

COMMUNICATION 133034

Received from Niki Dwyer, MCIP RPP, Director of Development Services
Addressed to Committee of the Whole
Date April 12, 2022
Topic 2021 Development Services Department Activity Report Card

SUMMARY

The intent of the Development Services Annual Activity Report is to provide a report card to Council regarding development activities and trend data respecting community growth.

As Council is aware, the County of Lanark has allocated a forecasted growth to Carleton Place of 97% by 2038 which will increase the total population of the Town to 20,964, or approximately 8,735 households¹. **Our forecasted annual growth is 3% per year, or 215 homes per annum.**

COMMENTS

Development staff track and chart several Key Performance Indicators in order to assess the volume and complexity of development within Carleton Place. These growth trends allow the Department to effectively manage workflows and predict where resource shortages may exist in the future.

Building Permit Activity:

In the analysis of Building Department activities, staff track two (2) indicators of volume of work. The first indicator is the number of New Units created which provides trend data over a number of years to show the true growth rate in comparison to the municipal population projections and the second is the amount of overall building activity.

2021 saw the continued increase in total new dwellings with the **construction of 213 new units**. This statistic represents a **34% decrease in the number of new units** from 2020 and is more representative of the Town's 20-year growth projection detailed in the Official Plan. The majority of these units represented townhome dwellings, reflecting 42% of the total number of new units, contrasting 2020's trends which provided a majority of single detached dwelling units.

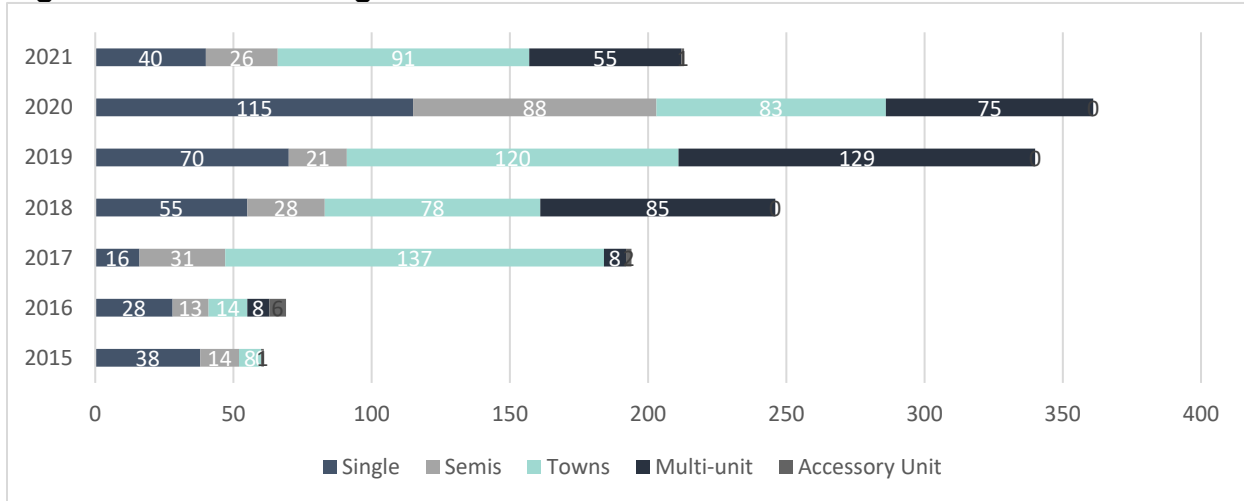
Figure 1 – New Dwelling Units

	2016	2017	2018	2019	2020	2021
Single	28	16	55	70	115	40
Semis	13	31	28	21	88	26
Towns	14	137	78	120	83	91
Multi-unit	8	8	85	129	75	55
Accessory Unit	6	2	0	0	0	1
Total	69	194	246	340	361	213

¹ [2.4 persons per household](#)

The 5-year trend data shows an annual average growth of **270 units per year**, with a **3-year annual average growth of 304 units per year**.

Figure 2 – New Dwelling Units



While **new residential construction currently represents 87% of our building permit activity**, it is also significant to track overall general activity as an indicator of resilience and regeneration of the community.

Figure 3 – Total Permit Activity

	2016	2017	2018	2019	2020	2021
Residential	148	271	250	417	447	284
Multi-res	3	1	2	4	5	5
Commercial	24	11	27	28	27	21
Industrial	1	2	1	2	3	4
Institutional	5	0	1	9	9	7
Other	25	12	16	0	0	1
Total	206	297	297	460	491	325

The Chief Building Official suggests that the reduction in building permits numbers for 2021 compared to previous years was related to the following factors:

1. Covid-19 Pandemic
2. Material price hikes
3. Material scarcity
4. General uncertainty in the economy
5. Release of available lots in subdivisions
6. Lack of availability for contractors and designers to do the work

In addition to residential construction, institutional permits were issued for the renovation and expansions of St. Mary’s Catholic School, Arklan Public School and the

Carleton Place High School to build additional capacity for the population growth in the Town and surrounding areas.

