

**OFFICIAL PLAN REVIEW 2008 – 2009  
BACKGROUND STUDY  
TOWNSHIP OF BECKWITH**

**FEBRUARY 4, 2009**

Prepared for:

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## 1.0 INTRODUCTION

The following Report is submitted as part of the background information for the Township of Beckwith Official Plan Review and will form part of the Public Record. This Report is intended to form the background for the review by the approval authority, prescribed public bodies, Council and its Committees as well as the public as part of the review of the Township of Beckwith Official Plan.

### 1.1 Study Context

The Township of Beckwith is part of Lanark County, which is located on the western boundary of the City of Ottawa. Lanark County is made up of eight municipalities, including the Towns of Carleton Place, Perth and Mississippi Mills as well as the Townships of Beckwith, Montague, Drummond/North Elmsley, Lanark Highlands and Tay Valley. The Township of Beckwith is roughly 243 square kilometres in area and is located on the most easterly side of Lanark County, bounded by the Townships of Montague and Drummond-North Elmsley, the Towns of Carleton Place and Mississippi Mills and the City of Ottawa.

The Township of Beckwith has initiated a five-year review of its Official Plan as mandated by the Province of Ontario under Section 26(1) of the *Planning Act*. The current Official Plan received Ministerial Approval on November 15, 1989 and has not been subsequently updated in a comprehensive manner, although a series of amendments have occurred. The Township of Beckwith retained the planning services of J.L. Richards & Associates Limited to assist with the update and revision to the Official Plan to guide future development and reflect the current policy framework established by the Province of Ontario.

According to the *2005 Provincial Policy Statement (2005 PPS)*, the determination of land requirements to accommodate growth must be justified on the basis of 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 for a planning period of up to 20 years.

The policies of local planning jurisdictions must now be “consistent with” Provincial policy. The 2005 PPS provides clear criteria that must be addressed before considering expansions to the boundary of designated growth areas within *settlement areas*. *Settlement area* means the urban area and rural settlement areas within the municipality that are built up areas where

development is concentrated and which have a mix of land uses, and lands which have been designated in the Official Plan for development. There is a stronger emphasis on the need for growth management policies to ensure the orderly progression of development and the need to fully consider growth opportunities within designated growth areas.

It is intended that the analysis contained within this Report will meet the requirements set out in Section 1.1.2 of the 2005 PPS, which states that:

“Sufficient land shall be made available through *intensification*<sup>1</sup> and *redevelopment*<sup>2</sup> and, if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years.”

Further, the 2005 PPS also makes reference to municipalities maintaining a minimum supply of land to accommodate future growth. Section 1.4.1 of the 2005 PPS states that:

“... planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and
- b) maintain at all times where development is to occur, land with servicing capacity sufficient to provide at least a 3 year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.”

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<sup>1</sup> *Intensification* consists of the development of a property, site or area at a higher density than currently exists. This can be achieved either through redevelopment, including the reuse of *brownfield sites* (undeveloped or previously developed properties that may be contaminated and are usually, but not exclusively, former industrial or commercial properties that may be underutilized, derelict or vacant), development of vacant and/or underutilized lots within previously developed areas, and the expansion or conversion of existing buildings.

<sup>2</sup> *Redevelopment* consists of the creation of new units, uses or lots on previously developed land, including brownfield sites.

Historically, the settlement areas in the Township of Beckwith have included the communities of Black's Corners, Franktown, Prospect, Ashton and Gillies Corners, which are referred to as Community Development Areas in the Official Plan. Black's Corners is the largest Community Development Area and has evolved into the focal point for the Township. There has also been demand for development in the rural areas such as around Mississippi Lake. In particular, the Gardiner Shore area, which began as an unplanned cottage area on Mississippi Lake, has since evolved into a fully developed mixed seasonal-permanent rural residential area.

Consistent with the 2005 PPS, an expansion of a *settlement area* must be rationalized through a *comprehensive review*. The analysis must consider population and growth projections; intensification and redevelopment opportunities; the availability of infrastructure and public health facilities that are available or planned for the area; and the consideration of alternatives that avoid development constraint areas.

