

Discussion Paper #5

County of Elgin Official Plan 5 Year Review

**Population, Housing and
Employment Forecasts
and Associated Land
Needs Analysis**

June, 2022

Executive Summary

A key component in the development of an official plan is the preparation of population projections and land needs assessments. Population projections are essentially a forecast prepared by urban planners and statisticians detailing how much we think a place will grow over a specific period of time (typically 20 to 25-years). This is done using a type of statistical analysis called the 'cohort-survival method'. Land needs assessments take the projected population and assesses how much land is required to accommodate the projected population, based on past development trends (i.e. common types of housing, lot sizes, etc.) and intensification targets established by a municipality. This work is done to balance the need to ensure there is sufficient land to accommodate population growth, while at the same time discouraging urban sprawl and protecting farmland and natural areas like wetlands, woodlands, and other sensitive environmental features.

The Province directs how population projections and land needs assessments are to be conducted, namely through a document called the Provincial Policy Statement or PPS. This PPS directs the municipalities ensure that they provide enough land to accommodate up to 25 years of growth and that expansions to village or town boundaries can only occur when population projections and land needs assessments have been completed. Finally, the PPS also states that it is the responsibility of the County to prepare population projections and land needs assessments for all local municipalities. That means that this work affects not just the County Official Plan, but also the official plans of all seven local municipalities in the County.

To undertake this work, the County of Elgin hired Hemson Consulting and Stantec and their complete and original report is found under this cover. When reviewing this document questions to ask include:

- What will Elgin County's population and employment make up look like in 25 years' time and beyond?
- What kind of homes will people need over the next 25 years? Are they the same as what Elgin County residents need now?
- How do we balance the need to accommodate population and employment growth while preserving the natural environment and agricultural lands?
- What kind of services and businesses will Elgin County need to accommodate out future population?

Final Report

Prepared by Hemson for Elgin County

Population, Housing and Employment Forecasts and Associated Land Needs Analysis

June 10, 2022



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Executive Summary

The County of Elgin, located in southwestern Ontario between the north shore of Lake Erie and Highway 401, is undertaking a formal comprehensive review to update its Official Plan. This report is a key background document to the review. It provides a long-range growth outlook for the County and its lower-tier municipalities and assesses urban land requirements to 2051. It also provides Official Plan policy recommendations to managing growth over the next 30 years consistent with the Provincial Policy Statement, 2020 (PPS).

The report provides population, housing, and employment forecasts for the County of Elgin to 2051. The forecast results show that:

- The County, which is in the midst of a population growth surge, is set to continue to grow rapidly over the next decade. Although slowing between 2031 and 2051 as the population ages, growth will remain steady until it reaches a permanent resident population of 67,140 and 23,140 jobs in 2051. A major driver of population growth will be immigration from the London CMA and its environs by young families seeking affordable singled detached homes.
- The rate of housing growth in the County will outpace the rate of population growth over the next 30 years. The current market preference for single detached homes will shift somewhat towards medium and higher density housing forms as the effect of market demand and PPS policies that encourage intensification, transit-supportive communities, and a more compact urban form take hold.
- The County remains an attractive location for development in employment areas, particularly those that are located within Tier 1 fully serviced settlement areas with easy access to Highway 401, are close of existing labour pools and existing business clusters, and allow for a range and mix of business activities (in particular, the

assembly of large land parcels). The development of vacant employment lands in the Township of Southwold is critical in this respect.

- Employment growth in the County will be steady over the period to 2051. Most employment growth will be associated with the development of designated employment areas. However, a significant portion of employment growth will occur in direct response to population growth and in rural settlements and rural areas.

An assessment of the land required to accommodate the growth forecasts was undertaken. The assessment concludes that:

- The overall community area (or residential) land supply of 668.2 developable hectares is sufficient to accommodate the forecast population growth at the County level to 2051. However, Alymer requires an additional 21 hectares of designated growth area, equivalent to about 600 new homes, to accommodate its long-term population allocation. Options for dealing with this include:
 - increasing the required density for development in Alymer. In this respect, it is noted that the assumed densities in the land needs assessment are already higher than densities on recent developed lands;
 - reallocating housing growth away from Alymer to other Tier 1 settlement areas, recognizing that Alymer is the County's largest settlement area and has unique characteristics as a regional service centre that make it a particularly attractive location for housing growth and intensification; and/or
 - expanding the Alymer settlement area boundary. This process requires more detailed analysis of the feasibility and most appropriate location for expansion, especially in the light of the

lack of rural area into which the Town could expand into, and must be undertaken in accordance with PPS policies 1.1.3.8 and/or 1.1.3.9.

- The County's employment area land supply of 264.7 developable hectares is sufficient to accommodate the forecast employment growth, both County-wide and at the local level. The Township of Southwold has a significant supply of vacant employment land.

Based on the growth forecasts and land needs analysis, the following recommendations for managing growth and directing land use to achieve an efficient use of land and settlement pattern are made:

- The County Official Plan should be updated to reflect the population, household, and employment forecasts in this report, showing the forecasts to the years 2046 and 2051 by local municipality.
- The County should evaluate its Tier 1 settlement areas to determine the extent to which a greater mix and range of uses and residential densities can be directed within these settlements, as required by the PPS.
- The County should consider implementing a sub-tier of Tier 1 within the settlement area hierarchy to include settlement areas that could achieve the desired greater mix of densities anticipated by the PPS and outlined in this report which will allow growth and diversity, and increase people's ability to be able to live and work locally.
- The County should encourage planning and growth management to be integrated with planning for school boards and other public amenities, especially for services that the County does not provide itself.

