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**TOWNSHIP OF  
LUCAN BIDDULPH**

**MUNICIPAL  
COMPREHENSIVE  
REVIEW**

APRIL 2021

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FINDLATER & ASSOCIATES



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## 1. INTRODUCTION AND BACKGROUND

The Lucan Biddulph Official Plan was adopted by Council on June 4, 2002 and approved with modifications by the County of Middlesex on June 10, 2003. There have been six amendments to the document since then. Overall, it is thought that the existing Official Plan is a sound document, that largely meets the needs of the Township but would benefit from a review and update to be consistent with the 2020 Provincial Policy Statement and to conform with the Middlesex County Official Plan. In addition to this, there has been a significant surge in residential development applications within Lucan Biddulph over the past few years.

The County of Middlesex retained Watson & Associates Economists Ltd. in 2020 to update its Housing Growth and Population Forecasts. The study concluded that all local municipalities, including Lucan Biddulph, are anticipated to experience moderate to strong population and housing growth over the next 25 years. Given this scenario, it is timely that this Municipal Comprehensive Review (MCR) of the Lucan Biddulph Official Plan is being undertaken to chart a course for the future and to determine whether sufficient lands are currently available to accommodate the anticipated growth over the next twenty-five years.

This document comprises the Background Report of the 5-Year Review, which constitutes a MCR as defined in the Provincial Policy Statement (PPS). The 2020 PPS defines a comprehensive review as an official plan review, which is initiated by a planning authority, or an official plan amendment, which is initiated or adopted by a planning authority. This report reviews future population and employment growth projections and the resulting potential settlement area lands needs over a twenty-five (25) year time horizon, while still protecting Provincial interests. The PPS notes that in undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the settlement area boundary proposal.

This report examines the residential development potential in the Township of Lucan Biddulph. The report will focus on answering several basic questions for the Official Plan Review on the demand for new residential development and the potential supply of land for this purpose. These questions are:

- Is there a sufficient supply of land designated for residential development to meet the growth needs of the Township over the 25-year planning period to 2046?; and
- Can the Township meet the target that 15% of residential development in urban areas be through infill, intensification and redevelopment?

The report begins with a review of the policies in the Provincial Policy Statement, 2020, (PPS) that deal with settlement areas and residential land supply. The PPS has specific policies that aim to ensure an adequate supply of residential land to meet housing targets and demand.

The report will then examine the Township's growth forecast to 2046 and the housing requirements associated with the anticipated growth in population. Recent trends in residential building permits will also be examined.

The various considerations in identifying potential residential supply throughout the Township will then be discussed. Following that discussion, the potential residential land supply in each of the Township's settlement areas will be compared to the short-term, long-term and the 25-year housing requirements. The ability to meet the Official Plan's housing mix and intensification targets will also be assessed.

The 2020 PPS, effective May 1, 2020 provides direction for land use planning and appropriately managing growth and development in Ontario while protecting natural resources and features based on a 25-year planning horizon. In regards to urban growth management, the PPS generally directs growth to areas located within urban settlement areas on full municipal services.

The Township of Lucan Biddulph has three defined Settlement Areas being Lucan, Granton and Clandeboye. Lucan is the largest Settlement Area by several orders of magnitude, has full water and sanitary services that are well functioning and are expandable, and contains many service-oriented uses. The existing Official Plan directs that the majority of development should occur within Lucan.

## 2. POLICY CONTEXT

Land use planning and growth management in Lucan Biddulph is driven by the Provincial Policy Statement (PPS), the County of Middlesex Official Plan and the policies of its own Official Plan, as required by the Planning Act. A review of these policy documents is outlined below.

Section 2 of the Planning Act outlines matters of provincial interest that municipalities shall have regard for in implementing their responsibilities under the Act. These matters of interest are expanded upon in the Provincial Policy Statement 2020 (PPS). The Planning Act also requires that decisions affecting planning matters “shall be consistent with” policy statements found in the PPS.

### 2.1 Provincial Policy Statement (2020)

The Province recently released an updated version of the Provincial Policy Statement, which took effect May 1st, 2020.

The 2020 PPS provides direction for land use planning and appropriately managing growth and development in Ontario while protecting natural resources and features based on a 25-year planning horizon. In regards to urban growth management, the PPS generally directs new growth to areas located within urban settlement areas on full services.

Section 2 of the Planning Act, R.S.O. 1990 identifies the provision of a “full range of housing, including affordable housing” as a matter of Provincial interest.

#### 1.1.1. Managing and Directing Land Use to Achieve Efficient Land Use Patterns

There are several policies in the 2020 PPS that are relevant to the residential land needs assessment and to which the Lucan Biddulph Official Plan is to be consistent with, including the following.

Section 1.1.1 b) of the PPS states that healthy, liveable and safe communities are sustained by:

*“Accommodating an appropriate affordable and market-based range and mix of residential housing types (including second units, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space and other uses to meet long-term needs;”*

The PPS identifies the time period that planning authorities shall plan for:

*“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, informed by provincial guidelines.*

*Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designating growth areas. This policy is not intended to limit the planning for infrastructure, public service facilities and employment areas beyond a 25-year time horizon.”*

This 25-year time horizon is important to consider for the purposes of the residential land supply analysis as sufficient land is to be set aside to meet planning needs for up to 25 years. In the case of this Municipal Comprehensive Review; that is to 2046. It will be further demonstrated in this report through the residential land supply analysis that most of the potential land supply available for future residential development is located on agricultural lands at the periphery of existing settlement areas. There is limited potential for intensification and redevelopment within the Lucan at this time.

### 1.1.3. Characteristics of Settlement Areas

Policies contained within Section 1.1.3.1 of the PPS state that settlement areas shall be the focus of growth and development. Further, it states in Section 1.1.3.2 that

*“land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

- a) Efficiently use land and resources;*
- b) 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;*
- c) Minimize negative impacts to air quality, climate change and promote energy efficiency;*
- d) Prepare for the impacts of a changing climate;*
- e) Support active transportation*
- f) Are transit supportive, where transit is planned, exists or may be developed and*
- g) Are freight-supportive.”*

The 2020 PPS emphasizes the importance of intensification and redevelopment throughout the document, by stating that “land use patterns within settlement areas shall be based on a range of uses and opportunities for intensification and redevelopment”, that “development standards should be promoted that facilitate intensification and redevelopment” and further, “that planning authorities shall establish minimum targets for intensification and redevelopment within built-up areas, based on local conditions.”

Section 1.1.3.7 states that planning authorities should establish and implement phasing policies to ensure:

- a) That specified targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and*
- b) The orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.*

#### 1.7.1 Long Term Economic Prosperity

The 2020 PPS articulates the important link between housing and the workforce in a new policy which states that “Long-term economic prosperity should be supported by:

- b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce.”*

#### 1.4 Housing Supply

The 2020 PPS provides direction to planning authorities on the range of housing options that is to be promoted and encouraged and identifies the amount of short-term and long-term residential land supply that is to be maintained.

Section 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:*

- a) Maintain at all time 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*
- b) 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 lands suitably zoned to facilitate residential intensification and redevelopment, and lands in draft approved and registered plans.*

In other words, the 2020 PPS requires a municipality to maintain a short and long term land supply, achieved through either intensification, redevelopment or greenfield development. It will be further demonstrated in this report through the residential land supply analysis that most of the potential land supply available for future residential development is located on greenfields at the periphery of existing settlement areas.

#### 1.1.3 Settlement Areas

According to the PPS, settlement areas are urban and rural settlement areas and include cities, towns, villages and hamlets. Section 1.1.3.8 outlines the conditions that must be met to expand the existing settlement areas and / or to identify new settlements:

*“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 where it has been demonstrated that:*

*a) Sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;*

*b) The infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over the life cycle, and protect public health and safety and the natural environment;*

*c) In prime agricultural areas;*

*1. The lands do not comprise specialty crop areas;*

*2. Alternative locations have been evaluated, and*

*i. There are no reasonable alternative which avoid prime agricultural areas; and*

*ii. There are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;*

*d) The new or expanding settlement area is in compliance with the minimum distance separate*

*formulae; and*

*e) Impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.*

*In undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary expansion or development proposal.”*

In summary, Section 1.1.3.8 identifies the five conditions that must be met in order for a planning authority to consider a boundary expansion, the first of which must be the demonstration of need and whether there is enough land available through intensification, redevelopment or greenfield development opportunities within the settlement area(s) to accommodate the projected housing need over a 25-year planning horizon. A calculation of “need” requires the completion of a “comprehensive review”.

The 2020 PPS provides direction for land use planning and appropriately managing growth and development in Ontario while protecting natural resources and features based on a 25-year planning horizon. In regards to urban growth management, the PPS



generally directs growth to areas located within urban settlement areas on full municipal services. Section 2 of the Planning Act, R.S.O. 1990 identifies the provision of a “full range of housing, including affordable housing” as a matter of Provincial interest.

Section 1.4 identifies several timelines in regards to the accommodation of residential growth. The PPS now requires planning authorities to maintain at all time 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 such. Further, the PPS also requires planning authorities to 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 lands suitably zoned to facilitate residential intensification and redevelopment, and lands in draft approved and registered plans.

## **2.2 County of Middlesex Official Plan**

Section 2.3.1 of the County of Middlesex Official Plan states that the majority of growth in the County is directed to designated settlement areas, in accordance with the County’s Growth Management Hierarchy. The County recognizes Lucan and Granton as designated serviced settlement areas. In such settlement areas, a range of land uses are permitted, including a range of housing by type, size and tenure to meet projected demographic and market requirements of current and future County residents.

The County Official Plan requires the completion of a Comprehensive Review prior to the expansion to the limits of a settlement area or the identification of a new settlement area.

The County Official Plan also contains a variety of policies encouraging local municipalities to support intensification and redevelopment opportunities, alternative forms of housing for special needs groups, and housing for lower and moderate income households. To this end, the County Official Plan requires 15% of all development to occur by way of intensification and redevelopment and 20% of all development to be affordable (being 10% below the average purchase price of a resale unit in the regional market area).

## **2.3 Lucan Biddulph Official Plan**

The Lucan Biddulph Official Plan contains policies related to growth and development.

Section 1.2 states the following:

- c) modest growth and a controlled approach to development and land use change is in the best interests of the Township.*
- d) development is able to be attracted to the Township and modest growth achieved by designating areas suitable and desirable for these purposes without disruption to agriculture and the existing nature and character of the Township.*

*f) directing future residential development to existing settlement areas which have the facilities and infrastructure to service such development is in the best interests of these settlements and the Township.*

*k) to provide a more diverse and more affordable range of housing opportunities for both existing and future residents.*

Given the recent and anticipated ongoing growth in housing and population numbers, it may be appropriate to amend this wording to reasonable and controlled growth as oppose to modest as currently stated in the Official Plan.