## **1.2 Study Objectives**

The objectives of this Report are as follows:

1. To review the 2005 PPS as it directly and indirectly relates to land needs, particularly Section 1.1.3 (Settlement Areas).
2. To assess forecasts for population, housing, employment and non-residential land requirements in the Township.
3. To review past development patterns and trends relating to usage of residential and non-residential lands in the Township.
4. To determine if there are sufficient lands within designated growth areas and lands designated and available throughout the Township to meet the 2005 PPS.

## **2.0 SOCIO-ECONOMIC CHARACTERISTICS**

This section of the Report discusses pertinent historical socio-economic characteristics in the Township of Beckwith, focusing on population growth, population by age groups and household characteristics. Population projections are also outlined based on this data.

## 2.1 Population Growth

Since 1991, the population in the Township of Beckwith has increased from 4,564 people to 6,387 people in 2006, which is a growth rate of 40 percent over this fifteen-year period (or an average growth rate of 2.7 percent per year). Conversely, as shown below on Table 2.1, based on past Censuses, the growth rates in the adjacent Townships of Montague and Drummond-North Elmsley and the Town of Carleton Place since 1991 have not been as robust.

**Table 2.1: Historical Population  
Township of Beckwith and Adjacent Municipalities**

Municipality	1991	1996	5-Year Percent Change	2001	5-Year Percent Change	2006	5-Year Percent Change	15-Year Percent Change
Township of Beckwith	4,564	5,495	20%	6,046	10%	6,387	6%	40% (2.7%/year)
Township of Montague	3,620	3,802	5%	3,671	(3%)	3,595	(2%)	(1%) (NIL/year)
Township of Drummond-North Elmsley	5,654	6,187	9%	6,670	8%	7,118	7%	26% (1.7%/year)
Town of Carleton Place	7,432	8,483	14%	9,083	7%	9,453	4%	27% (1.8%/year)
Town of Mississippi Mills	9,788	11,069	13%	11,647	5%	11,734	1%	20% (1.3%/year)

This data reflects the strong residential development activity in the Township of Beckwith in recent years, which largely serves commuters working in the Ottawa area. From 1991 to the end of 2006, there were 802 new housing starts and 44 residential demolitions in the Township for an average of 47 new units per year. From 2007 to the end of 2008, there were 74 new housing starts and no residential demolitions for an overall average of 48 new units per year since the Official Plan was approved in 1989.

## 2.2 Population by Age Groups

Table 2.2 below shows the Census composition of the population in the Township of Beckwith by age groupings, including their percentage shares of the total population, since 1996. It is interesting to note that:

1. the percentage share of children in the 0 to 4 age group dropped by 2 percent and its overall population declined by 14 percent since 1996 which is the most significant decrease in comparison to the rest of the age groupings;
2. the percentage share of the 5 to 14 age group and the 20 to 64 age group remained relatively unchanged since 1996, yet their population increased over this period; and
3. the percentage share and population of both the 15 to 19 age group and the 65 and over age group increased since 1996.

**Table 2.2: Historical Population by Age Groups  
Township of Beckwith**

<b>Age Group</b>	<b>1996</b>	<b>Percent Share</b>	<b>2001</b>	<b>Percent Share</b>	<b>2006</b>	<b>Percent Share</b>	<b>10-Year Percent Change</b>
0 to 4 (pre-school)	435	7.9%	365	6.0%	375	5.9%	(14%)
5 to 14 (elementary school)	825	15.0%	975	16.1%	930	14.6%	13%
15 to 19 (secondary school)	320	5.8%	390	6.5%	480	7.5%	50%
20 to 64 (labour force)	3,390	61.7%	3,730	61.8%	3,965	62.0%	17%
65 and over (senior citizens)	525	9.6%	580	9.6%	640	10.0%	22%

This would indicate that the movement of family-oriented households to the Township of Beckwith has been tempered by the continued aging of the population.

