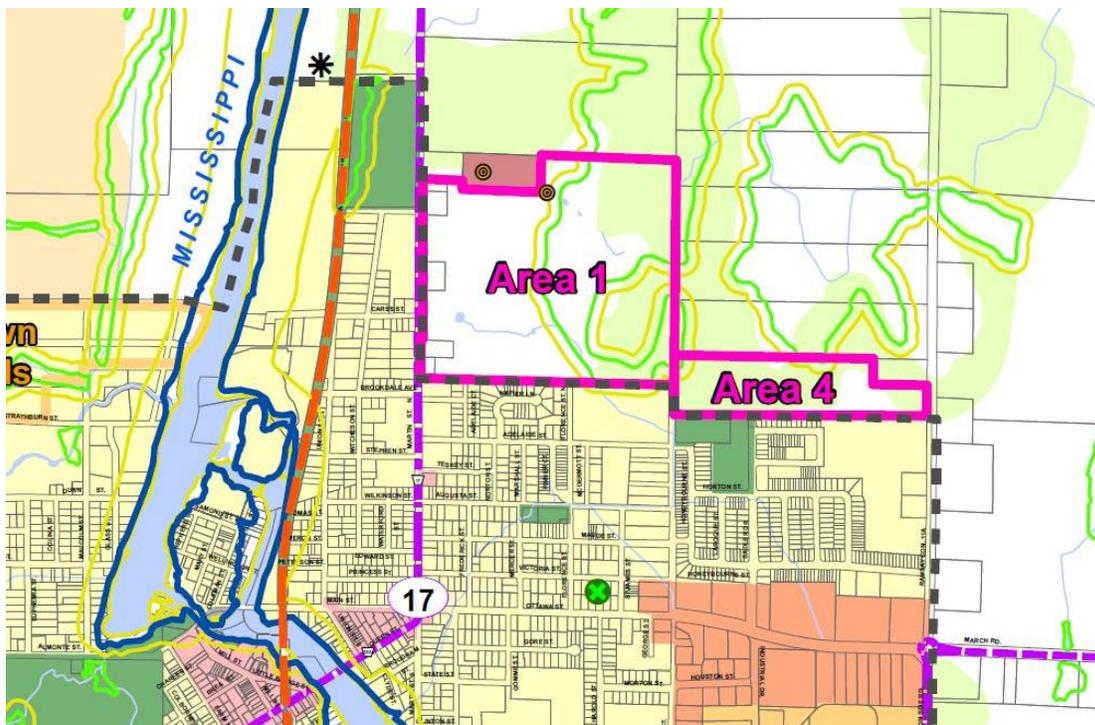
37 hectares of employment lands in the Urban Service Area (Industrial, Business Park), there are enough employment lands to meet projected demands (33.49 ha following OPA 27 which is in the approval process).

The land supply for employment use is adequate for accommodating projected development needs for the 20-year planning horizon [2038] based on the current activity rate and resident labour force within the Municipality.

Potential Expansion Areas

A detailed analysis (evaluation matrix) was completed for four (4) potential expansion areas which is included in Appendix 2 of the consultant's report. Based on a detailed analysis, three potential expansion areas were identified. These include Area 1 ("Sonnenburg Lands"), Area 2 ("Houchiami Lands") and Area 4 (Extension of Millrun).