- The County should refine its policies requiring local official plans to include policies for minimum intensification targets, to align with the targets outlined in Table 15 of this report, with consideration to provide higher targets for municipalities with a greater ability to support such intensification due to their size, population growth dynamics, and the amount of vacant or underutilized lands within the settlement area boundary.
- The County should review its CIP programs and provide targeted funding to areas (e.g. priority CIP Areas) where existing vacant and underutilized lands are most prevalent. This can include programs such as those that waive development charges, or cover/reduce application fees for *Planning Act* approvals.
- The County should encourage local municipalities to create minimum density requirements for intensification and redevelopment applications, in addition to minimum requirements for applications in designated growth areas (i.e. greenfield development). Additionally, the County should review the OP for other potentially restrictive policies that present an indirect barrier to infill development (such as misaligned parking requirements, restrictions on housing types within residential areas, and overly descriptive compatibility requirements regarding shadowing, setbacks, or lot coverage).
- The County should update its second unit policies to reflect the current PPS.
- The County should consider including policies within its tiered settlement area hierarchy to outline that the diversity of uses (residential, commercial, institutional, community, open space, etc.) that are planned or available, in addition to the level of hard infrastructure/physical services, as a way to distinguish between settlement areas.

- The County should encourage local municipalities to determine the feasibility and appropriate location of currently designated employment lands, as part of their respective official plan updates and secondary planning processes to meet the requirements of PPS Policy 1.3.2.2.
- The County should consider including policies within the requirements for growth in designated growth areas that support the development of complete communities.
- Tier 3 settlements should be recognized as prime locations for directing agricultural supportive and rural economic development land uses, such as agriculture-related commercial and industrial uses and agri-tourism or other value-added agricultural activities.

1. Introduction

The County of Elgin, located in southwestern Ontario between the north shore of Lake Erie and Highway 401, is undertaking a formal comprehensive review to update its Official Plan. This report is a key background document to the review. It provides a long-range growth outlook for the County and its lower-tier municipalities and assesses urban land requirements to 2051. It also provides policy recommendations for managing growth over the next 30 years consistent with the Provincial Policy Statement 2020 (PPS).

The forecasts and land needs assessment have been closely co-ordinated with lower-tier municipalities in the County. Background data and technical assumptions have been made available to lower-tier municipal planning staff for review and comment throughout.

A. Purpose and Context of Update

This report provides population, housing, and employment forecasts for the County over a 30 year planning horizon to 2051. The analysis draws on a range of publicly available economic and demographic data, municipal planning data and documents, Provincial population projections undertaken by the Ontario Ministry of Finance, real estate market information, and discussions with local municipal planning staff.

A review of the long-term growth outlook is particularly important at this time in light of:

- the Provincial Policy Statement 2020 (PPS), which extends the planning horizon for municipal land needs analysis from 20 to 25 years and provides more detailed policy direction related to housing options, transit-supportive development, employment land protection, and planning for climate change;

- increased population growth that has occurred in Elgin since around the time of the 2016 Census;
- the pattern of growth across the County. Although growth pressures are apparent throughout Elgin, the growing integration of the Municipality of Central Elgin housing market with that of the London Census Metropolitan Area (CMA) is fueling rapid growth in that municipality. This warrants a review of the residential and non-residential land supply there is sufficient land across the County to accommodate long-term growth;
- the effects of the changing nature of the regional economy, and in particular the County's close economic relationship with the Cities of St. Thomas and London, and its role within the major international trade corridor along Highway 401; and
- the short and long-term effects of the COVID-19 pandemic.

B. PPS Establishes Policy Framework

Under the *Planning Act*, the Elgin Official Plan is required to be consistent with the PPS. The analysis in this report is undertaken within the framework of PPS policies, particularly those in Section 1.0 Building Strong Communities. Among the many policies in this section are those that require that:

- a coordinated, integrated and comprehensive approach be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including population, housing and employment projections, based on regional market areas (1.2.1 g));