Section 1.5 Growth Management states that the majority of future growth in the Township of Lucan Biddulph will be directed to Lucan and secondly to Granton. It goes on to state that non-agriculturally related industrial and commercial development will be directed to Lucan and Granton and a few key locations considered suitable to this type of development.

Section 2 of the Official Plan deals with identified Settlement Areas being Lucan and Granton.

Section 2.1 deals with **Lucan** and includes the following policies:

The Village is the administrative and commercial centre of the Township and has the infrastructure in place to accommodate most, if not all, of the anticipated growth of the Municipality.

*2.1.5.3 c) a variety of housing types and forms shall be encouraged*

*2.1.5.5 medium density residential development in the form of townhouses, apartments and other forms of multiple unit housing shall be encouraged to locate where direct or proximate access to arterial or collector roads are available*

*2.1.5.11 the Township shall encourage intensification and redevelopment within the Village of Lucan on vacant or underutilized sites in order to efficiently utilize designated settlement area land and available municipal services.*

Section 2.2 deals with **Granton** and includes the following policies:

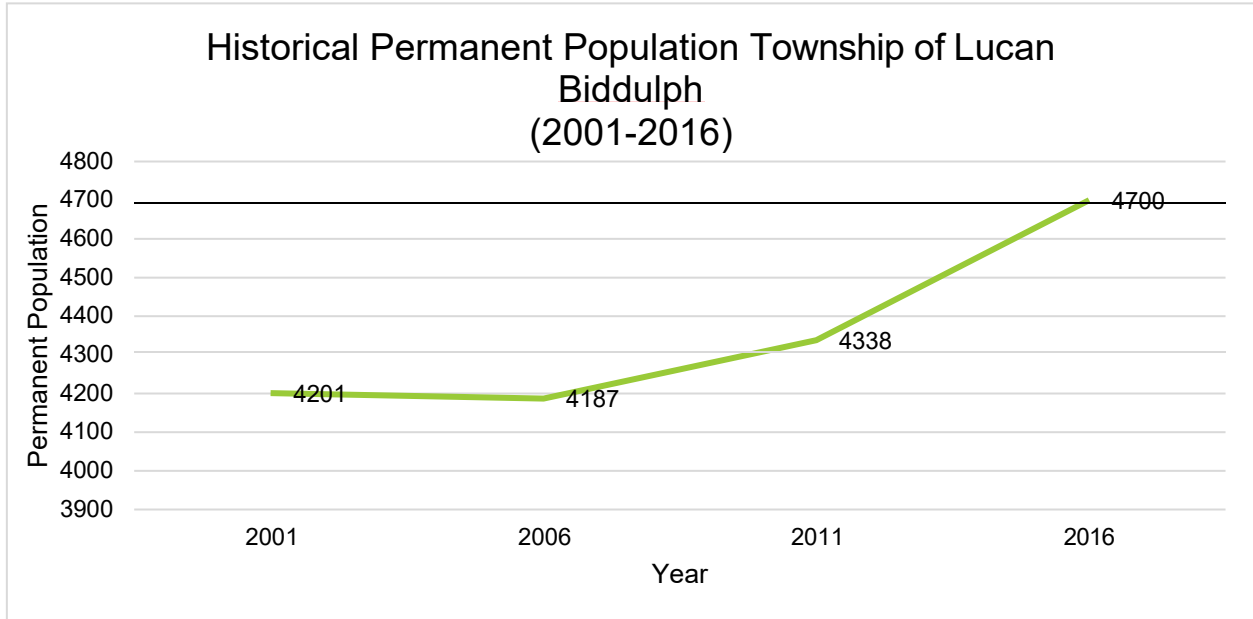
Granton functions primarily as a small dormitory/retirement community of single unit detached dwellings. Over the past 25 years, the village has experienced little change. That is keeping with the Official Plan policy which provides the following direction:

*2.2.1 a) to encourage small scale, limited residential development in keeping with its established character and role as a small settlement area capable of accommodating limited growth.*

### 3. GROWTH AND DEVELOPMENT

#### 3.1 HISTORIC POPULATION GROWTH FOR THE TOWNSHIP OF LUCAN BIDDULPH

The historic population growth for the Township is shown in Figure 3.1.

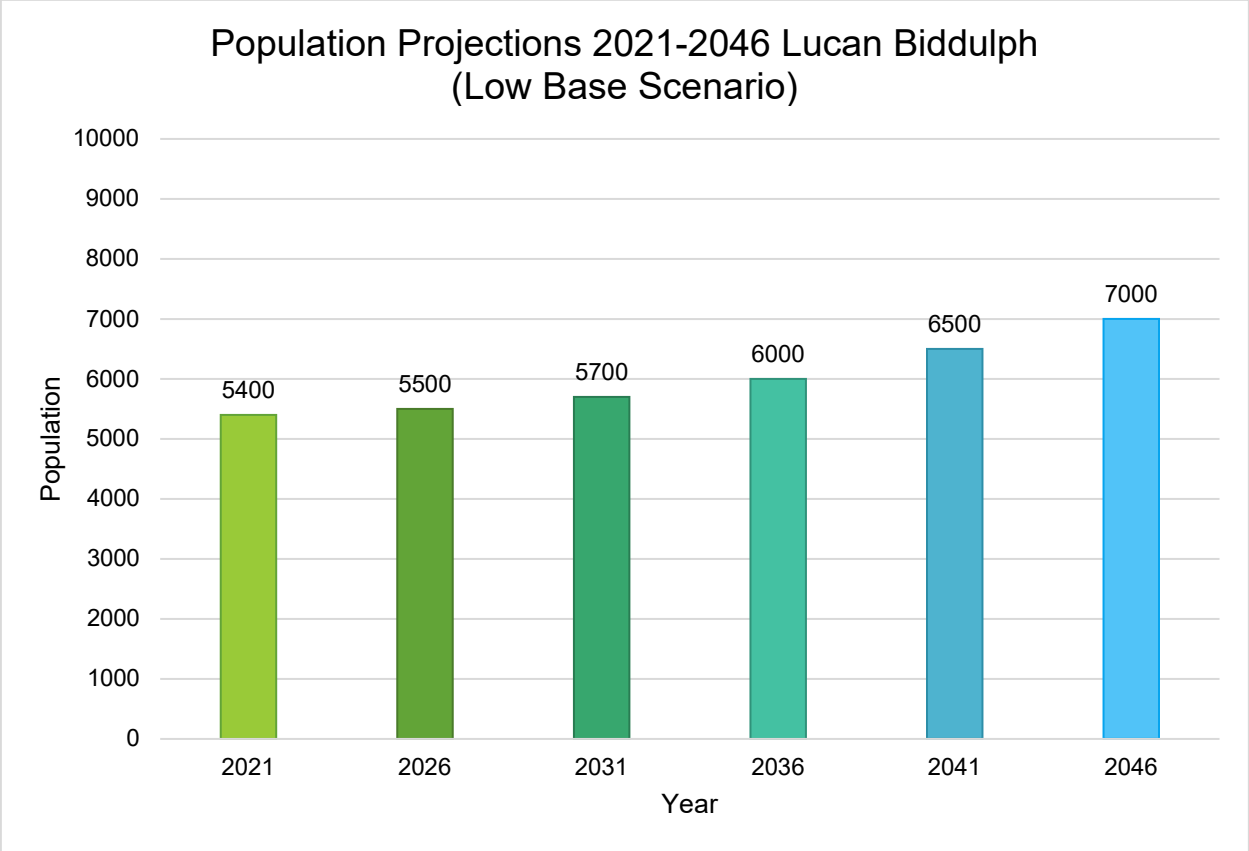


**Figure 3.1**

This shows that over the fifteen-year period from 2001 to 2016, the Township's population grew by approximately 500 people or around 31 people per year.

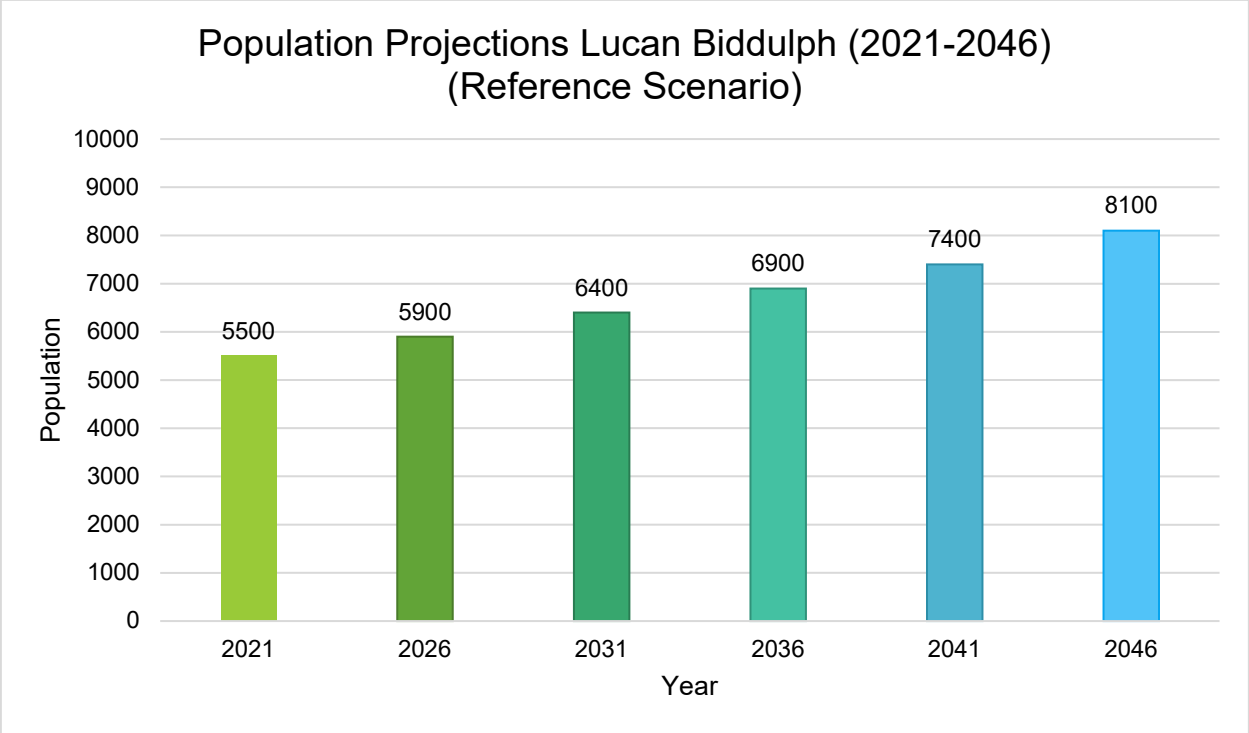
#### 3.2 POPULATION PROJECTIONS

The County of Middlesex recently retained Watson & Associates Economists Ltd. to update population and housing projections for all local municipalities. That study provided a low base scenario, a reference growth scenario and a high growth scenario. The low base scenario is shown in Figure 3.2, the reference scenario is shown in Figure 3.3 and the high scenario is shown in Figure 3.4.