### **2.3 Household Characteristics**

Based on available Census data, the number of households in the Township of Beckwith increased from 2,150 households in 2001 to 2,295 households in 2006, a 7 percent growth rate. At the same time, the average number of persons per household (pph) declined from 2.8 pph in 1996 to 2.4 pph in 2001 and remained unchanged at 2.4 pph in 2006. When these trends are considered in conjunction with the 2006 Census data indicating that 96 percent of the existing

housing stock is single detached dwellings, it only further reinforces that the movement of family-oriented households to the Township of Beckwith has been tempered by the continued aging of the population.

## **2.4 Population Projections**

Projecting future population is at best an imprecise science. Generally, the smaller the population base the less predictable the future growth. There are also numerous factors that can influence population growth that cannot be foreseen. With this in mind, two population projection approaches have been considered for this Report. Firstly, according to the Ontario Ministry of Municipal Affairs and Housing's "Projection Methodology Guideline", where upper-tier planning does not exist, local Municipalities need to proceed on their own, ideally through a "shares" approach. With this method, a Municipality's past share of the County population is used to determine whether it has been rising or falling. The expected future share is then applied to the Ontario Ministry of Finance projections, which are calculated for the Province as a whole and for the various counties, districts and regional municipalities, including Lanark County. These projections are not policy targets but they rather track, in the short term, the most recent trends in components of population growth as well as the latest annual population estimates available from Statistics Canada.

The Ontario Ministry of Finance's most recent population projections for Ontario and each of its 49 Census Divisions start at the 2007 base year and extend to 2031. As shown in Table 2.3, the Township of Beckwith's past shares of the County's population according to past Censuses increased by 0.8 percent between 1996 and 2006, or an average of 0.4 percent for each five-year increment. If it is assumed that this trend will continue, this would represent an average yearly growth rate of 1.9 percent for the Township of Beckwith to the year 2031, or a population of 9,270 people by the end of the twenty-year planning horizon to 2029 as part of this Official Plan Review.

**Table 2.3: Historical/Projected Population  
Lanark County and Township of Beckwith**

	Historical			Projected				
	1996	2001	2006	2011	2016	2021	2026	2031
<b>Lanark County</b>	59,845	62,495	63,785	69,560	72,410	75,100	77,340	78,880
<b>Township of Beckwith</b>	5,495	6,046	6,387	7,234	7,820	8,411	8,971	9,466
<b>Share (%)</b>	9.2	9.7	10.0	10.4	10.8	11.2	11.6	12.0

The second approach is the growth rate approach, under which a Municipality projects its future population based on its current population in accordance with historic growth rates. From the start of 2002 to the end of 2006 there were 258 new housing starts and 9 residential demolitions in the Township of Beckwith, for a total of 249 new units. Based on the Township of Beckwith's population in the 2001 Census of 6,046 people and given that the average household size of 2.4 persons from the 2001 Census has remained relatively constant through to the 2006 Census, this would represent a total population in 2006 of 6,644 people, as opposed to 6,387 people as stated in the 2006 Census. Based on this population estimate, the Township of Beckwith would have experienced a growth rate of roughly 45 percent since 1991, or an average growth rate of 3.0 percent per year.

Table 2.4 illustrates the projected population for the Township of Beckwith based on an average 3.0 percent growth rate per year, which will serve as the basis to determine land needs over the twenty-year planning horizon to 2029 as part of this Official Plan Review. Based on this growth rate and an estimated 2006 population of 6,644 people, the 2029 population in the Township of Beckwith would be 11,230 people. This means that the additional population that would need to be accommodated during this period is 4,586 people.

**Table 2.4: Projected Population  
Township of Beckwith**

	Estimated	Projected				
	2006 <sup>1</sup>	2011	2016	2021	2026	2029
<b>Projected Growth Scenario (3.0 percent per year)</b>	6,644	7,641	8,637	9,634	10,630	11,230
1. Source: 2006 population estimated based on housing starts, demolitions and average number of persons per dwelling from the 2001 Census						

### 3.0 FUTURE RESIDENTIAL LAND REQUIREMENTS

The first step in determining the future land requirements to accommodate the projected population is to identify existing vacant lands in the Township of Beckwith which are available for residential development. Figures 1 to 6 identify vacant residential land and infill opportunities based on information from the Township of Beckwith and MPAC assessment data. Tables 3.1 and 3.2 set out these areas for which residential subdivisions are either registered but not yet built upon, draft approved or in the conceptual stages in the Community Development Areas and rural areas, respectively.