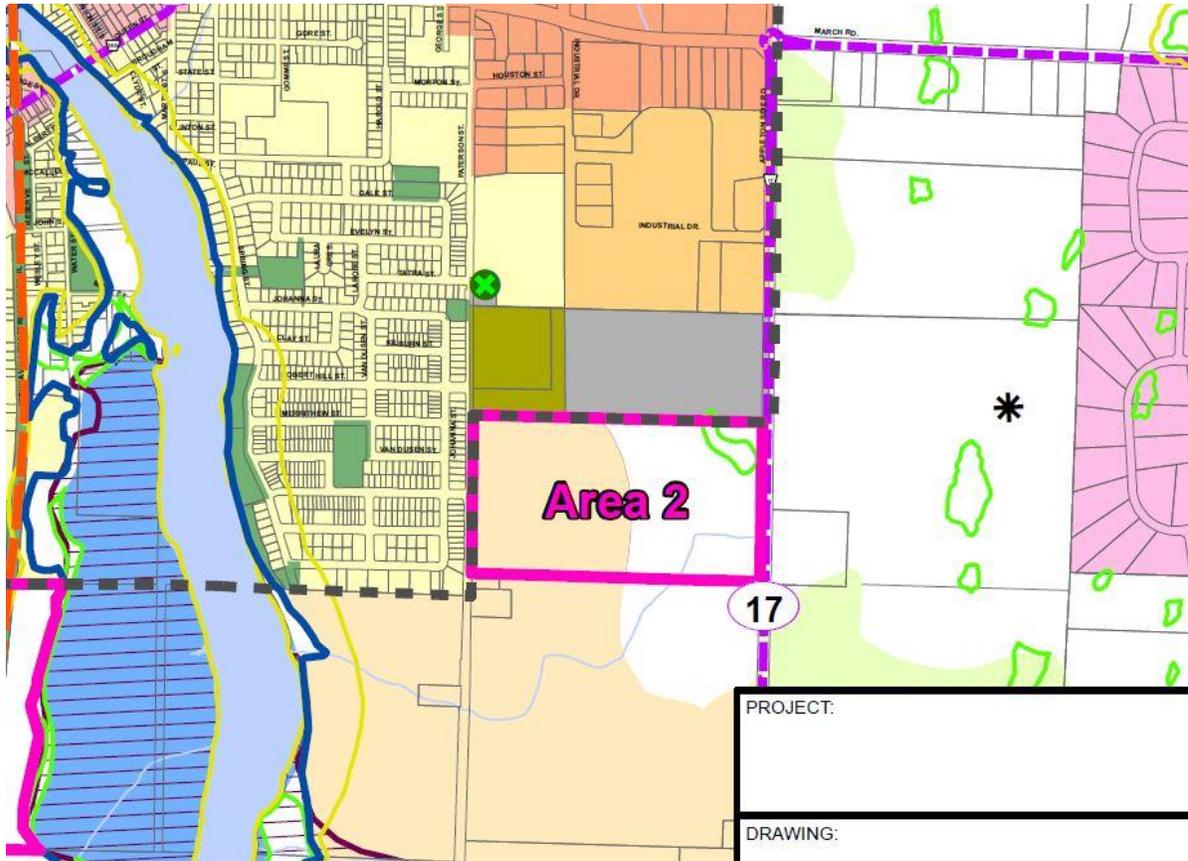
AREA 1 – Key Stats



- 38.63 hectares (ha) in Total Land Area.
- 15.4 ha of land is unaffected by constraints
- 1.17 ha of rural land that is located within the Ministry of Environment (MOE) 30m setback buffer from the adjacent Waste Disposal Facility. This area of the site is undevelopable
- 1.75 ha of rural land that is already developed.