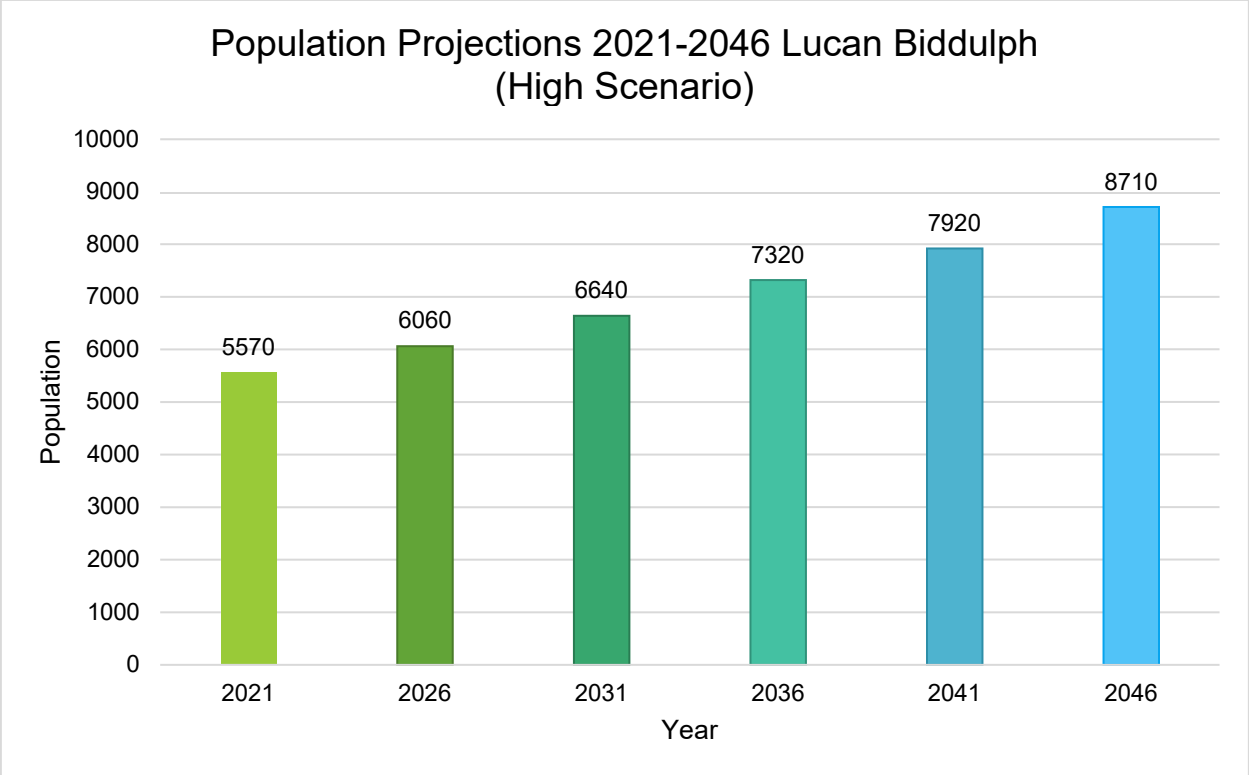
**Figure 3.2**

Under this scenario, including the census undercount, the population would increase from 5400 people in 2021 to 7000 people in 2046. When excluding the census undercount, the population would increase from 5200 people in 2021 to 6800 people in 2046. In either scenario the population increases by approximately 1600 people over twenty-five years or approximately 65 people per year.



**Figure 3.3**

Under this scenario, including the census undercount, the population would increase from 5500 people in 2021 to 8100 people in 2046. When excluding the census undercount, the population would increase from 5300 people in 2021 to 7800 people in 2046. In either scenario the population increases by approximately 2600 people over twenty-five years or approximately 104 people per year.



**Figure 3.4**

Under this scenario, including the census undercount, the population would increase from 5570 in 2021 to 8710 people in 2046. When excluding the census undercount, the population would increase from 5390 people in 2021 to 8410 people in 2046. In either scenario the population increases by approximately 3150 people over the twenty-five years or approximately 125 people per year.

Watson & Associates Economists Ltd. suggests that Lucan Biddulph is poised to experience strong growth in both population and housing over the time period of the Official Plan through to 2046. These population forecasts by major age group utilizes the most recent Ministry of Finance (M.O.F.) 2019 population forecast by age cohort prepared for the County and the City of London. Consideration was also given to historical Statistics Canada Census trends from 2001 to 2016 regarding population change by major age group for Middlesex County to ensure that local demographic trends within the County (excluding the City of London) were considered. The High forecast attempts to capture potential within Ontario migration occurring within Southwestern Ontario. Based on recent building activity and interest from the development community, it is recommended that Lucan Biddulph utilize the High Scenario for the purpose of this MCR.

The average age of the population in Lucan Biddulph is getting older, similar to the Province as a whole. This is due to the large concentration of *Baby Boomers* (empty nesters and young seniors between 56 and 74 years of age) which represent approximately a quarter of the total population. The percentage of seniors is anticipated

to steadily increase and is forecast to almost double in the next 25 years. Ultimately, the aging population will place downward pressure on population growth and labour force participation while at the same time increasing demand for housing, amenities and community services in urban areas such as Lucan.

The Watson report suggests future population growth, as well as associated housing needs will be driven largely by the “*Millennial Generation*” (currently 28 to 40 year olds) and “*Generation Z*” (currently 15 to 27 year olds). A diverse range of housing by both type and tenure (ownership and rental) are anticipated to be required to accommodate these two demographic groups. Watson observes that relative to the past, it is anticipated that housing demand will shift more towards medium/high density housing (townhomes and apartments) from the traditional low density (single detached dwellings) housing. Watson estimates that County wide, 21 % of new housing will be in the medium/high density form which over time will result in 13% of all housing being that form.

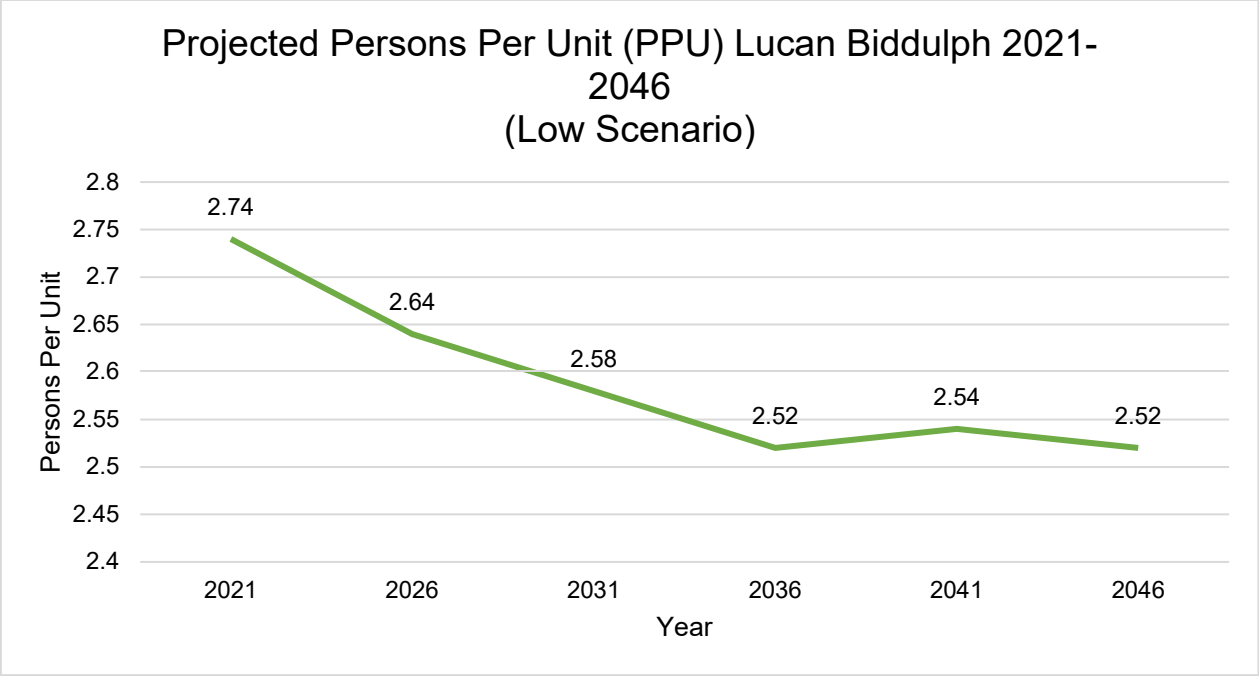
The Township of Lucan Biddulph is already experiencing this movement towards medium and high density housing in Lucan. It should be noted that this type of housing is considered more affordable and attainable than traditional low-density housing.

