

Draft Background Report PlanGAN – Gananoque Official Plan

2.0 Growth and Settlement

This section provides information on several aspects of Gananoque that fall under the general theme of “growth and settlement”. This includes the population, housing and employment land forecasts, land supply, and current approach to growth management (e.g. urban boundary, phasing policies, nodes and corridors, etc.).

2.1 Population, Household and Employment Projections

Section 1.1.2 of the PPS states that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years. For the purposes of this review this is 2021 to 2046. The first step in meeting this test is to forecast future population, household and employment growth.

Gananoque recently commissioned a [2020 Development Charge Background Study](#) that was prepared by Watson & Associates Ltd. (DC Background Study). The DC Background Study provides a comprehensive population, household and non-residential gross floorarea forecast for the community. The key findings of this forecast is summarized in Table 1 below. Key highlights from this table include:

- Gananoque’s population is expected to increase by as many as 1,536 residents between 2016 and buildout (which is based on available waste water capacity);
- Similarly, the number of housing units is also expected to increase by 958 units in the same time period;
- The demand for new housing is generated by the anticipated population growth and decline in the number of persons per household that has been forecasted, which is due in part to the aging of the population. For example, the number of persons per household in 2016 is 2.2 persons/household. This number is forecast to decrease to 2.03 persons/household by the end of the forecast period;
- The mix of housing units is also expected to change during the forecast period. The proportion of singles and semis is expected to decrease from 64% to 54% of the total number of units between 2016 and buildout, while the proportion of multiples and apartments is expected to increase from 35% to 45% of the total during the same period.
- The forecasts also anticipate that the majority of future population and housing growth will occur in the urban serviced area of Gananoque.

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Table 1. Summary of Population and Household Forecasts, 2016-Buildout

Year		Pop ¹	Pop ²	Housing Units				
				Singles/Semis	Mult ³	Apt	Other	Total
Historical	Mid 2006	5,410	5,285	1,500	195	615	5	2,315
	Mid 2011	5,320	5,194	1,509	196	631	10	2,346
	Mid 2016	5,280	5,159	1,535	200	655	10	2,400
Forecast	Late 2020	5,560	5,427	1,568	203	788	10	2,570
	Late 2030	6,010	5,865	1,660	225	968	10	2,862
	Buildout	6,816	6,655	1,823	266	1,259	10	3,358
Difference	2016-Buildout	1,536	1,496	288	66	604	0	958

Source: Adapted from Table 2-1, 2020 Development Charge Background Study Note 1: Includes Census undercount estimated at 2.4%, figures rounded

Note 2: Excludes Census undercount

Note 3: Multiples includes townhouses and apartments in duplexes

In terms of employment, the Background Study uses the activity rate method (number of jobs/number of residents) to forecast future employment growth. The Background Study anticipates that total employment will increase by 23% during the forecast period from 2,730 in 2016 to 3,580 by buildout. This includes individuals that are working from home and those that have no fixed place of work. After excluding work from home and no fixed place of work employees from the forecast, the Background Study anticipates that demand for industrial, commercial/population related and institutional employment will increase by approximately 400,000 square feet by buildout. The majority of this growth will occur in the urban service area.

2.2 Land Supply

The second step in determining whether Gananoque meets the up to 25 years land supply test is to examine the supply of land within the municipality. As discussed in the following section, within the 25 year land supply, Gananoque is required to maintain at all times the ability to accommodate residential growth for at least 15 years through residential intensification and redevelopment and, if necessary, lands that are designated and available for residential development, as well as at least a 3 year supply of residential units that are suitably zoned for residential intensification and redevelopment, as well as lands in draft approved and registered plans of subdivision and condominium.

In 2020, Town Staff examined vacant land potential in Gananoque. This analysis indicates that the Town's residential land supply consisted of approximately 250 approved residential units, approximately 180 acres of potential residential lands and approximately 160 acres of potential commercial and employment lands.

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In 2019, Gananoque commissioned an update to its “uncommitted reserve capacity” of its existing municipal sewage system. The update, prepared by J.L. Richards & Associates Ltd, concluded that at that time Gananoque had the capacity to accommodate the 209 approved residential lots/units and a further capacity to accommodate 1,032 equivalent residential household connections.