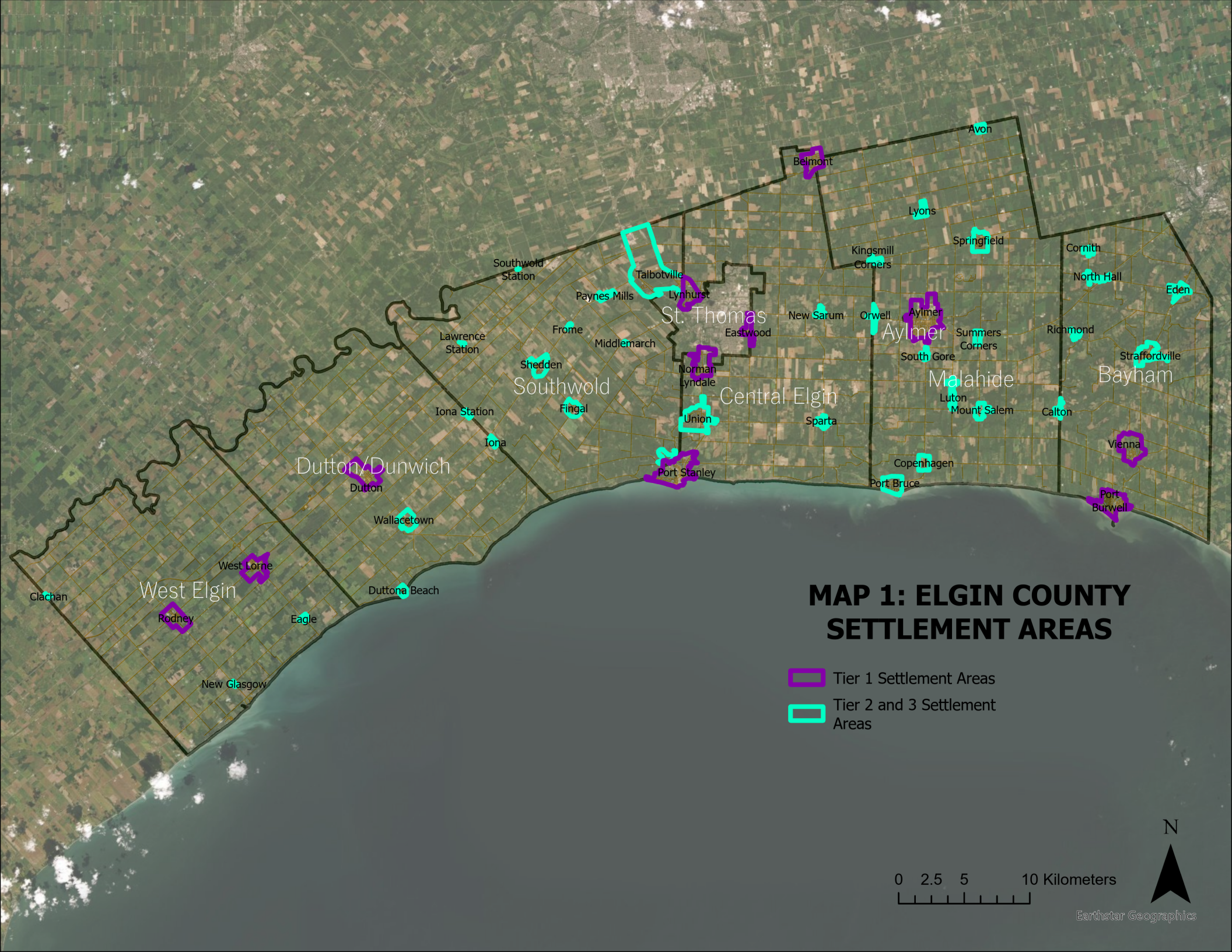
- sufficient land be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines (1.1.2);
- within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas (1.1.2).

Policy 1.1.3 of the PPS addresses settlement areas, which are to be the focus of growth and development in municipalities. Settlement areas include urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are either already built-up or include lands which have been designated in an official plan for development over the 25-year planning horizon provided for in Policy 1.1.2 (see above).



PPS Policies 1.1.3.8 and 1.1.3.9 establish rules for expanding settlement area boundaries within and outside the context of a formal comprehensive review should additional lands be required to accommodate the long-term population, housing and employment projections.

Map 1 identifies the “tiered” hierarchy of settlement and location of settlement areas in Elgin as set out in the County Official Plan.

Finally, recent changes to the PPS require that planning for housing be done with reference to “market demand” (see Policies 1.1.1, 1.1.38, and 1.4.3).



**MAP 1: ELGIN COUNTY
SETTLEMENT AREAS**

-  Tier 1 Settlement Areas
-  Tier 2 and 3 Settlement Areas

0 2.5 5 10 Kilometers



C. Forecasts Are Based Mainly on Census Data

The long-term growth outlook makes extensive use of population, housing, and employment data gathered by Statistics Canada every five years as part of the nation-wide Census. Although the date of the last Census was 11 May 2021, only a small portion of this Census data — population and dwelling counts — has been released at the time of this report. The information reveals the 2021 population of Elgin to be 94,752 and the total occupied households in the County to be 37,278.

Further data from the 2021 Census, including detailed demographic and housing information as well as information on employment in Elgin, is planned to be released in stages through to the end of 2022.

D. Effects of COVID-19

This report was prepared during the COVID-19 pandemic, at a time when much of Ontario appears to have existed the fourth wave of infection and most public health restrictions have been lifted. While unemployment remains higher than before the pandemic, total employment in Ontario returned to pre-pandemic levels in November 2021, with the rebound being much faster in the London Census Metropolitan Area (or CMA, which includes Central Elgin and Southwold).

More rural, agricultural municipalities like Elgin have not been immune to the economic shock of COVID. However, growth in many rural municipalities, particularly those situated on the fringe of fast-growing metropolitan centres like the Counties of Brant, Oxford, Simcoe, Grey, and Bruce, have seen increased population growth through the pandemic period. Although the factors driving this growth vary somewhat by location, there are some common features:

- The age structure of the population: the peak age of the Millennial generation just turned 31, the age at which many are forming households, having their first child, and purchasing their first home. This has led to a rise in the number of homebuyers.
- Housing affordability, which is driving younger first-time homebuyers to seek housing outside major urban centres though still within a reasonable commuting distance of their place of work.
- The movement of people willing/able to relocate from more densely populated areas on a temporary or permanent basis. In Elgin, there is evidence of second homes being increasingly converted to permanent use, particularly in shoreline communities. The effects of COVID-19, including the possibility of working remotely, is likely a more recent driver of this trend.
- The influx of people willing/able to relocate from more densely populated areas on a temporary or permanent basis. Many in-migrants who fall into the latter category have moved to the County in response to longstanding housing affordability concerns. The possibility of working remotely is also likely a more recent driver of this in-migration.
- The increased migration to exurban and rural communities from metropolitan centres, accelerated by the pandemic, of early retirees among a Baby Boom generation whose peak age is now 61.