### **3.3 HOUSING DEMAND**

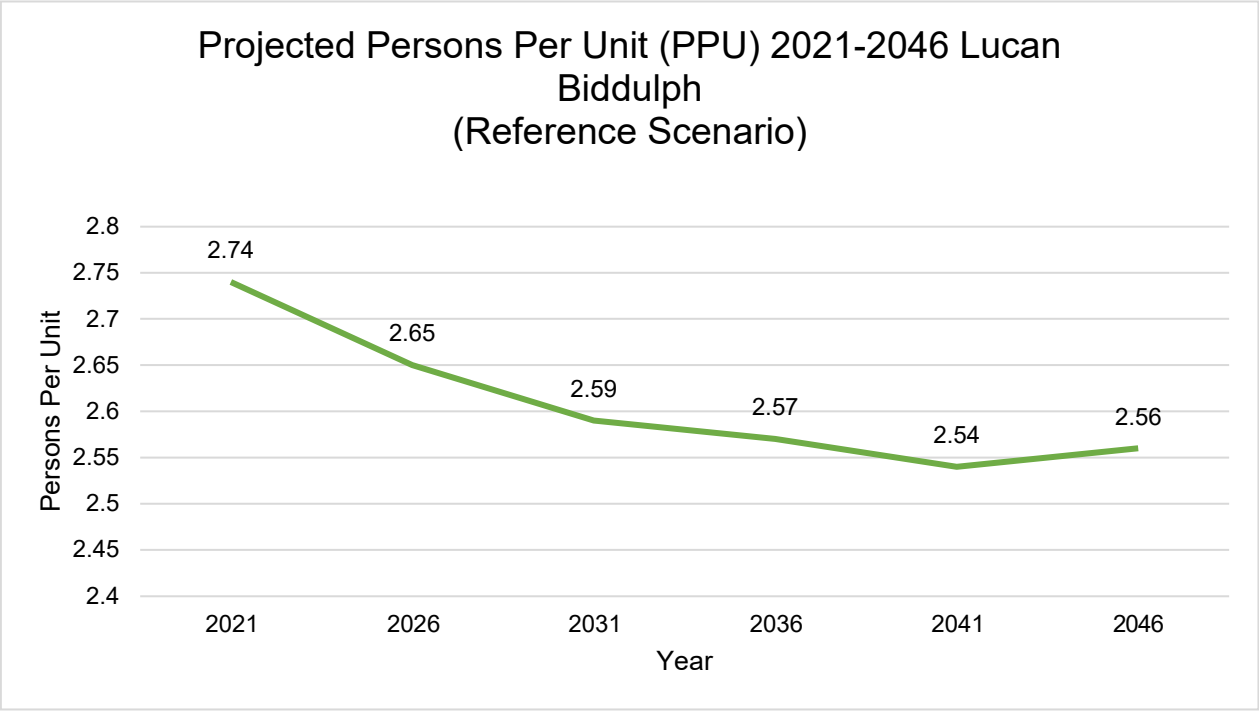
Watson & Associates Economists Ltd. also completed an updated Housing Forecast for 2016 to 2046 based on the updated population projections for each local municipality and calculated headship rates by age cohort. The ratio of total population divided by the total households is referred to as the average number of persons per unit (PPU). Watson determined the PPU for each of the low, reference and high growth scenarios. Using this approach, they forecast that Lucan Biddulph’s low growth scenario PPU would be 2.52 in 2046, the reference growth scenario would be 2.56 and the high growth scenario would be 2.55 in 2046.

Historically, the PPU across all of Middlesex County has steadily declined, falling from 2.98 in 2001 to 2.76 in 2016. While the PPU is expected to continue to decline, Watson suggests that this decline will be moderated as a result of an anticipated increase in the number of young adults and children migrating to the County. This scenario is considered likely to occur in the Township of Lucan Biddulph. Given these numbers, Watson projects the 2046 housing forecast will result in 2780 total households in the low scenario (an increase of 810), 3160 in the reference scenario (an increase of 1150) and 3410 in the high scenario (an increase of 1370).

Watson’s forecast trends in household structure were derived from a review of historical household trends by structure between 2001 and 2016; forecast housing propensity trends by structure type by major age groups; and consideration of future demographic trends (ie. Aging population) and socio-economic trends across the County.

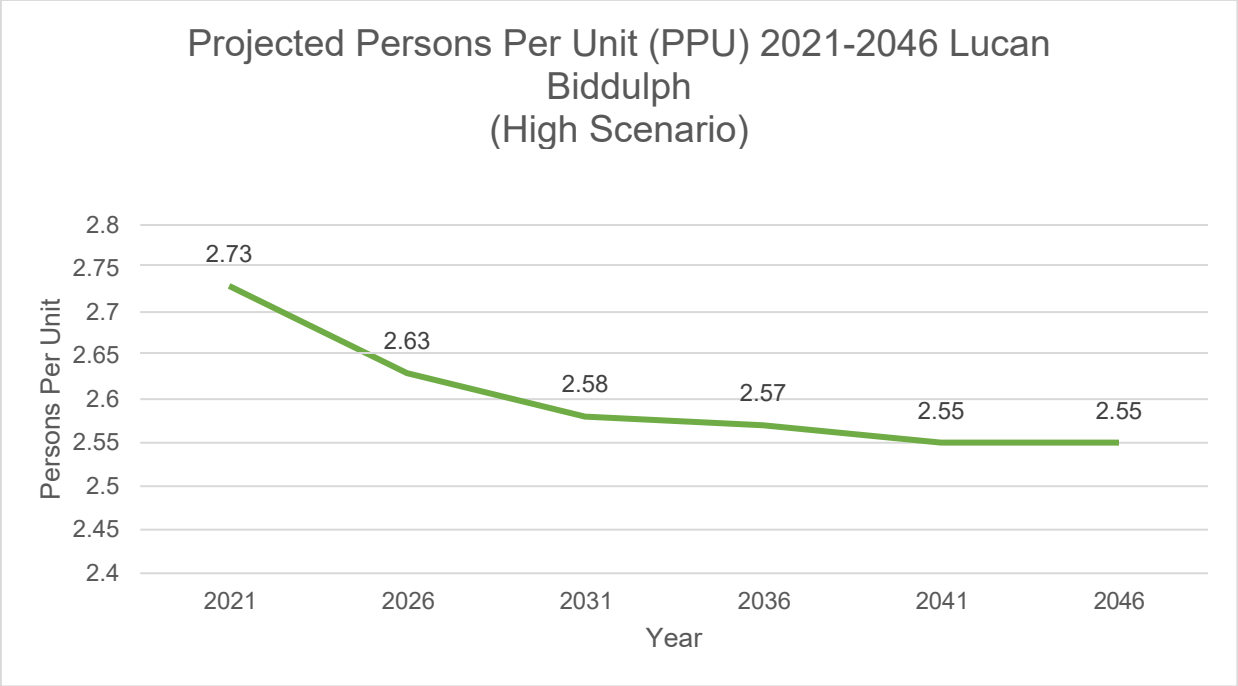


**Figure 3.5**



**Figure 3.6**





**Figure 3.7**

As noted earlier, while the PPU continues to decline, its projected slower rate of decline can be attributed to the expected increase in migration of young families, which moderates the overall decline. In relation to other local municipalities, Lucan Biddulph’s PPU of 2.55 in 2046 under the high growth scenario is slightly higher than the projected County average of 2.43 PPU in 2046. In 2046, local municipalities’ PPU range from a projected low of 2.15 in Southwest Middlesex to a high of 2.78 in Middlesex Centre.

**3.4 LOCATION OF RESIDENTIAL DEVELOPMENT**

The Municipality is comprised of two main serviced Settlement Areas, being Lucan and Granton. Historically, the majority of building permits for new units have been located in Lucan. This trend is anticipated to continue given the anticipated demand, community services and infrastructure available in Lucan compared to Granton.

The Township of Lucan Biddulph is facing a number of population and household trends that are anticipated to influence housing demand over the short and long-term:

- Aging population
- Continued reliance on vehicles
- Fewer people living in households, rise of 1 and 2-person households
- Continued attractiveness to those wishing to re-locate from more expensive housing markets
- Rising cost of housing, continued pressure on supply
- Increased demand for housing options other than ownership single-detached dwellings
- Possible long-term impacts of COVID19 (work from home trend)

### **3.5 Types of Residential Development**

Historical building permit data (2000 to 2020) generally indicates the consistent construction of predominantly single detached dwellings. In recent years, Lucan has seen a number of condominium developments, townhouse developments and a limited number of low rise apartment building proposals. These trends are expected to continue in the short term, but Waston & Associates project a gradual shift to more medium and high density housing types based on demographic trends across the County.

It is recommended that a target be set for 20% of all new residential development to be of the medium/high density type, with 80% of new residential development being the traditional low density single unit dwelling type. This would help achieve the range and mix of uses contemplated in the Official Plan and PPS 2020, as well as assist with the affordable and attainable housing goals. These targets should be reviewed by Council and provided to the public for input.

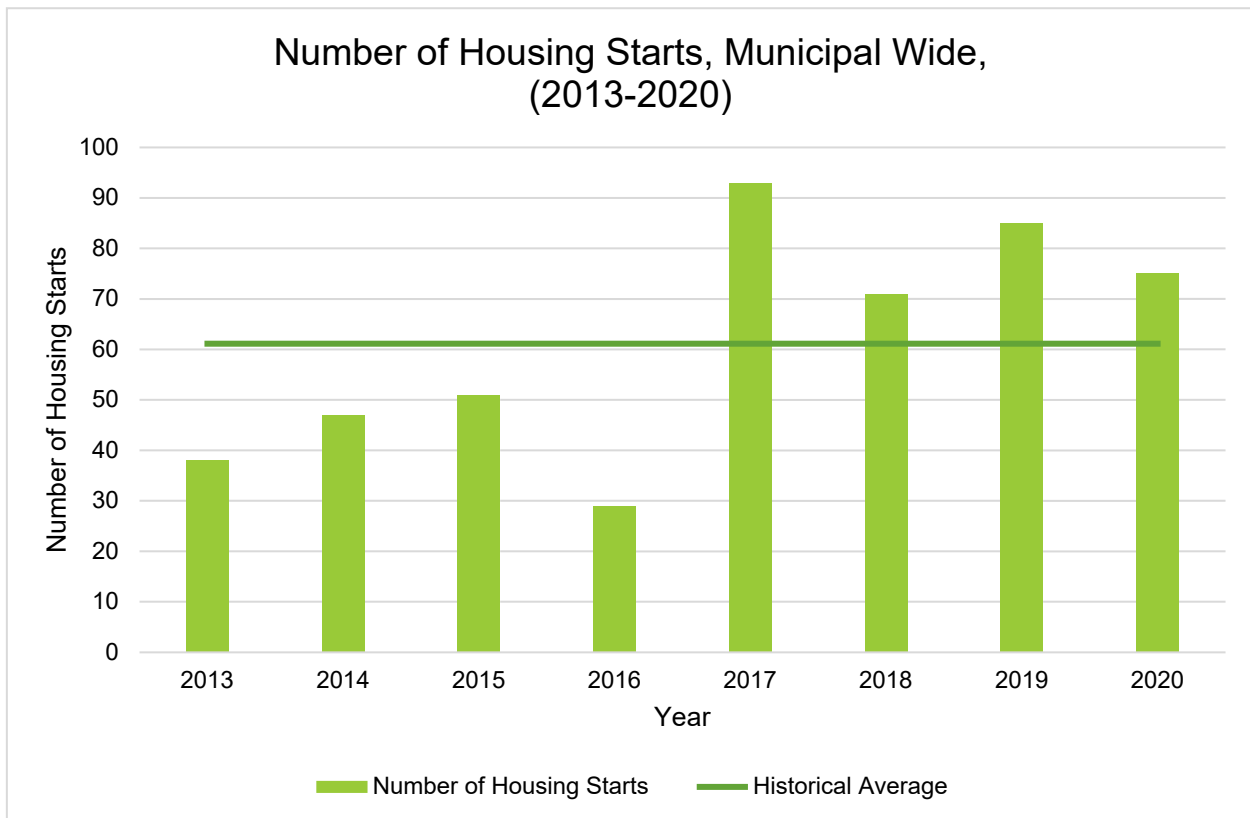
## 4. HOUSING

### 4.1 Overview

Since the adoption of the current Lucan Biddulph Official Plan there have been significant changes in provincial policy directly related to housing through the PPS. Generally, these changes have strengthened the importance of intensification and redevelopment along with providing direction to planning authorities on the range and mix of housing options to be promoted and encouraged. Section 1.4.1 of the PPS effectively requires a municipality to maintain both a short and long-term land supply achieved through either intensification, redevelopment or green field development.