**Table 3.1: Vacant Residential Land (Community Development Areas) at December 31, 2008<sup>1</sup>  
Township of Beckwith**

County File No.	Plan No.	Area and Name	Subdivision Status	No. of Lots	No. Built On	Lots Available
09-T-06002	27M36	Ashton: Ashton Creek Estates	Registered	43	2	41
<b>Subtotal:</b>				<b>43</b>	<b>2</b>	<b>41</b>
09-T-06-008	27M39	Franktown: Ford	Registered	8	0	8
<b>Subtotal:</b>				<b>8</b>	<b>0</b>	<b>8</b>
09-T-02001	27M18	Gillies Corners: Campbell	Registered	18	16	2
09-T-05002	27M35	Gillies Corners: Campbell	Registered	73	4	69
<b>Subtotal:</b>				<b>91</b>	<b>20</b>	<b>71</b>
09-T-06006	27M37	Black's Corners: Doyle Phase II	Registered	13	6	7
09-T-06-008	N/A	Black's Corners: Carlbeck	Draft Approved	104	0	104

**Table 3.1: Vacant Residential Land (Community Development Areas) at December 31, 2008<sup>1</sup>**  
**Township of Beckwith**

County File No.	Plan No.	Area and Name	Subdivision Status	No. of Lots	No. Built On	Lots Available
09-T-07006	N/A	Black's Corners: Country Lane Estates	Draft Approved	37	0	37
N/A	N/A	Black's Corners: Rattray Estates	Conceptual	65	0	65
N/A	N/A	Black's Corners: Maggies Place	Conceptual	85	0	85
			<b>Subtotal:</b>	<b>304</b>	<b>6</b>	<b>298</b>
			<b>Total:</b>	<b>446</b>	<b>28</b>	<b>418</b>
1. Source: Township of Beckwith						

**Table 3.2: Vacant Residential Land (Rural Residential) at December 31, 2008<sup>1</sup>**  
**Township of Beckwith**

County File No.	Plan No.	Name	Subdivision Status	No. of Lots	No. Built On	Lots Available
09-T-88008	PL-43	Edey Phase IV	Registered	22	21	1
09-T-96002	PL-86	Duff Woods Phase II	Registered	14	13	1
			<b>Total:</b>	<b>36</b>	<b>34</b>	<b>2</b>
1. Source: Township of Beckwith						

Tables 3.1 and 3.2 indicate there are 420 potential lots/units in various stages of planning approval, which could be available for residential development in the Township of Beckwith. Of this total, 418 potential units/lots are located in the Community Development Areas and 2 potential units/lots are located in the rural areas. In addition, based on information from Lanark County, 21 lots per year have been created on average through consent approval since 1989. If it is assumed that this trend will remain relatively constant, an additional 210 lots/units could be added to the residential supply over a ten-year planning horizon and 420 lots/units over the twenty-year planning horizon. However, two notable contributing issues that could serve as counter-arguments to this assumption are as follows:

1. the use of consent approval is currently restricted to the creation of a maximum of two new residential lots per parcel; and

2. if the consent protocol is left intact, in conjunction with the resulting decrease in residual land availability and other development constraints discussed later, the extent to which consents could be used to facilitate residential development over the long-term planning horizon should decrease.

In fact, the data from Lanark County suggests the average number of new lots created by consent on an annual basis is already decreasing, from 32 lots per year between 1989 and 1997 to 11 lots per year since 1998. As such, this Report has assumed that the lower annual average of 11 new lots created by consent is more likely to continue in the future. This means that an additional 110 lots/units could be added to the residential supply over a ten-year planning horizon and 220 lots/units over the twenty-year planning horizon.