The long-term effects of COVID-19 are very uncertain. For Elgin:

- more working at home could allow people to work in larger urban centres and live further from their place of work. It might also affect the tolerance for smaller living spaces that accompany denser development in cities like London, Woodstock, and in Kitchener-Waterloo. Alternatively, it is not at all certain that workers or firms are finding the mass work-from-home experiment attractive or productive.

- the demand for employment land, fueled by demand for goods coming out of the pandemic and weaknesses in global supply chains and just-in-time delivery, has soared. This could increase the demand for storage, distribution, and logistics with good highway access to major urban centres. The announcement in 2021 of an Amazon fulfillment centre development in the Township of Southwold is evidence that Elgin could play a role in accommodating that demand.¹ However, observers remain at odds about how much of the current demand is long-term.

For the purposes of the growth forecasts and land needs assessment in this report it is assumed that the rapid “return to normal” working environment continues and that the pandemic will not dramatically disrupt longstanding demographic and economic trends. These trends are discussed in more detail in the following sections.

Consistent with the structure of the analysis, the remainder of this report is organized into four sections. The following section sets out the economic and demographic forces that will influence long-term growth in Elgin. Section 3 describes the growth outlook for the County, in particular the population, housing and employment forecast to 2051. The forecast of the amount, type and location of growth forms the basis of the analysis of the land supply in Section 4. Overall conclusions are made in Section 5.

Detailed growth management policy recommendations for the County to consider are provided in Appendix C.

¹ The recent announcement that the City of St. Thomas has assembled 800 acres of land in the north-east part of the City to attract a new automotive electric vehicle plant is also noteworthy (“St. Thomas sets up 800-acre 'mega-site,' eyes electric-vehicle parts plant”, *London Free Press*, 8 June 2022 at <https://lfpres.com/news/local-news/st-thomas-sets-up-800-acre-mega-site-eyes-electric-vehicle-parts-plant>)

2. Economic and Demographic Conditions in Elgin

This section sets out the economic and demographic forces that will influence long-term growth in the County of Elgin.

A. Elgin Primed for Continued Population Growth

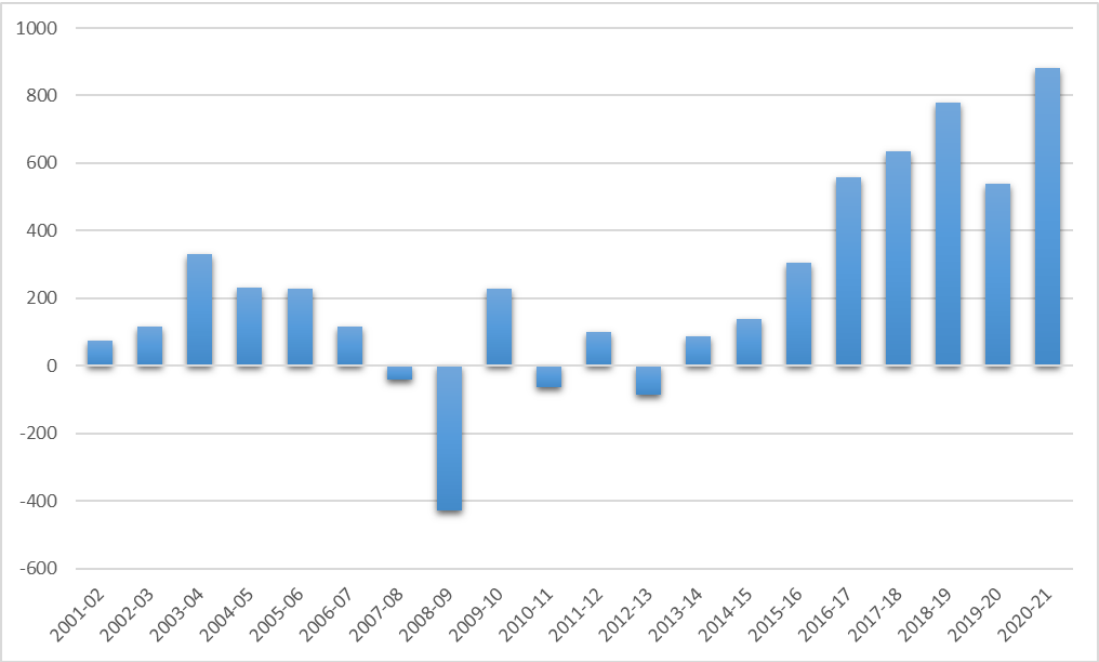
The County of Elgin is located in south-western Ontario, between Lake Erie and Highway 401, and due south of the City of London. It comprises seven lower-tier municipalities: Central Elgin, Malahide, Aylmer, Bayham, West Elgin, Southwold, and Dutton/Dunwich. The City of St. Thomas (population 42,840) is geographically within the boundaries of the County and part of the Elgin Census Division, but is a separate and independent municipality. Although this report provides forecasts only for areas within the County proper, economic and demographic trends are often discussed in the context of the Census Division.