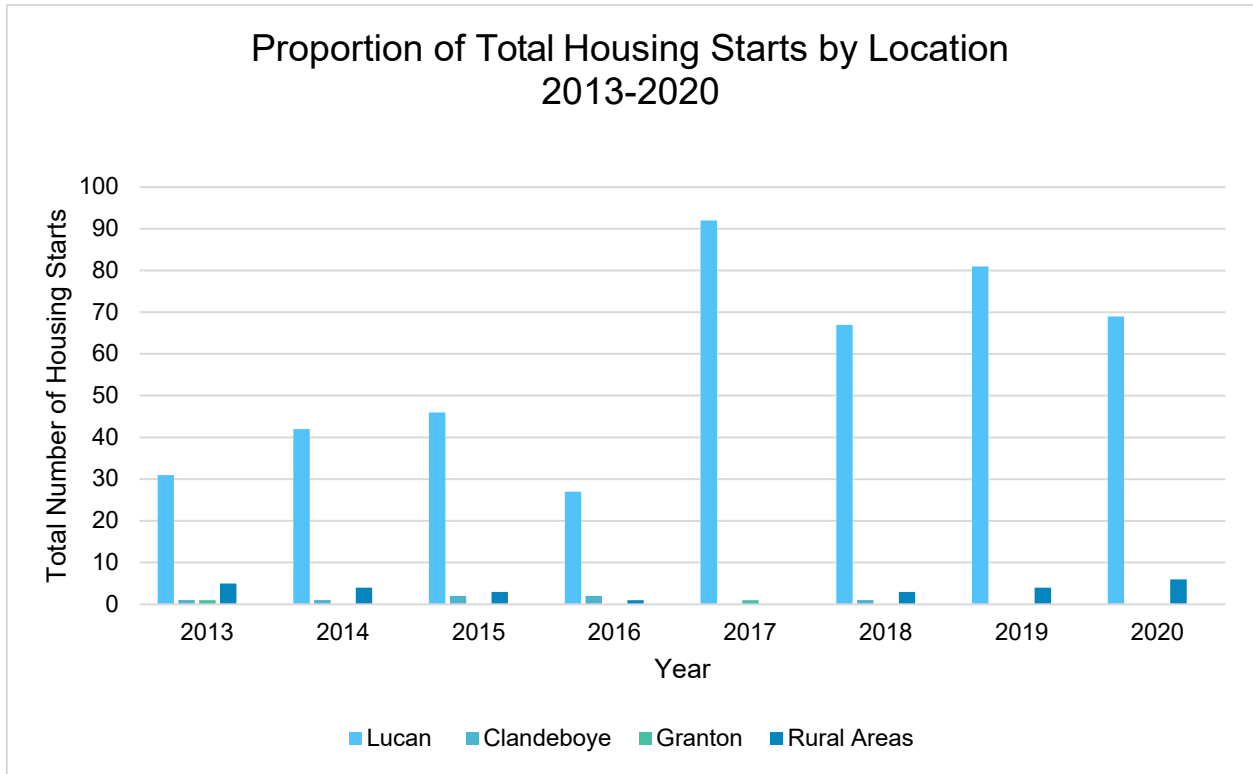
### 4.2 Housing Starts

The total number of annual housing starts in the Township of Lucan Biddulph increased from 38 units in 2013 to 75 units in 2020 (Figure 4.1). Recent years (2017-2020) have seen an average of 81 new units each year. The average annual housing starts over the eight-year period 2013-2020 amounted to 61 units per year.



**Figure 4.1**

Almost all of this residential development has taken place in Lucan. Over the eight-year period, all but 34 of the 489 units have been constructed in Lucan. Over that same period there were 26 units built in the rural area, 6 units in the Hamlet of Clandeboye and 2 units in Granton.



**Figure 4.2**

### 4.3 Land Available for Development

In accordance with the Middlesex County Official Plan Section 2.3.7.1, the local municipalities are to provide to the County at least every five years, with a summary of its supply of vacant land designated for future residential development to ensure that a sufficient supply of lands designated for future residential development is maintained. A summary of potential and existing building lots and blocks in proposed, draft approved and registered plans of subdivision within the Township up until December 31<sup>st</sup>, 2020 is provided in Table 4.3. It is noted that all existing plans of subdivision and condominium are located within Lucan.

| Name                  | File #           | Type        | Status         | Density    |            |            |
|-----------------------|------------------|-------------|----------------|------------|------------|------------|
|                       |                  |             |                | Low        | Med.       | High       |
| Ridge Crossing - East | 39T-LB-CDM2001   | Condominium | Final Approved | 0          | 52         | 0          |
| Ridge Crossing - West | SPA-4-2020       | Site Plan   | Proposed       | 0          | 44         | 0          |
| Lucan Estates         | 39T-LB1301       | Subdivision | Final Approved | 11         | 0          | 0          |
|                       |                  |             | Draft Approved | 47         | 0          | 0          |
|                       |                  |             | Preliminary    | 0          | 16         | 0          |
| Olde Clover           | 39T-LB0702       | Subdivision | Final Approved | 22         | 0          | 0          |
|                       | SPA-5-2020       | Site Plan   | Proposed       | 0          | 62         | 0          |
| Ausable Fields        | 39T-LB2001       | Subdivision | Proposed       | 12         | 0          | 0          |
|                       |                  | Site Plan   | Preliminary    | 0          | 72         | 0          |
| Timber Ridge          | 39T-LB2002       | Subdivision | Proposed       | 178        | 0          | 0          |
|                       |                  |             | Preliminary    | 0          | 78         | 0          |
| Z-Modular             | Pre-consultation | Site Plan   | Preliminary    | 0          | 0          | 90         |
| Lucan Woods           | SPA-3-2017       | Site Plan   | Final Approved | 0          | 0          | 23         |
|                       |                  |             | Draft Approved | 0          | 0          | 23         |
| Southside Group       | Pre-Consultation | Subdivision | Preliminary    | 30         | 0          | 0          |
| <b>Total</b>          |                  |             |                | <b>300</b> | <b>324</b> | <b>136</b> |

**Table 4.3**

In addition to the lands for which there are development proposals, there are also lands that are designated for development within the Township’s Official Plan but for which no development plans are underway.

- Undeveloped lands designated “Residential” in Lucan that are not the subject of an active, draft approved or registered plan of subdivision amount to 10 net hectares (24.7 acres) or 19.5 gross hectares (48.1 acres).
- Undeveloped lands designated “Residential” in Granton that are not the subject of an active, draft approved or registered plan of subdivision amount to 22.7 net hectares (56.1 acres) or 23 gross hectares (56.8 acres).
- Undeveloped lands designated “Residential” in Clandeboye that are not the subject of an active, draft approved or registered plan of subdivision amount to 5.9 net and gross hectares (14.6 ac).

The difference in gross to net areas accounts for the exclusion of lands that are designated for growth but that are constrained by factors that limit their practical potential for development. Constraints include setbacks from large gas pipelines, areas regulated by the conservation authority, setbacks from woodlands, etc.

In total, undeveloped lands designated “Residential” in the Township that are not the subject of an active, draft approved or registered plan of subdivision amount to 38.6 net hectares (95.4 acres). These lands are illustrated within the figures later in this report.

In addition to excluding lands that are designated for development but that are constrained, the lands available for development need to also account for land supply adjustments for market vacancy factors (landowners may be unwilling or unable to develop their lands in accordance with the official plan) and net to gross adjustments (to provide for the development of local roads, parkland, stormwater management ponds, rights-of-way and other infrastructure and public facilities).

In the end, the net amount of land within the Township designated and potentially available for residential development is 24.3 hectares (60 acres).

### **4.3 Land Required for Development**

Based on the projections provided by Watson & Associates Economists Ltd, staff have determined that the Township may require 1425 additional housing units by 2046 using the high growth scenario projection with a PPU of 2.55 and a housing need market contingency adjustment. It is anticipated that the rate of growth will in the short-term be stronger at 71 units annually, over the medium term 66 units annually, and over the long term taper off to 57 units annually.

When contemplating residential land needs however, consideration should be given to a housing split and how those requirements may affect the amount of land required to accommodate housing demand. This reports recommends that Council consider an overall housing split that requires 80% low density development and at a minimum 20% medium or high-density development. In doing so, the Township would be able to accommodate predominantly low-density development in the form of single detached dwellings, and potentially assist with housing affordability issues by providing for a range of housing types and densities.

In terms of projected density target, it is considered conservative to base land requirements on a target density of 12.5 units per hectare. A review was undertaken on the most recent developments in Lucan and they range in density from 13 units per hectare to 15 per hectare. Given the desire as expressed in the Official Plan to retain the small-town character, it is thought that a lower density is a better fit for the Township of Lucan Biddulph.

There is Provincial and County policy requirements for development to be accommodated within existing development areas by way of intensification, redevelopment, and infilling. The County of Middlesex Official Plan requires that 15% of all development occur by way of intensification, redevelopment, and infilling.

As explained above, the lands available for development should also account for land supply adjustments for market vacancy factors (landowners may be unwilling or unable to develop their lands in accordance with the official plan) and net to gross adjustments

(to provide for the development of local roads, parkland, stormwater management ponds, rights-of-way and other infrastructure and public facilities). Those factors necessarily increase the amount of land that is required to be designated for future development.

After accounting for lands already designated for development (both with and without current proposals), it has been determined that the Township currently has an un-met supply or housing need of approximately 504 units, which amounts to approximately 55.4 hectares (137 ac) of land need on a Township-wide basis.

## **5. SETTLEMENT AREAS**

### **5.1 Overview**

The current Lucan Biddulph Official Plan states the majority of future growth will be directed to Lucan and secondly, to Granton. Both of these villages are designated as Settlement Areas in the Plan. It further states that non-agriculturally related industrial and commercial development will be directed to Lucan and Granton and a few other key locations considered suitable for this type of development.