In addition, in accordance with the 2005 PPS, planning authorities shall identify and promote opportunities for infill and redevelopment. Based on MPAC assessment data, the vacant land inventory in the Community Development Areas has identified roughly 362 hectares of vacant or underdeveloped residential lands. As all development in the Township of Beckwith has taken place on private water and sewage services which will continue into the foreseeable future, this Report has assumed that new residential development will occur at an average density of roughly 1.25 units per net hectare. Though this lot area assumption is larger than the minimum 0.4 hectare lot area requirement for most residential dwelling types in the Township of Beckwith Zoning By-Law No. 91-14 (Zoning By-Law), it is more consistent with actual lot areas in approved residential developments on a historical basis. It also accounts for other design-related requirements such as roads and other constraints and further recognizes that servicing costs across all the Community Development Areas should remain relatively consistent, given the presumed continued lack of municipal water and sewer services in the Township of Beckwith over the long-term planning horizon. Consequently, there could be potential for 453 residential lots/units within the Community Development Areas through infill and redevelopment.

Therefore, in terms of residential land supply, there are approximately 1,093 probable residential lots/units in the Township of Beckwith, of which:

1. 418 lots/units are part of residential subdivisions in the Community Development Areas that are either registered but not yet built upon, draft approved or in the conceptual stages;

2. 453 lots/units are available through infill and redevelopment in the Community Development Areas on vacant or underdeveloped lands that are designated for growth over the long-term planning horizon;
3. 2 lots/units are part of registered residential subdivisions in the rural area; and
4. 220 lots/units are assumed likely to be made available through consent approval, based on historical rates.

The rate of residential development since the current Official Plan was approved in 1989 has averaged 48 housing starts per year. With this in mind:

1. the 270 lots that are part of either registered or draft approved residential subdivisions would provide sufficient housing supply for 5.6 years;
2. the 150 lots that are part of residential concept plans in the Community Development Areas would increase the total number of available residential lots to 420 and housing supply sufficiency to 8.8 years;
3. in regards to consent approvals, we have assumed, based on historical rates, an additional:
  - (a) 33 lots over a three-year planning horizon, which would increase the total number of available residential lots to 453 and housing supply sufficiency to 9.4 years;
  - (b) 110 lots over a ten-year planning horizon, which would increase the total number of available residential lots to 530 and housing supply sufficiency to 11.0 years; and
  - (c) 220 lots over a 20-year planning horizon, which would increase the total number of available residential lots to 640 and housing supply sufficiency to 13.3 years; and
4. with the 453 lots/units available through infill and redevelopment opportunities in the Community Development Areas, the resulting housing supply sufficiency would increase further to 22.8 years, though these types of developments are difficult to predict as some land may remain vacant for years and not be available over the long-term planning horizon.

Based on past housing starts and without factoring in infill and redevelopment opportunities, the 13.3 year supply of residential lots would not meet projected housing needs in the Township of Beckwith for the twenty-year planning horizon to 2029 as part of this Official Plan Review.

This deficiency is further reinforced by the population projections outlined earlier in Table 2.4. To restate, based on an average historical growth rate of 3.0 percent per year and an estimated 2006 population of 6,644 people, the 2029 population in the Township of Beckwith would be 11,230 people. This means that the additional population that would need to be accommodated during this period is 4,586 people. In considering how this additional population could influence household formation, detailed analyses of various factors such as birth rates as well as the number of single persons, lone parent families, couples without children and seniors would be required, which is beyond the scope of this Report. At the same time and as stated earlier, it can be reasonably assumed, given that the average household size of 2.4 persons in the Township of Beckwith has remained relatively constant since the 2001 Census and 96 percent of the existing housing stock is single detached dwellings, the movement of family-oriented households to the Township of Beckwith has been tempered by the continued aging of the population. As the population ages, a shift to smaller housing types can also be expected in such forms as two-bedroom bungalows and condominium developments involving single-detached units. Therefore, if this trend continues over the twenty-year planning horizon to 2029, it can then be anticipated that a total of 1,911 units would be required to meet projected needs (4,586 people/2.4 persons per household). This would represent an average of 96 housing starts per year, as opposed to the average of 48 housing starts per year that has occurred since 1989. Consequently:

1. the 270 lots that are part of either registered or draft approved residential subdivisions would provide sufficient housing supply for 2.8 years;
2. the 150 lots that are part of residential concept plans in the Community Development Areas would increase the total number of available residential lots to 420 and housing supply sufficiency to 4.4 years;
3. in regards to consent approvals, we have assumed, based on historical rates, an additional:
  - (a) 33 lots over a three-year planning horizon, which would increase the total number of available residential lots to 453 and housing supply sufficiency to 4.7 years;

- (b) 110 lots over a ten-year planning horizon, which would increase the total number of available residential lots to 530 and housing supply sufficiency to 5.5 years;  
and
  - (c) 220 lots over a 20-year planning horizon, which would increase the total number of available residential lots to 640 and housing supply sufficiency to 6.7 years;  
and
4. with the 453 lots/units available through infill and redevelopment opportunities in the Community Development Areas, the resulting housing supply sufficiency would increase further to 11.4 years, though again, these types of developments are difficult to predict as some land may remain vacant for years and not be available over the long-term planning horizon.

Table 3.3 summarizes future residential land requirements based on this recommended projection, which indicates a shortage of 818 lots/units to meet residential demand over the 20-year planning horizon to 2029 as part of this Official Plan Review.

**Table 3.3: Future Residential Land Requirements  
Township of Beckwith**

<b>Total Population to be Accommodated (2009-2029):</b>	11,230
<b>Total Number Lots/Units Required:</b>	1,911
<b>Existing Lot/Unit Inventory:</b>	
Existing Vacant Registered Lots (Community Development Areas)	127
Existing Vacant Residential Lots (Rural Area)	2
Subtotal:	129
<b>Projected Lot/Unit Creation (2009-2029):</b>	
Draft Approved or Pending Lots	291
Future Consents (average of 11 per year)	220
Subtotal:	511
<b>Infill and Redevelopment Opportunities (2009-2029):</b>	
Community Development Areas	453
Subtotal:	453
<b>Future Residential Lot Requirements (2009-2029):</b>	
Total Existing and Projected Lots/Units	1,093
No. of Lots/Units Required to Meet Projected Demand	1,911
Total (Supply Minus Demand):	<b>(818)</b>

Lands to accommodate the projected dwelling unit demand to the year 2029 would all be served by private or communal sewer and water services and could be located in the rural area as part of rural residential subdivisions and/or in the Community Development Areas. As such, if all projected demand was either located in new rural residential subdivisions or in the Community Development Areas, an additional 654 hectares of land would be required. Factors that should be considered as part of this analysis include:

1. Subdivision development trends in the Community Development Areas since 1989:
  - (a) of the 256 total registered residential lots that have been built upon:
    - i. 184 lots (or 72 percent of the total) are in Black's Corners;
    - ii. 48 lots (or 19 percent of the total) are in Gillies Corners;
    - iii. 22 lots (or 8 percent of the total) are in Prospect;

- 
- iv. 2 lots (or 1 percent of the total) are in Ashton; and
      - v. 0 lots are in Franktown; and
    - (b) of the 418 total residential lots that are either currently registered but not yet built upon, draft approved or in the conceptual stages:
      - i. 298 lots (or 71 percent of the total) are in Black's Corners;
      - ii. 71 lots (or 17 percent of the total) are in Gillies Corners;
      - iii. 41 lots (or 10 percent of the total) are in Ashton;
      - iv. 8 lots (or 2 percent of the total) are in Franktown; and
      - v. 0 lots are in Prospect.
  - 2. Notable highlights of existing vacant land availability for residential development:
    - (a) in the Community Development Areas, of the 362 hectares of vacant or underdeveloped residential lands:
      - i. 109 hectares (or 30 percent of the total) are in Black's Corners, despite that it accounts for over 70 percent of all residential subdivision activity in the Community Development Areas since 1989 and it is recognized as the community focal point for the Township of Beckwith;
      - ii. 129 hectares (or 36 percent of the total) are in Prospect, although there has been no residential subdivision activity therein since 1995; and
      - iii. 100 hectares (or 28 percent of the total) are in Franktown, although there was no subdivision activity therein from 1989 to 2008; and
    - (b) in the rural areas:
      - i. of the 132 total rural residential lots that have been registered through subdivision since 1998, only 2 lots are currently vacant;
      - ii. despite the appeal of the Mississippi Lake area for rural residential development, but as typified by the Gardiner Shore development (which has evolved from an unplanned cottage area into a fully developed mixed seasonal-permanent rural residential area), there is limited land around Mississippi Lake to accommodate future rural residential development opportunities; and
      - iii. determining additional vacant land availability in the rural area is beyond the scope of this Report as:
        - (a) rural residential subdivisions of up to 25 lots are currently allowed in the Rural Land designation of the Official Plan without the need for an Official Plan Amendment; and
        - (b) servicing and existing Official Plan policy constraints, as discussed below, must also be considered.