The eastern and western parts of the County are largely rural and agricultural, interspersed with small rural settlements. The faster growing Central Elgin, Malahide, Aylmer, Southwold, and Bayham exhibit a close commuting relationship with St. Thomas, which serves as a regional service centre. There is also a longstanding commuter relationship between Southwold and Central Elgin and the City of London. The largest settlement area in the County is Aylmer (population 8,160), which is also the only lower-tier municipality without a large rural area within its jurisdiction.

Population growth in Elgin has historically been sporadic and low — on average about 73 people added per year between 2001-2002 and 2014-2015. The population declined during the 2008-2009 recession and remained relatively low in the six years that followed. Since 2015-2016, that is well

before the onset of COVID-19, growth has accelerated rapidly, averaging 615 persons per year and peaking in 2018-2019 (788 persons) and 2020-2021 (882 persons) (see Figure 1). The County has not experienced this rate of population growth since the 1980s.

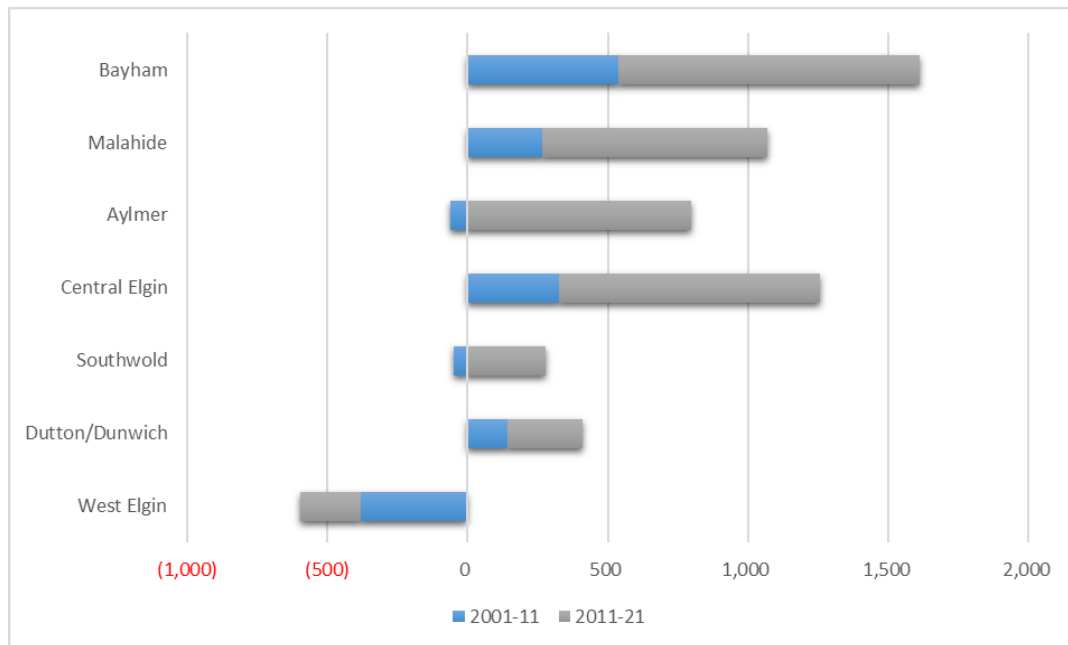
Figure 1: Population Growth in Elgin County, 2001-02 to 2020-21



Source: Statistics Canada, Annual Demographic Estimates

Although the recent population growth spike has occurred in most parts of the County, it is most evident in Central Elgin where there has been significant development of residential subdivisions (see Figure 2). With the exception of West Elgin, all municipalities in the County have seen positive population growth in the last decade.

Figure 2: Total Population Change, 2001 – 2021



Source: Statistics Canada, Census 2001, 2011, 2021

As noted above, the recent surge in population growth is not unique to Elgin County. Similar growth is evident in other county jurisdictions to the west and north of the Greater Toronto Area such as Oxford, Brant, Haldimand, Norfolk, Wellington, Grey, Peterborough, and Simcoe.

i. Migration Will Drive Population Growth in Elgin

Recent data indicates that fertility rates in Ontario are declining and life expectancy continues to increase. Notwithstanding these trends, migration from other parts of Ontario, particularly the London CMA and the City of St. Thomas, will continue to be the main driver of growth in Elgin. This type of in-migration has risen sharply in recent years.

Table 1: Natural Increase in Elgin Census Division From 2006-07

Year	Births	Deaths	Natural Increase
2006-07	1,108	823	285
2007-08	1,092	708	384
2008-09	1,068	788	280
2009-10	1,040	763	277
2010-11	1,093	745	348
2011-12	1,038	801	237
2012-13	1,067	758	309
2013-14	1,014	785	229
2014-15	994	863	131
2015-16	1,020	850	170
2016-17	1,024	811	213
2017-18	1,036	843	193
2018-19	1,063	871	192
2019-20	985	835	150
2006-20	14,642	11,244	3,398