The Plan encourages a range of housing types and densities within these settlement areas, including housing forms and densities designed to be affordable to moderate and lower income households. The County of Middlesex has set a target of 20% of all housing to be affordable based on an annual benchmark. The ongoing and rapid escalation of housing prices within Southwestern Ontario have put significant constraint on the availability of affordable and attainable housing including within the Township.

The Plan also currently has a policy in place that states the Municipality will attempt to maintain at all times, subject to limitations imposed as a result of servicing constraints and market demand, a minimum 10 year supply of land designated and available for residential development and intensification, and a 3 year supply of residential building lots. This will need to be amended to be consistent with the new PPS 2020 which requires a 15 year supply of land designated and available for residential development.

While there is an existing wastewater treatment system in Granton, it is not anticipated that any substantial new development will occur over the timeframe of the Plan. Very limited residential growth has occurred in the Hamlet over the past twenty- five years, and this trend is not expected to significantly change. Over the past ten years there have been only nine residential permits issued in the village.

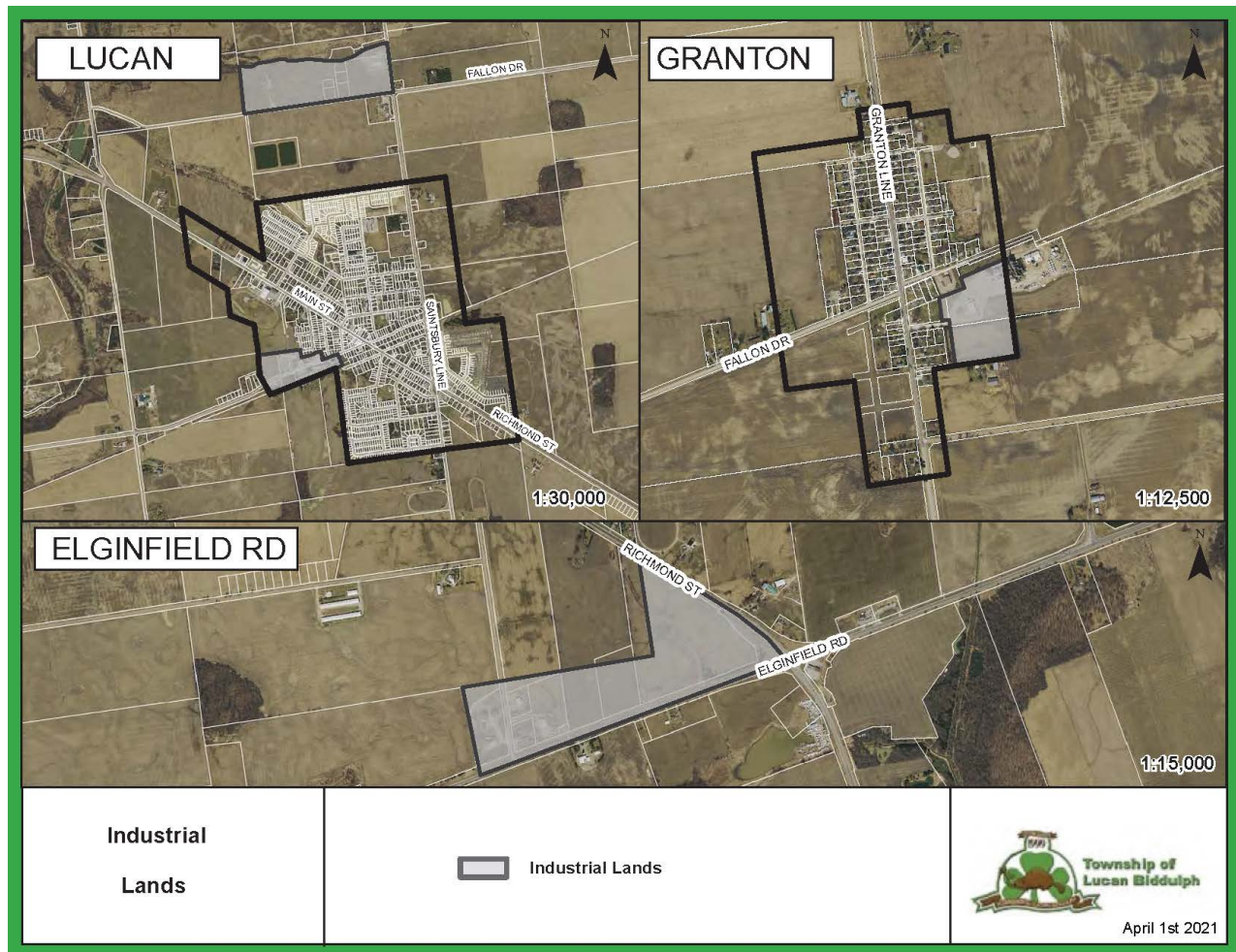
BM Ross and Associates Limited provided a Growth Servicing Review for Granton in January of 2021. The review looked at the Waste Water Treatment Plant (WWTP), which is a Rotating Biological Contactor (RBC) type. It is noted in the report that while the 2019 Annual Report noted the plant meets effluent criteria limits and capacity, it has ongoing issues with meeting Total Suspended Solid (TSS) limits. It also indicated that the most recent Operations Report for the third quarter of 2020 indicated that the TTS monthly average objective was exceeded every month to date in 2020. Municipal staff have also indicated there are concerns that the WWTP is relatively expensive from a maintenance perspective.

This report is addressing Section 8.2.4 of the Plan which requires a Comprehensive Review towards the end of the five years from adoption of the Plan. The review is to determine if there is any need for a settlement area boundary adjustment and employment land conversions. It is suggested that any settlement area boundary adjustment should only be considered for Lucan as it is the only area with sufficient infrastructure to accommodate significant additional development.



## 5.2 Commercial and Industrial Lands

There are currently four areas designated Industrial in the Township of Lucan Biddulph as shown in Figure 5.1. There is approximately 3.0 hectares of vacant industrial lands and 7.5 hectares of vacant commercial lands within Lucan and approximately 2.0 hectares of vacant industrial land in Granton. There is also 9.0 hectares of vacant industrial lands left in the Lucan Industrial Park north of the village, and a large area of un-serviced industrial lands on Elginfield Road west of Richmond Street south of Lucan. Given the amount of vacant commercial and industrial lands in Lucan and in other locations, throughout the Township, and trends in commercial and industrial development, there does not appear to be need to designate additional commercial or industrial lands at this time.



**Figure 5.1**

Commercial and industrial lands should however be reviewed annually to identify the need to expand the designations given the existing market trends and uptake of these lands in the future.

### 5.3 Hamlet Settlement Area

There is only one defined Hamlet within the Township of Lucan Biddulph, that being Clandeboye (Figure 5.2). It is situated on the western boundary of the Township on Highway No. 4 northwest of Lucan. Its current population is approximately 120 persons and while there are building lots available for development, growth over the years has been limited. This has been attributed largely to its location, lack of community facilities and amenities and absence of a municipal sanitary sewage system.



**Figure 5.2**

Due to lack of a waste water treatment plant and generally poor soil conditions for septic systems, development is limited to infilling and rounding out of the existing built up area.

## 5.4 Urban Settlement Areas

There are two Urban Settlement Areas with the Township of Lucan Biddulph, being Lucan (Figure 5.3) and Granton (Figure 5.4). While both have full municipal services, it must be recognized that very limited residential growth has occurred in Granton over the past twenty-five years. While the Plan indicates the majority of the growth will be directed to these two settlement areas, it clearly positions Lucan as the main area for growth given its existing municipal infrastructure and community facilities and services available as compared to Granton.