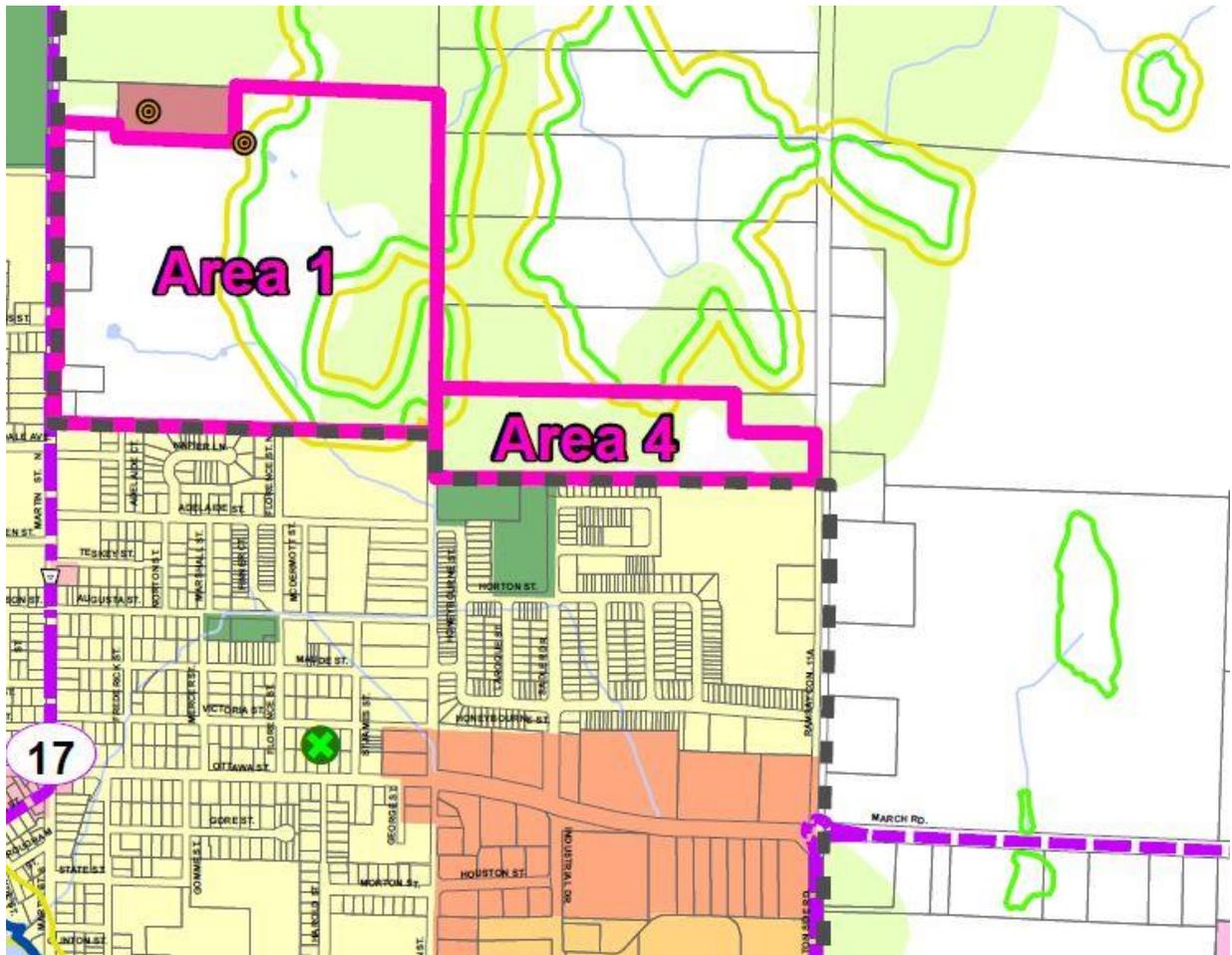
- 10.7 ha of rural land that is subject to the Rural – Agricultural Overlay
- 18.2 ha of rural land that is subject to natural heritage constraints

AREA 2 – Key Stats



- 11.4 ha of Rural lands.
- 12.6 ha of Prime Agricultural Land, which consists of good soil for cultivation and may include existing agricultural operations.
- 1.12 ha of land is within the 30m Prime Agricultural Buffer, as prescribed by Section 3.6.16 of the Mississippi Mills Community Official Plan (COP).
- 0.51 ha of land will be subject to the separation distance (20m) requirement from Type I land uses.
- 0.63 ha of Rural Land is located within the MVCA Unevaluated Wetland.

AREA 4 – Key Stats



- 9.7 ha of Rural lands.
- A Rural – Agricultural Overlay (not prime agricultural land) is present over 7.7 ha of the Rural Lands.
- 0.69 ha of Rural Land is located within the MVCA Regulation Limit, with 0.09 ha of this land being identified as MVCA Unevaluated Wetlands.

FINANCIAL IMPLICATIONS:

The Master Servicing Plan had considered Areas 1 and 2 as part of its analysis. Included in Appendix 1 to the Comprehensive Review is an Executive Summary of the Master Servicing Plan. Future growth areas will require investment in municipal infrastructure. The Municipality has a Development Charges By-law. It is expected that updates to various Master Plans (i.e. Servicing Master Plans) and Development Charge Background Study / By-law will be required should the settlement area boundaries be expanded.

SUMMARY AND RECOMMENDATION

This Background Report is for informational purposes only. However, staff are requesting Council's approval to advance forward with public consultation which would consist of an Open House and Public Meeting.

With that, our recommendation is that Council direct Staff to proceed with an Open House in early-January and a Public Meeting on January 26, 2021 for the Official Plan Amendment (OPA) No. 22.

However, should Council wish to take more time to review the Draft Comprehensive Review in support of OPA 22, they could pass a motion to delay the Public Consultation at this time.

All of which is respectfully submitted,



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Ken Kelly
Chief Administrative Officer

ATTACHMENTS:

Appendix A – “Consultant’s Report” (JLR) – Mississippi Mills Comprehensive Review