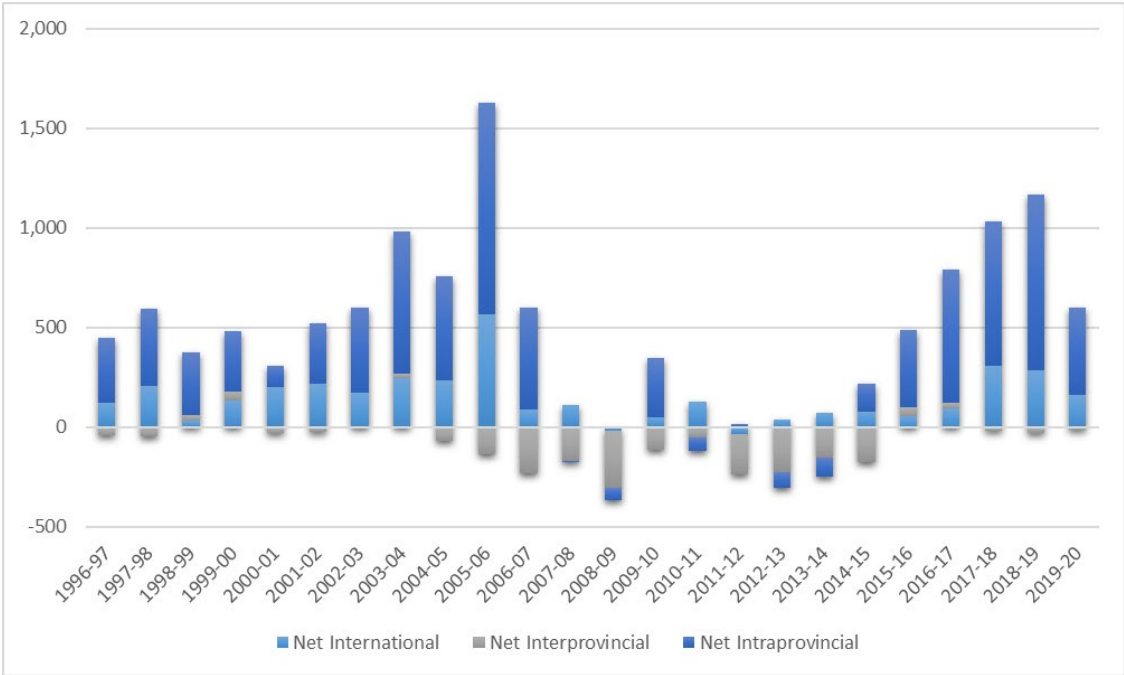
Source: Hemson Consulting, based on Ministry of Finance data

The County forecasts are developed using a demographic model that projects future births and deaths by age based on historical trends. Table 1 shows the natural increase of overall population growth in the Elgin Census Division (including St. Thomas) since 2006-07. Although births have exceeded deaths throughout the period the rate of natural increase has steadily declined. This is the result of the overall aging of the population in the Census Division. The aging phenomenon is not unique to Elgin and, like most Ontario communities, will continue throughout the planning period to 2051.

Migration is a key component of the Elgin forecasts as most growth in the County arises from migration. With the aging of the population, migration will be increasingly important to the County's growth prospects. Figure 3 illustrates the historical migration in the Elgin Census Division (including St.

Thomas). The figure shows that international and inter-provincial migration comprises only a small share of overall in-migration. Most migration comes from intra-provincial movements from other parts of Ontario. The latter, mostly the relocation of people to Elgin from the Cities of St. Thomas and London and their environs, have fuelled the growth surge that has occurred since 2015-2016.