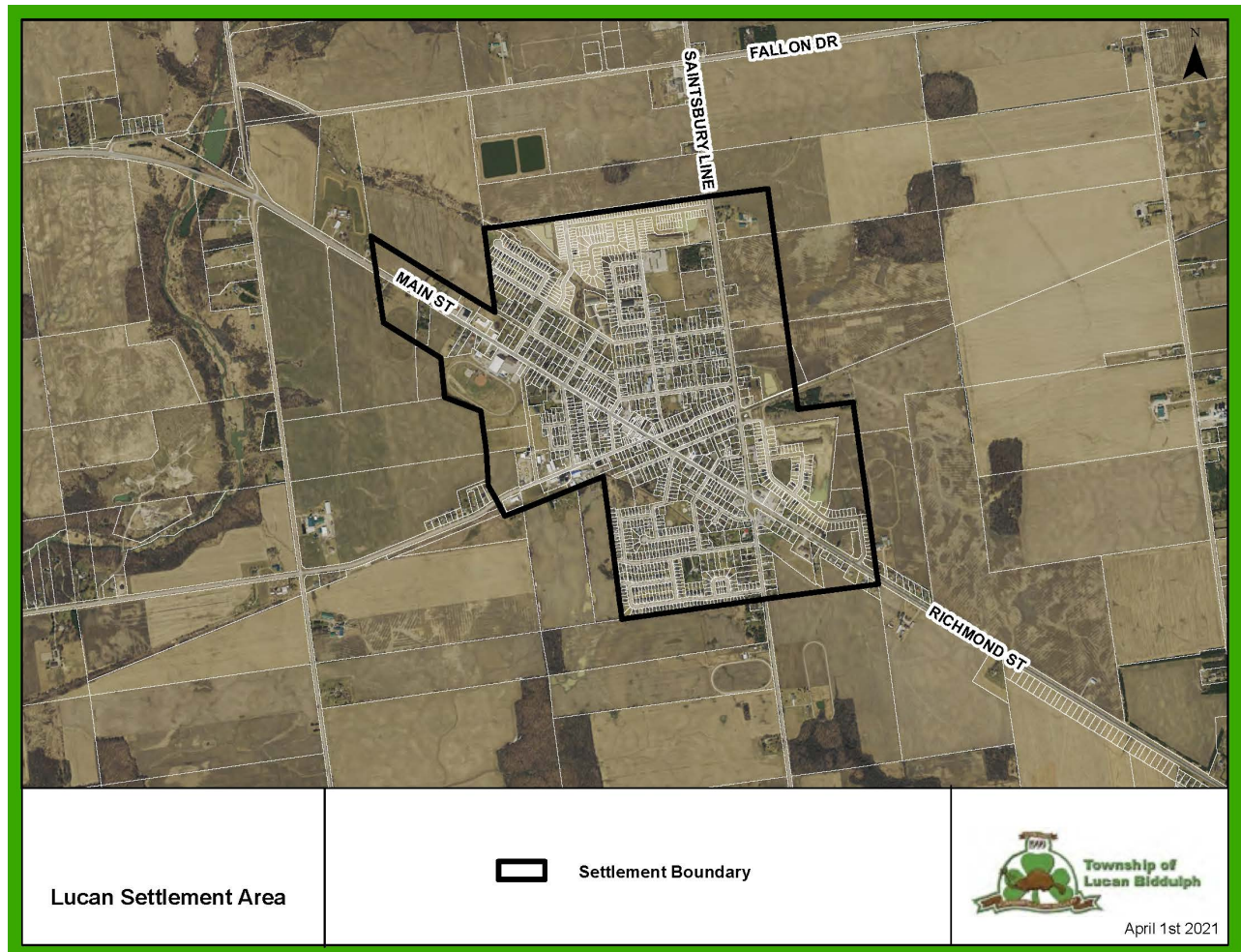
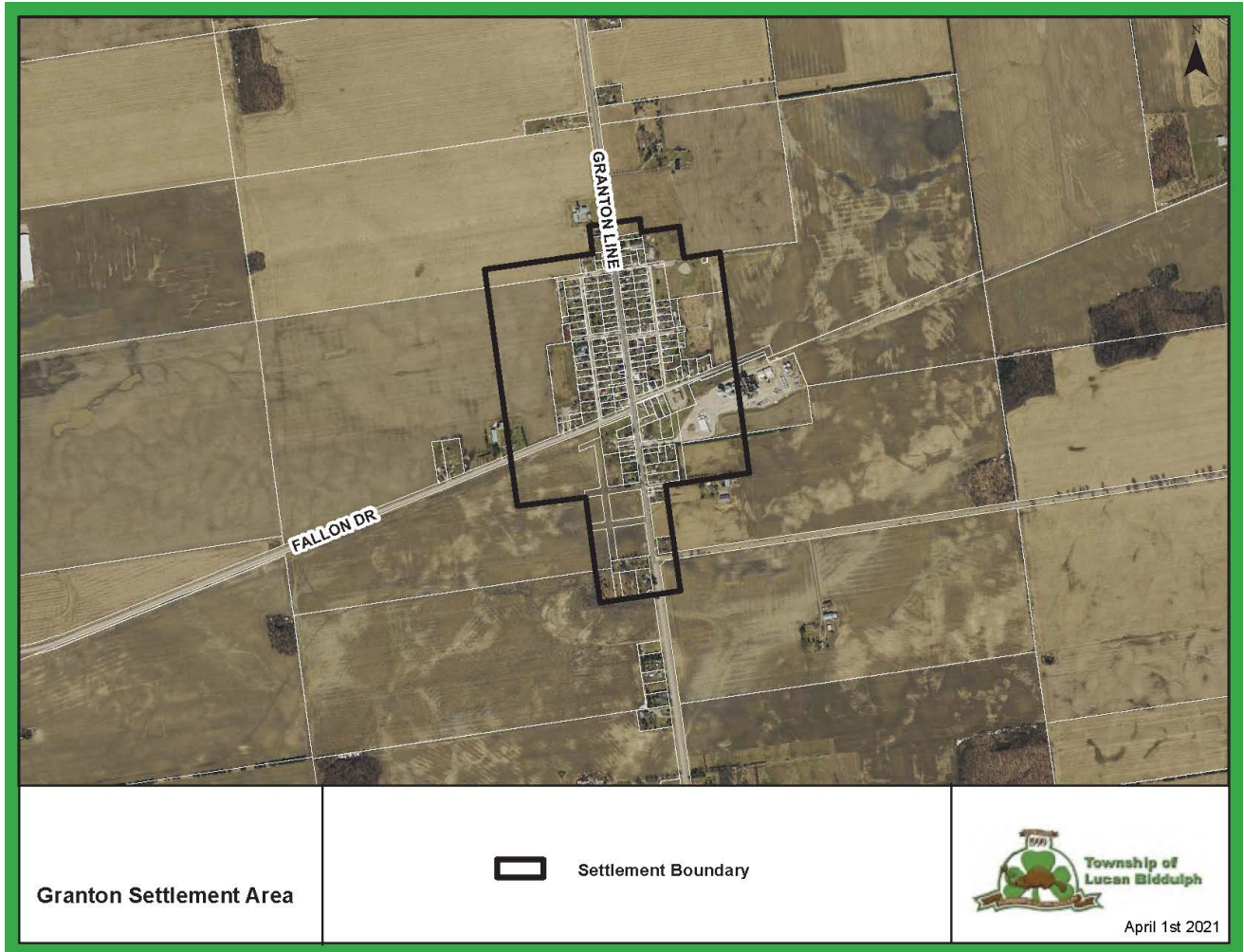


Figure 5.3

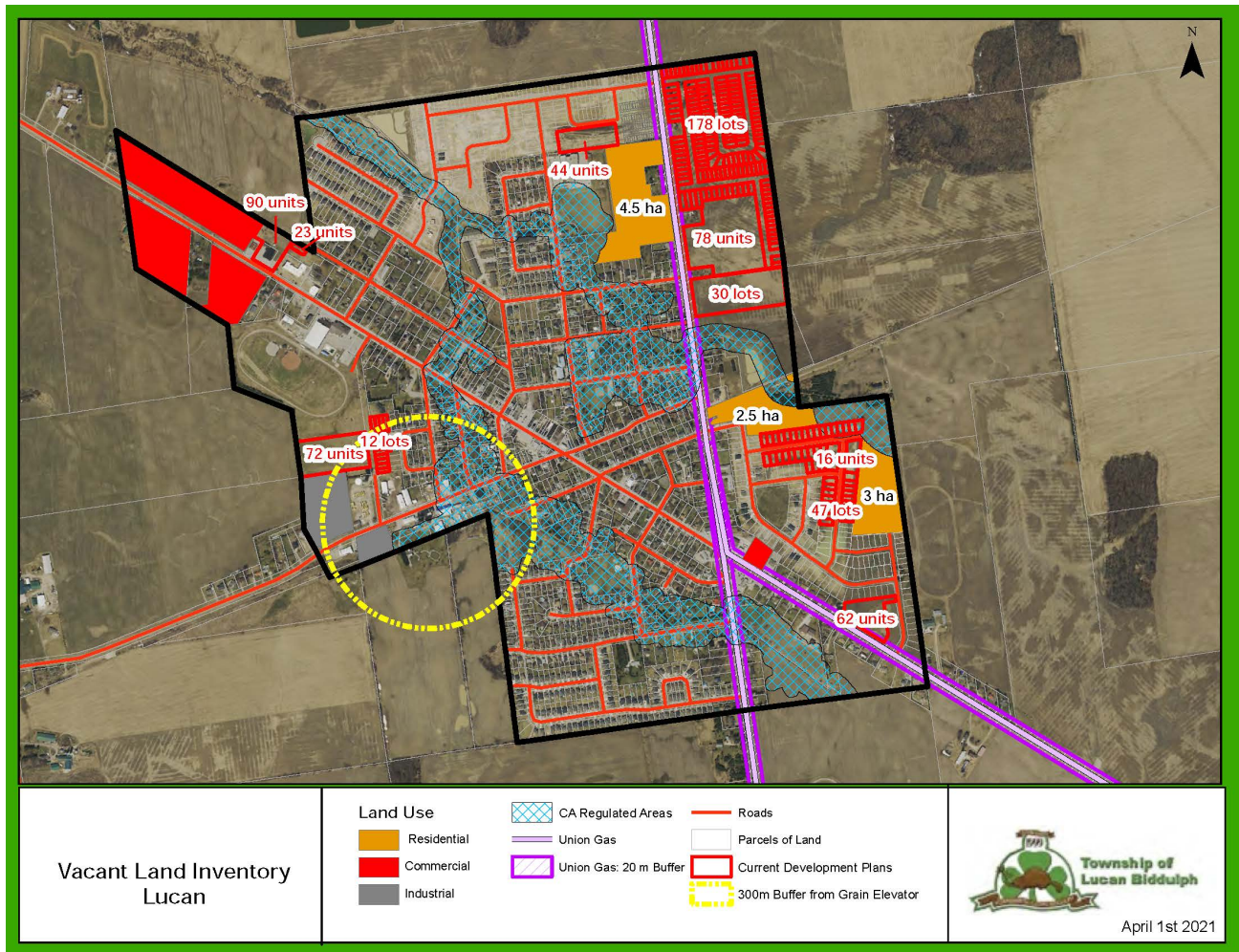
Looking at the building permit activity over the past 7 years, it is clear that Granton has experienced very little development activity with only two residential permits issued over that time period.



**Figure 5.4**

Having reviewed residential development activity over the past number of years in all three settlement areas, it may be appropriate at some point in the future to consider retracting those settlement area boundaries where growth is unlikely to occur and relocate the same area of land to the Village of Lucan

As a result of the recent population and household forecasts of Watson & Associates Economists Ltd., it is clear that there is justification to add additional lands to appropriate settlement areas. As this report has outlined, the most appropriate settlement area to be expanded to accommodate the projected growth at this time is Lucan. Figure 5.5 shows the vacant land inventory for Lucan at this time. It also shows where current developments are taking place within the village as well as vacant designated lands.



**Figure 5.5**

At present, there is approximately 10.0 net hectares of designated vacant residential lands within Lucan. To accommodate the projected population and associated housing demands, an expansion to Lucan settlement area boundary is required over the planning period to 2046. In addition, there is approximately 3.3 gross hectares of vacant industrial lands. Once regulated areas are taken into account, approximately 3.2 net hectares of vacant industrial lands are left. Further, there is also approximately 10.5 gross hectares of vacant commercial lands in the village. Once pipelines are taken into account, there is approximately 7.5 net hectares of developable commercial lands.