2.3 The Land Use Planning Framework

Since the Official Plan came into effect, the land use planning framework relating to land supply has been modified to support the Provincial Government’s strategic goal of creating more affordable housing supply across Ontario.

2.3.1 The Planning Act

The Planning Act requires that municipalities have regard to the orderly development of safe and healthy communities and the adequate provision of a full range of housing (including affordable housing), employment opportunities, educational, health, social, cultural and recreational facilities when carrying out their responsibilities under the Act, including the establishment of an appropriate land supply.

2.3.2 Provincial Policy Statement

The PPS recognizes that an adequate land supply is part of managing and directing land use to achieve efficient and residential development is part of building strong and healthy communities.

Policy 1.1.3.1 states that settlement areas shall be the focus of growth and development.

Policy 1.1.3.2 states that land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources; are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion; minimize negative impacts to air quality and climate change, and promote energy efficiency; prepare for the impacts of a changing climate; support active transportation; and are freight supportive.

Policy 1.1.3.3 states that planning authorities shall accommodate a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

Policy 1.1.3.5 states that planning authorities shall establish and implement minimum targets for intensification and redevelopment within built up areas, based on local conditions.

Policy 1.1.3.6 states that new development taking place in designated growth areas should occur

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adjacent to the existing built up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Policy 1.1.3.7 states that planning authorities should establish and implement phasing policies to ensure that specified targets for intensification and redevelopment are achieved prior to or concurrent with new development within designated growth areas; and the orderly progression of development within designated growth areas and the timely provision of infrastructure and public service facilities required to meet current and projected needs.

Policy 1.1.3.8 states that a planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only after certain tests have been met.

Policy 1.1.5.2 states that on rural lands located in municipalities permitted uses area the management and use of resources; resource-based recreational uses (including recreational dwellings); residential development, including lot creation, that is locally appropriate; agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards; home occupations and home industries; cemeteries and other rural land uses.

In support of these policies, Policy 1.1.5.5 states that development shall be appropriate to the infrastructure, which is planned or available, and avoid the need for the unjustified and/or uneconomical expansion of this infrastructure.

Policy 1.1.5.8 states that new land uses, including the creation of new lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.

Policy 1.3.2.6 gives planning authorities the ability to plan beyond 25 years for the long term protection of employment areas, provided lands are not designated beyond the planning horizon identified in policy 1.1.2.

Policy 1.4.1 states that to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and, maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through land suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

In addition, Policy 1.4.1 permits single tier municipalities like Gananoque, to maintain land with servicing capacity sufficient to provide at least a five 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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2.3.3 The Official Plan

The Official Plan includes many policies that are designed to achieve Gananoque’s strategic growth and settlement goals. The Official Plan anticipated that Gananoque would continue to grow modestly. From our discussions with Town Staff, Gananoque has experienced relatively strong growth, particularly residential growth in the last few years. The difference in past and current expectations is illustrated in the growth statements made in the Official Plan and DC Background Study. The Official Plan anticipates that the Town would grow to accommodate 5,900 people, while the DC Background Study anticipates 6,800 residents.

The Official Plan defines a settlement area (i.e. all land located inside the Town’s corporate limits, except rural designated lands). The Official Plan speaks to land supply, intensification and redevelopment, development phasing, to intensification and redevelopment, development phasing, housing supply, phasing and rural development.

2.3.4 Conclusion

The Town of Gananoque can continue to build a strong and healthy community by providing and adequate land supply and by ensuring that the majority of new development continues to occur within the urban settlement area consistent with local and provisional goals and objectives. The exiting Official Plan policies should be reviewed to ensure that Gananoque’s land supply meets the new long-term 25 year land supply target and associated sub-targets established in the PPS. The current approach to establishing minimum targets for intensification and redevelopment should also be reviewed. Consideration could be given to consolidating updated growth and settlement related policies in a single section of the Official Plan so that Gananoque’s growth management strategy is more prominent.