Commercial construction also included fit-ups for a new pharmacy, veterinary clinic and cardiac clinic, as well as a substantial industrial renovation at 26 Industrial Drive to house the expanded operation of Eteros. Institutional-Commercial-Industrial **construction values totalled an estimated \$570,000.00.**

Overall, Building Permit activity in 2021 represented a **total issuance of 325 permits, or 163 permits per inspector.** In consultation with Building Officials in other municipalities, this workload remains higher than the average carrying capacity of 125 permits per inspector. This reduction in inspections for new permits allowed staff to dedicate a considerable amount of time to follow up on outstanding open files from previous years as had been identified as a priority in the 2020 Activity Report.

Planning and Pre-Development:

While Building permit activity can provide a retrospective position of development trends, analysing and tracking future development provides a picture of how growth will continue in the next five (5) years. This information is vital to ensuring that the Municipality has sufficient resource capacity to respond to development requests and ensure the thorough and comprehensive review of proposals from start to finish.

While the Provincial Policy Statement requires that municipalities have adequate supply of serviceable land for 3-5 years of growth and designated land for infill and development for 15 years of growth, the release and phasing of these lands is left to the discretion of the local municipality.

The Comprehensive Review commissioned in 2020 begins to look at the land needs to accommodate forecasted growth for a 20-year period. Part of this analysis includes examining the number of approved-vacant lots within plans of subdivision. This land supply serves our immediate 3-5 year needs for growth.

Over the past five (5) years, the Town of Carleton Place has registered 1,119 lots for new construction. The majority of these lots have been registered within the past two (2) years in the Carleton Landing (Pegasus) and Miller's Crossing (Cardel) subdivisions.

In 2021, the Town added an additional 179 lots within the Carleton Landing and Taber Street subdivisions. While the Taber Street lots were originally included in the 2020 activity report, registration of the lots did not ultimately occur until 2021.

Figure 4 – Number of Units Registered in Plans of Subdivision:

	2016	2017	2018	2019	2020	2021
Carleton Landing			146	109	158	158
Miller’s Crossing		90	44	74	67	
Coleman Central					226	
Jackson Ridge	139					
Carleton Crossing				42		
King Street (Brigil)		24				
Taber Street						21
Total	139	114	190	225	451	179

In addition to lot creation by plans of subdivision, the Town also creates new lots through consent and part lot control applications. On average, the **Town establishes six (6) new lots by consent per year**. These applications may represent the division of existing semi-detached dwellings into freehold units, but more often the applications are filed to permit the severance of a vacant lot for new infill development.

Part lot control applications represent the final partitioning of blocks of land within subdivisions at the time of sale. The majority of these applications are for the establishment of townhomes and semi-detached dwellings. The total number of “doors” created through the registration of the final part lot control applications for plans of subdivision have been considered and accounted for in Figure 4, however, it should be noted that annually the Town receives 1-2 applications for part lot to sever infill developments outside recently approved plans of subdivision (i.e. 63-65 Napoleon Street in 2019). The inclusion of the applications in the analysis is significant as a general indicator of speed of development within phases of plans of subdivision.

Figure 5 – Number of lot creation applications

	2016	2017	2018	2019	2020	2021
Part Lot Control	9	23	36	29	39	56
Severance	15	7	4	2	5	8

Finally, staff have commenced the tracking and monitoring of how quickly phases of subdivisions build-out once lots are “released” for development. When the Municipality approves a Plan of Subdivision by issuance of a Subdivision Agreement, it does so with the understanding that the development will occur according to a phasing plan, mutually agreeable to the parties. In order to unlock or release a new phase of a development, the developer must meet certain obligations outlined in the agreement and apply to the municipality to lift a 1’ reserve allowing road access to the next phase.

In the past five (5) years, the **number of lots released for developments has ranged anywhere from 133 in 2018 to 315 in 2020**. 2021 included the release of the remaining 158 lots within the Carleton Landing Subdivision while no additional lots were released in the Coleman Central Subdivision.