3. Servicing and existing Official Plan policy constraints, in that:
- (a) proponents are required to demonstrate the compatibility and functionality of proposed developments to the satisfaction of the Township of Beckwith in terms of the adequacy of private service and other infrastructure provisions as well as environmental, groundwater, topographical, geotechnical and adjacent land use considerations, particularly those residential areas in proximity to the former Levine Landfill site in Black's Corners experiencing groundwater contamination;
  - (b) those related to the 2005 PPS, which as shown on Figure 7, will have particular local relevance in further restricting development in prime agricultural areas, mineral aggregate resource areas, provincially significant wetlands, flood plain areas and waste disposal areas;
  - (c) in regards to consent approval, this Report notes that:
    - i. the use of consent approval is currently restricted to the creation of a maximum of two new residential lots per parcel;
    - ii. if the consent protocol is left intact, in conjunction with the resulting decrease in residual land availability and the other constraints noted above, the extent to which consents could be used to facilitate residential development over the long-term planning horizon should decrease, which is already occurring based on historical rates; and
    - iii. based on the above, determining additional vacant land availability for potential consent approval is beyond the scope of this Report.
4. Residential density provisions, in that:
- (a) as all development in the Township of Beckwith has taken place on private water and sewage services which will continue into the foreseeable future, this Report has assumed that new residential development will occur at an average density of roughly 1.25 units per net hectare, which again:
    - i. is consistent with actual lot areas in approved residential developments;
    - ii. accounts for other design-related requirements such as roads and other constraints; and
    - iii. recognizes that servicing costs across all the Community Development Areas should remain relatively consistent, given the presumed continued lack of municipal water and sewer services in the Township of Beckwith over the long-term planning horizon.

5. The proportion of housing need that is expected to be met through infill and redevelopment:
- (a) although housing supply sufficiency would increase further to 11.4 years if infill and redevelopment opportunities in the Community Development Areas are considered, these types developments are difficult to predict as some land may remain vacant for years and not be available over the long-term planning horizon.

#### 4.0 FUTURE EMPLOYMENT LAND REQUIREMENTS

In 2006, there were 375 jobs located in the Township of Beckwith, 330 of which were classified as work-at-home. Based on an employed resident labour force of 3,550, this means that 3,175 residents (or 89 percent of the employed resident labour force) are leaving the Township of Beckwith to go to work. With this in mind, the methodology used to determine employment growth is based on an “activity rate”, which is defined as the number of jobs in a Municipality divided by the number of residents. As shown on Table 4.1, the activity rate and place of employment information is then applied to the population projection data noted earlier and general employee density data from the Ministry of Municipal Affairs & Housing to determine a local employment land projection.

**Table 4.1: Future Employment Land Projection  
Township of Beckwith**

<b>Total Population to be Accommodated (2009-2029):</b>	11,230
<b>2006 Employment Activity Rate:</b>	56 percent
<b>Year 2029 Employment Projection:</b>	6,289 jobs
<b>Less 2006 Employment Outside the Township of Beckwith:</b>	(3,175 jobs)
<b>Less 2006 Work-At-Home Employment:</b>	(330 jobs)
<b>Less 2006 Primary Employment:</b>	(145 jobs)
<b>Total Projected Employment Requirement:</b>	2,639 jobs
<b>Employee Per Hectare Guideline (Ministry of Municipal Affairs &amp; Housing):</b>	45
<b>Total Employment Land Projection:</b>	59 hectares