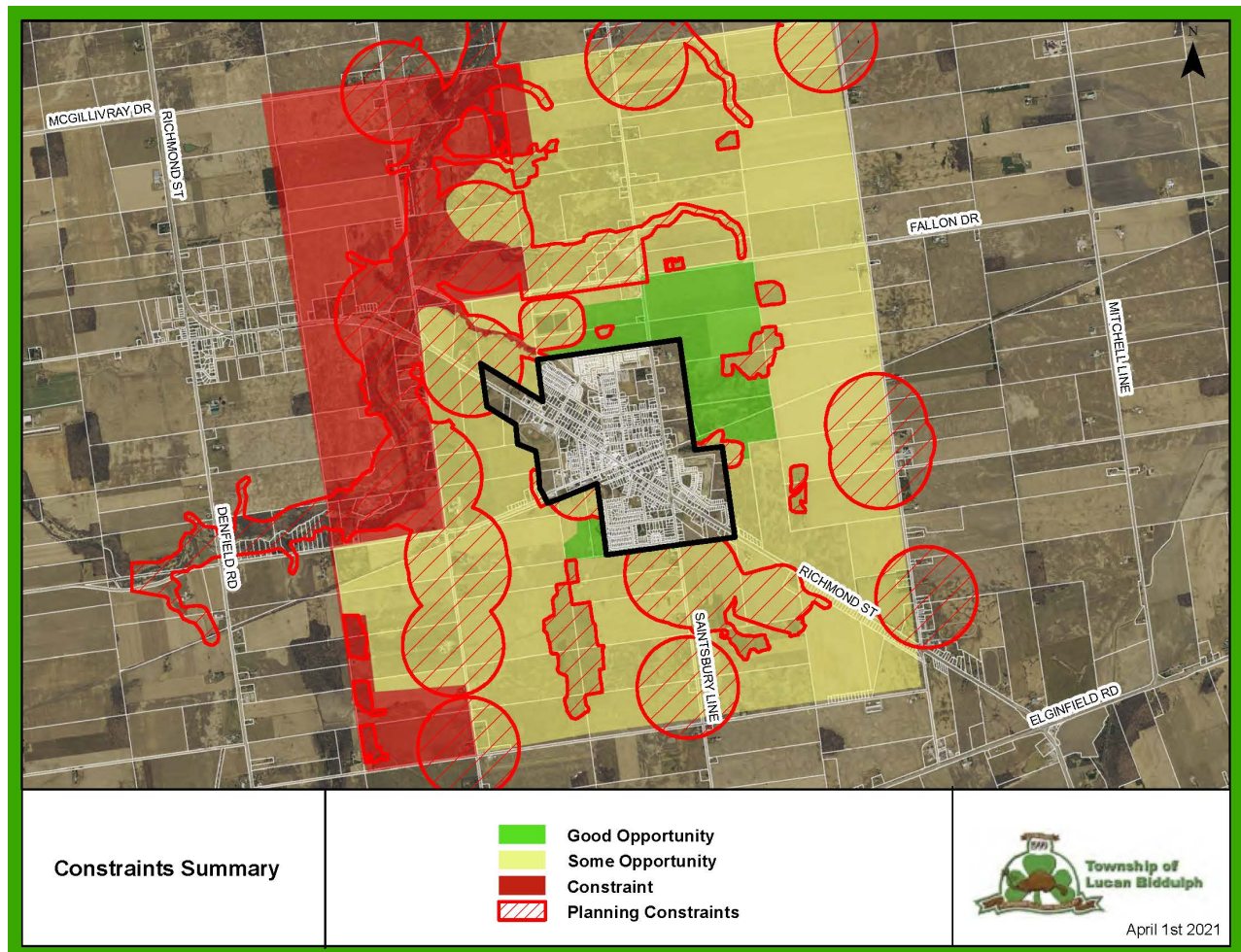
### 5.5 Opportunities / Constraints for Expansion Around Lucan

In order to assess the most appropriate locations for expansion to accommodate anticipated growth, both opportunities and constraints were reviewed with Municipal Staff and having regard for the report completed by B.M. Ross and Associates Limited (Engineers and Planners) in 2019.

BM Ross reviewed a wide range of issues on lands within and surrounding the existing limits of the settlement area of Lucan. This included sanitary, water, stormwater and

transportation infrastructure in Lucan at the current time. It also included a review of Natural Heritage features in and on the fringe of Lucan including wetlands, woodlands, aquatic habitat and associated species, species at risk, breeding birds and reptiles and amphibians. The review also looked at cultural and social resources.

All of these issues were then compiled, and analysis was undertaken on the opportunities and constraints to the expansion of the Lucan Settlement Area. It should be noted that while this analysis was completed at a high level, the findings provide direction on appropriate locations for Council to consider for possible expansion with the least potential constraints. The Township may wish to complete a more detailed review of any potential lands proposed to be included with the settlement area to confirm the findings of B.M. Ross. Figure 5.6 shows the results of the combined constraint and opportunity analysis undertaken by B.M. Ross.



**Figure 5.6**

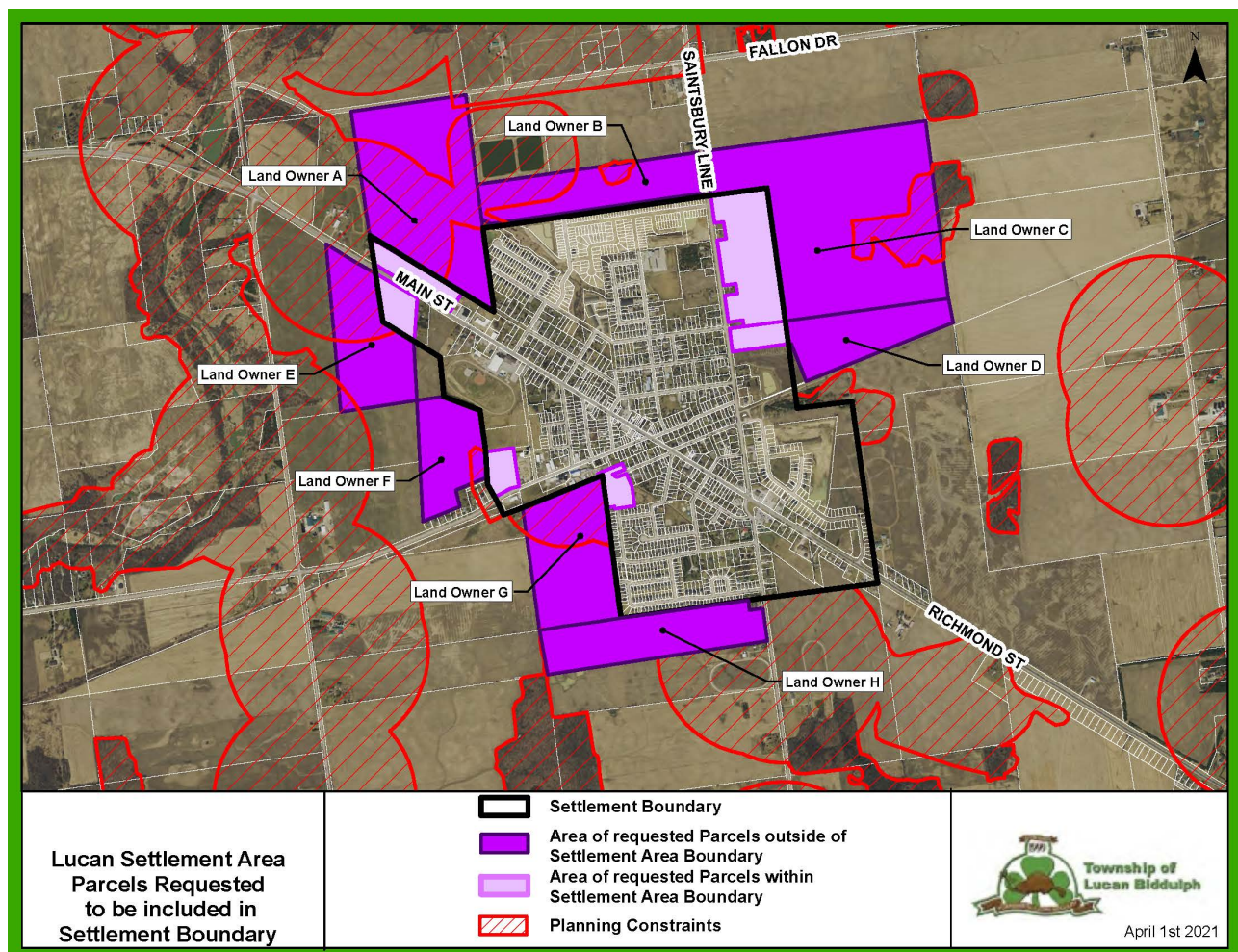
Figure 5.6 identifies the combined constraints and opportunities as identified by BM Ross & Associates Ltd. and municipal staff for lands abutting the Village of Lucan. It shows that there is some opportunity for expansion in most areas around the Village, with a good

opportunity for expansion to the north east of the Village. Given the amount of vacant developable residential lands currently within Lucan and considering the projected population and housing needs derived by Watson & Associates, as outlined previously, it is estimated that an additional 55.4 hectares (136.9 acres) of land will required to accommodate the projected demand to 2046.

## 5.6 Requested Lucan Expansion Areas

Eight landowners have formally request that their lands be included within the settlement area of Lucan. Those requests total approximately 246 hectares (610 acres) which is well beyond what can be reasonably justified at this time. The general location of these lands are identified on Figure 5.7.

It may be appropriate to include some or all of the lands that are unsuccessful in their request to be included in the Lucan Settlement Area at this time into a “Future Growth Area” designation with accompanying policies in the Official Plan. This would identify these lands as the next logical areas for expansion to occur when demand justifies additional lands.



**Figure 5.7**

Given the findings of this report along with consideration of the information provided in the B.M. Ross & Associates report, the Watson & Associates Economists report and discussions with staff, it is recommended that the Council consider the expansion of the Lucan Settlement Area to the northeast at this time.



## 6. CONCLUSIONS

This Municipal Comprehensive Review examined the supply of designated residential lands in terms of meeting the projected growth needs for next 25 years to 2046. It reviewed the policy framework in which the Township of Lucan Biddulph operates including the Provincial Policy Statement (2020) and the Middlesex County Official Plan. While the current Official Plan for Lucan Biddulph is a sound document, an update is required to reflect current Provincial and County policies, as well as recognizing the need for an expansion to the settlement area boundary of Lucan.

The timely release of the Watson & Associates Economists Ltd. "Populations and Housing Projections" in December of 2020 greatly assisted in this review. Those numbers have been analyzed and used to project the need for an additional 55.4 hectares of lands required over the 25 year planning horizon. The report accounts for development that is to occur by way of infill, intensification and re-development (15% of growth) and addresses factors such as market vacancy factors and net to gross land adjustments.

Along with identifying the additional lands needed to accommodate projected growth, the report also recommends a minimum housing mix of 20% medium and high density development and 80% low density development. A density of 12.5 units per hectare which, some may see as low, is being recommended. This would be consistent with the policy direction in the Official Plan. The County Official Plan also has a target for 20% of new residential development to be affordable. This matter has been addressed to an extent in that it is proposed that 20% of all new residential development be medium or high density, which generally provides more affordable forms of housing. Additional considerations related to affordable housing may need to be considered including related to matters such as allowing 'additional units' and other potential solutions beyond the current official plan update exercise.

After a review by Council and following the public consultation component of this process, a final report will be prepared for Council. It is anticipated that the final outcome will be the preparation of an Official Plan Amendment (OPA) that would comply with the statutory planning process.

Once adopted by Council, the OPA would be sent to the County of Middlesex for final approval. Appeals may be filed according to the provisions outlined in the Planning Act. Should there be appeals, the matter would be referred to the Local Planning Appeals Tribunal (LPAT) for a final resolution.