Figure 6 – Subdivision Build Out

Subdivision Efficiency Build Out (As a rolling average)													
	2015	2016	%built out	2017	%built out	2018	%built out	2019	%built out	2020	%built out	2021	% built out
Carleton Landing				57	42%	89	66%	109	39%		100%	158	
Singles				5	0%	39	33%	87	14%	75	100%	49	100%
Semis				20	30%	24	75%	49	4%	47	100%	23	100%
Towns				32	56%	40	70%	36	78%	8	100%	98	100%
Miller's Crossing				90		44		74		67		None	
Singles				48		0	29%	0	41%	41	28%		
Semis				0		0	0%	0	0%	26	46%		
Towns				42		44	88%	74	30%	0	46%		
Coleman Central										226		None	
Singles										31	100%		
Semis										103	100%		
Towns										92	100%		
Jackson Ridge		139											
Singles		44	0		2%		33%					100%	
Semis		58	0		7%		7%					100%	
Towns		41	0		56%		67%					100%	
Other				24		0		42				22	
Singles				0				0				0	
Semis				0				0				0	
Towns				24	83%		17%	42	100%			21	80%
Total		139		171		133		225		315		179	

Measuring Affordability:

Housing affordability has been recognized by the province as a specific public interest to be addressed through land use policy. Housing is considered to be affordable if it costs less than 30% of a household's before-tax income. **Many people believe “affordable housing” refers only to government subsidized housing; this is a myth.** Affordability encompasses a variety of housing types, tenures and providers and operates on a fluid continuum. Finding “affordable housing” is not a one size fits all problem, it must be assessed based on the needs and sustainability of each individual household.

Figure 7 – The Housing Continuum



In accordance with the Provincial Policy Statement's definition of “Affordable”, staff has begun to analyze the current market conditions for both ownership and rental housing within the prescribed “regional market area” (Lanark County).

The PPS defines affordable owner-occupied housing as the lesser of the following:

- *Where the purchase price results in an annual accommodation cost of less than 30% of the gross annual household income for low and moderate income² households:*
 - The Ministry of Municipal Affairs and Housing reports this statistic in Lanark County as less than \$323,700.00 in 2020³.
- *Where the purchase price is at least 10% below the average purchase price for a resale unit in the regional market:*
 - The Ministry of Municipal Affairs and Housing reports this statistic in Lanark County to be \$368,000.00 in 2020⁴.

Consequently, affordable owner-occupied housing is determined to be housing purchased as less than \$323,700.00 in 2020.

With the partial release of the 2021 census in February, the Ministry of Municipal Affairs and Housing has not provided an updated affordable housing price index for 2021. Household income data is anticipated to be published in July 2022.

² “in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the *regional market area*,” PPS Definition

³ Based on indexed 2016 Statistics Canada data.

⁴ Based on indexed 2016 Statistics Canada data.

The PPS defines affordable rental housing as the lesser of the following:

- *Rent not exceeding 30% of the gross annual household income for low and moderate income households:*
 - The County of Lanark reports this statistic as less than \$915 a month⁵ in Lanark County proper.
- *Rent which is at or below the average market rent of a unit in the regional market area:*
 - This is not a statistic which is accurately reported by the Ministry, however staff reviewed the average market rents reported by Lanark County in their recent Housing Study. The Study only reported rental values by Settlement Area (i.e. the Town) and is not consistent with the assessment of the “regional market area” in accordance with the PPS.

For the purposes of this report, affordable rental housing is determined to be a one-bedroom dwellings rented for less than \$915.00/month.

In 2021, Council approved an “Affordable Housing Policy” which established a locally indexed affordable rental value. Staff note that this policy continues to rely on 2016 census data indexed to inflation and a more accurate statistic will be available pending the release of 2021 census data. Local rates are reflected in the table below:

Figure 8 – Carleton Place Affordable Rental Housing Index

Dwelling Type	2020	2021
Bachelor	\$661.79	\$669.02
1- bedroom	\$815.16	\$824.06
2- bedroom	\$1,004.08	\$1,015.04
3- bedroom	\$1,194.85	\$1,207.90

2021 Census Release

As noted, Statistics Canada has partially released the 2021 census results.

Figure 9 – 2021 Census Population Data for the Town of Carleton Place

Population and dwellings	
Population, 2021	12,517
Population, 2016	10,644
Population percentage change, 2016 to 2021	17.6
Total private dwellings	5,341

⁵ Lanark County Municipal Tools to Support Affordable Housing Report, April 6, 2022

Private dwellings occupied by usual residents	5,210
Population density per square kilometre	1,259.4
Land area in square kilometres	9.94

Figure 10 – 2021 Census Population Data for the County of Lanark

Population and dwellings	
Population, 2021	75,760
Population, 2016	68,698
Population percentage change, 2016 to 2021	10.3
Total private dwellings	35,441
Private dwellings occupied by usual residents	31,909
Population density per square kilometre	25.4
Land area in square kilometres	2,986.71

STAFF RECOMMENDATION

THAT the 2021 Development Activity Report Card by the Director of Development Services dated April 12, 2022 be received as information.