Typically, this projection would then be considered in light of other factors in determining whether there is sufficient employment lands to accommodate projected employment requirements over the long-term planning horizon, including vacancy rates, existing land availability, servicing and/or development constraints, density provisions as well as infill and redevelopment opportunities. Based on information from the Township of Beckwith, there has been no new institutional, commercial and industrial development in the community over the past ten years. Prior to this, and as noted in the *Township of Beckwith Development Charges Study*, prepared by J.L. Richards & Associates in July 1999:

“The average annual commercial construction (from 1989 to 1998) is 7,246 square feet (or 673 square metres) and the average annual industrial construction is 2,585 square feet (or 240 square metres). If the commercial development that occurred in the area now annexed to the Town of Carleton Place is not included, the ten year total commercial development is only 23,384 square feet (or 2,172 square metres), which averages as 2,338 square feet (or 217 square metres) per year. This is considered to be a more realistic forecast for commercial growth. The commercial and industrial growth is, therefore, forecast to be 2,338 square feet (or 217 square metres) per year for commercial and 2,585 square feet (or 240 square metres) per year for industrial.”

Despite that existing institutional lands in Black’s Corners are fully developed, it would thus appear that that 103 hectares of currently vacant employment land shown on Figure 8 could satisfy local employment needs over the long-term planning horizon to 2029.

However, the forecasting of employment growth in the Township of Beckwith is challenging since it is based on the assumption that 89 percent of the resident labour force will continue to work outside of the Township of Beckwith over the long-term planning horizon. Two notable contributing issues that could serve as counter-arguments to this approach are as follows:

1. as referred to above, in 1997, an inter-municipal agreement resulted in the annexation of 162 hectares of commercial lands along Highway 7 in the Township of Beckwith by the Town of Carleton Place which impacted the local employment land base and subsequently resulted in the expansion of a large format retail node which has further impacted short-term and long-term consumer and employment trends in the area; and

2. employment development pressures along Highway 7 should continue in the long-term in light of its planned expansion through the Township of Beckwith.

From an economic development perspective, the planned expansion of Highway 7 represents an opportunity to have appropriately located employment land in the Township of Beckwith, which would serve to increase the Municipality's local resident labour force and its regional market competitiveness. Still, the cyclical nature of demand, the varying land requirements of potential businesses, servicing and/or development constraints, the role of development phasing, the need for a variety of ownership and tenure options, Municipal and Provincial approval requirements and the important role the Township of Beckwith can play in ensuring consistency in land availability, are among the many strategic factors that need to be considered in planning for the orderly development of this area over the long-term planning horizon to 2029.

## **5.0 CONCLUSION**

Based on the above:

1. it appears that the Township of Beckwith does not have sufficient land to provide a three-year supply of residential units available through lands in draft approved and registered plans;
2. it appears that the Township of Beckwith does not have sufficient lands through infill or redevelopment to accommodate projected residential needs for either a minimum of 10 years or as part of the 20-year planning horizon based on subdivision development trends and vacant land availability in the Community Development Areas since 1989;
3. the current restriction on the use of consent approval to create residential lots on a per parcel basis, in conjunction with the resulting decrease in residual land availability and the further constraints related to the presence of prime agricultural areas, mineral aggregate resource areas, provincially significant wetlands, flood plain areas and waste disposal areas, will further impact the extent to which the existing consent protocol could be used to facilitate residential development over the long-term planning horizon; and
4. the planned expansion of Highway 7 represents an opportunity to have appropriately located employment land in the Township of Beckwith, which would serve to increase the Municipality's local resident labour force and its regional market competitiveness.

## In conclusion:

1. adjustments to residential growth areas in the Community Development Areas will be required to meet projections over the long-term planning horizon, which should further reflect subdivision development trends, future growth management, existing vacant land availability, servicing and development constraints, a review of rural residential policy in the Official Plan as well as a review and monitoring of consent approval protocols; and
2. a strategic framework will be essential in guiding future employment growth associated with the planned expansion of Highway 7 in terms of market need and demand, development patterns and phasing, servicing and/or development constraints as well as Provincial and Municipal approval requirements.