Figure 3: Net Migration in Elgin Census Division, 1996-97 to 2019-20



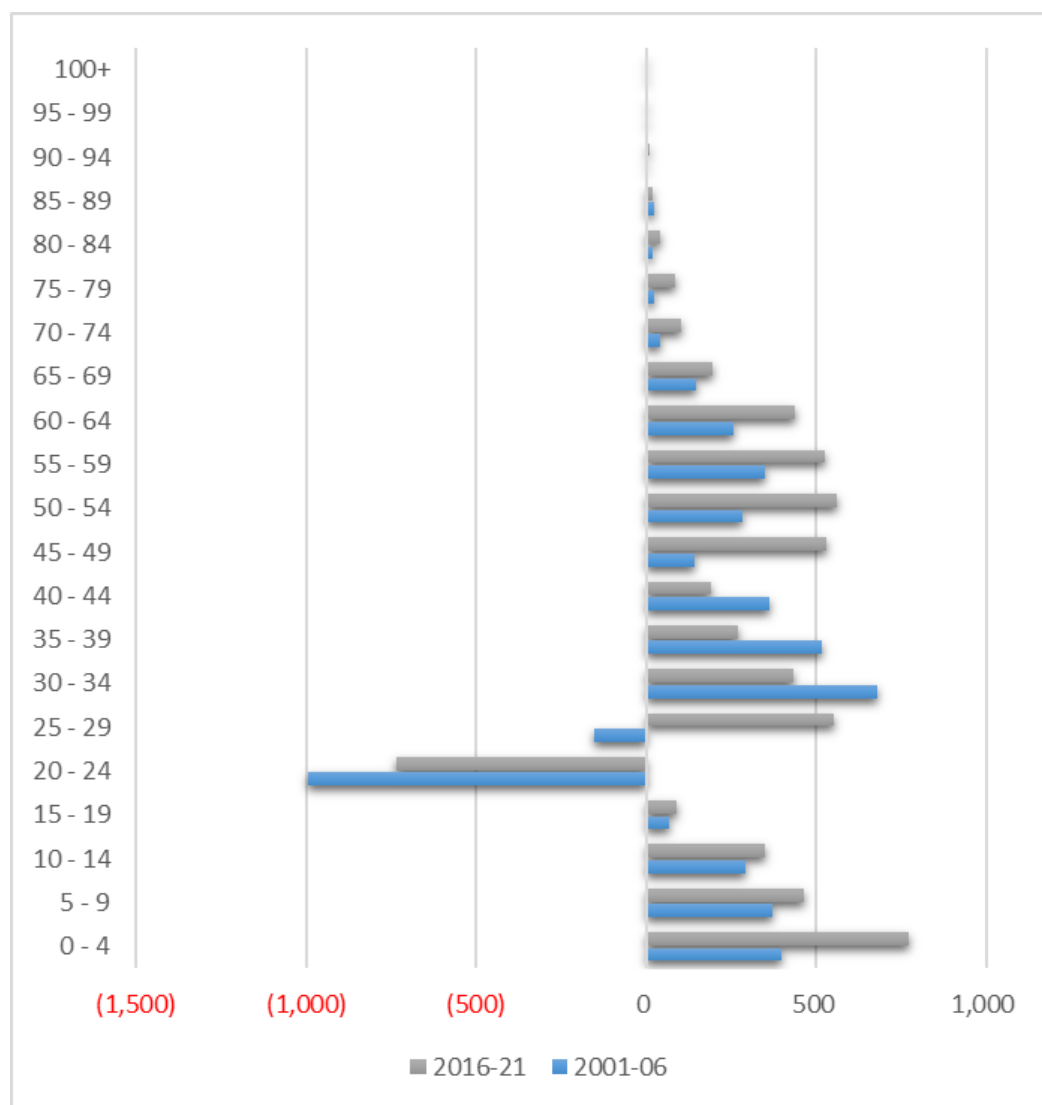
Source: Statistics Canada, Annual Demographic Estimates

The migration pattern set out in Figure 3 is indicative of what the County can expect over the long-term. As such, the County forecasts are based on steady and sustained intra-provincial migration and limited inter-provincial migration and immigration.

ii. Recent Household and Housing Growth Concentrated in Central Elgin and Other Established Urban Centres

The amount and type of housing needed in Elgin is strongly related to the population age structure; an older population forms more households than a younger population. The County's labour force is also closely tied to age structure as the primary determinant of the size and availability of labour is the size of the working age population between about 20 and 65 years of age.

Figure 4: Migrant Age Structure, Elgin Census Division, 2001-2021



Source: Statistics Canada, Census of Canada

Figure 4 compares the age structure of migrants to the County from 2001 to 2006 and 2016 to 2021. The figure shows:

- the increase in the number of migrants in their late 20s and early 30s (“Millennials”) who are forming new households and purchasing their first home with young children;
- the increase in the number of migrants between their late 40s and early 60s. This group ranges from people in their peak earning years to those taking early retirement; and
- the continued out-migration of young adults in their late teens and early 20s seeking job training, post-secondary education, and employment in larger urban centres.

The County will need to ensure that it can provide a suitable range and mix of housing to meet the age profile of these in-migrants. The overwhelming preference by new homebuyers in the short and medium-term will be for single detached “family” homes. This housing form remains more affordable in Elgin than in the London CMA and urban centres such as Woodstock and in Kitchener-Waterloo and very attractive for households with children wishing to commute to jobs in St. Thomas and further afield.

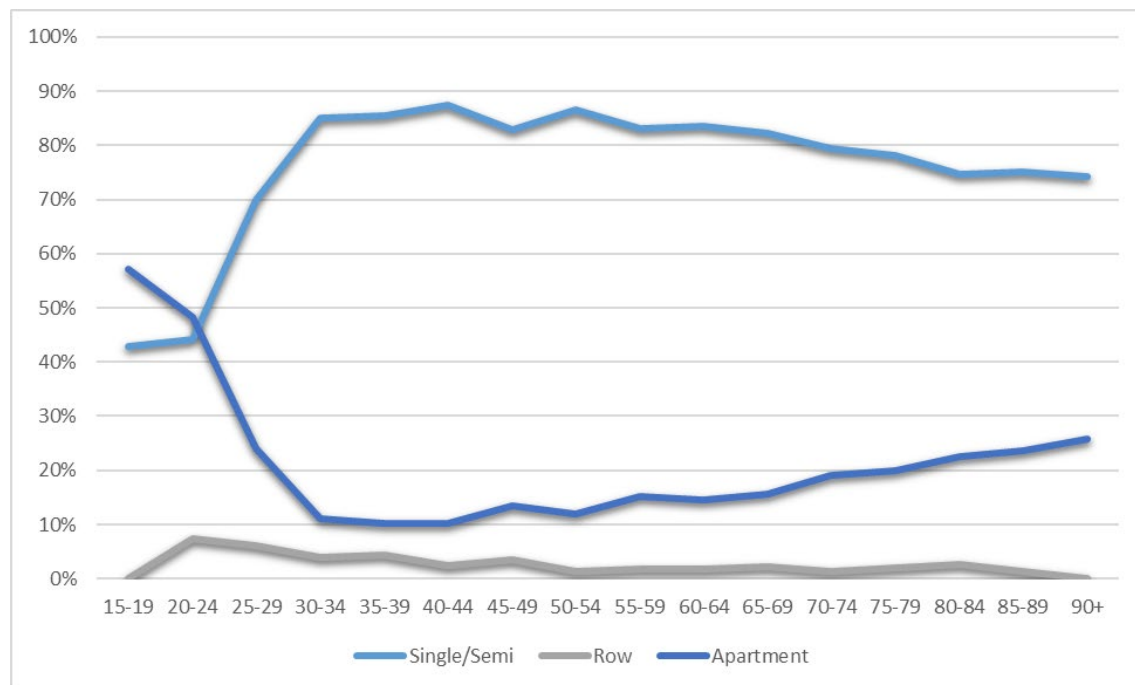
Over the long-term, as Elgin continues to age and its settlement areas develop and mature, the County will need to ensure that a greater diversity of housing is available. This could include more affordable row housing for family households, and a range of higher density apartment forms to cater to older adults wishing to downsize, single person households of people working from home, and low income groups.

The implications for future housing demand in Elgin can be seen by recent (2016) preferences for different housing types by age of household head. Figure 5 shows that the demand for higher density housing (i.e. apartments) in Elgin is high for those in their 20s and early 30s and very low for other age

groups, though it begins to rise in older adulthood. The current demand for row housing is low, even among first time homebuyers in their late 20s and early 30s. This suggests that:

- older adult households in Elgin tend to remain in their single detached homes longer than in more urbanized communities;
- many older adults that do downsize to an apartment leave the County in doing so, likely to St. Thomas and London; and
- the range and mix of the existing housing stock, particularly in the larger settlement areas such as Aylmer, Port Stanley, and Belmont, is somewhat limited.

Figure 5: Housing Occupancy by Age, Elgin Census Division, 2016

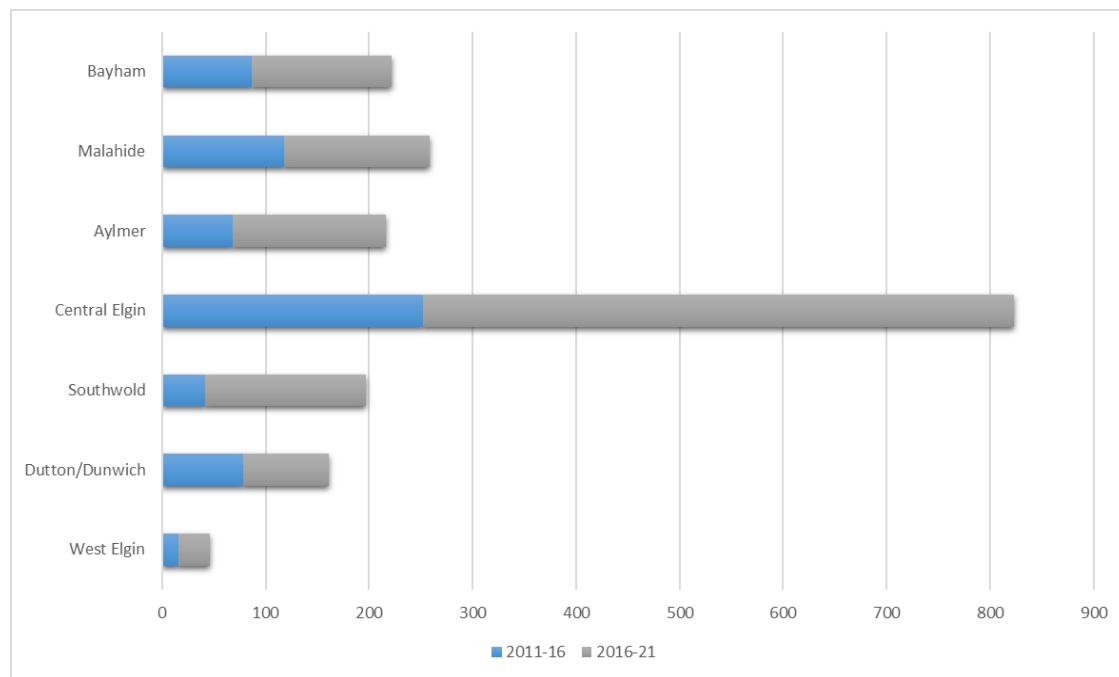


Source: Statistics Canada, 2016 Census

Just over 45% of all new housing constructed in Elgin since 2016 has been in Central Elgin, the municipality surrounding most of St. Thomas and with close links to the London CMA (see Figure 6). Housing growth has also increased significantly over the recent decade in Southwold, Aylmer, and

Bayham, with the number of building permits for new homes in those municipalities increasing from 196 between 2011 and 2016 to nearly 439 between 2016 and 2021. Housing growth has been slower in more rural municipalities such as West Elgin and Dutton/Dunwich.

Figure 6: Residential Building Permits Issued for New Units, 2011-2021



Source: Statistics Canada, Building Permits

The County forecasts recognize the locational advantage of settlement areas that share a common housing market with St. Thomas and the London CMA (Central Elgin and Southwold)² and have the ability to offer full service “complete” communities to the types of migrants wishing to settle in Elgin, such as Aylmer and Port Stanley.

Central Elgin has been the main location for new residential construction in the last five years and this concentration of growth in Central Elgin may be expected to continue, certainly in the short and medium-term.

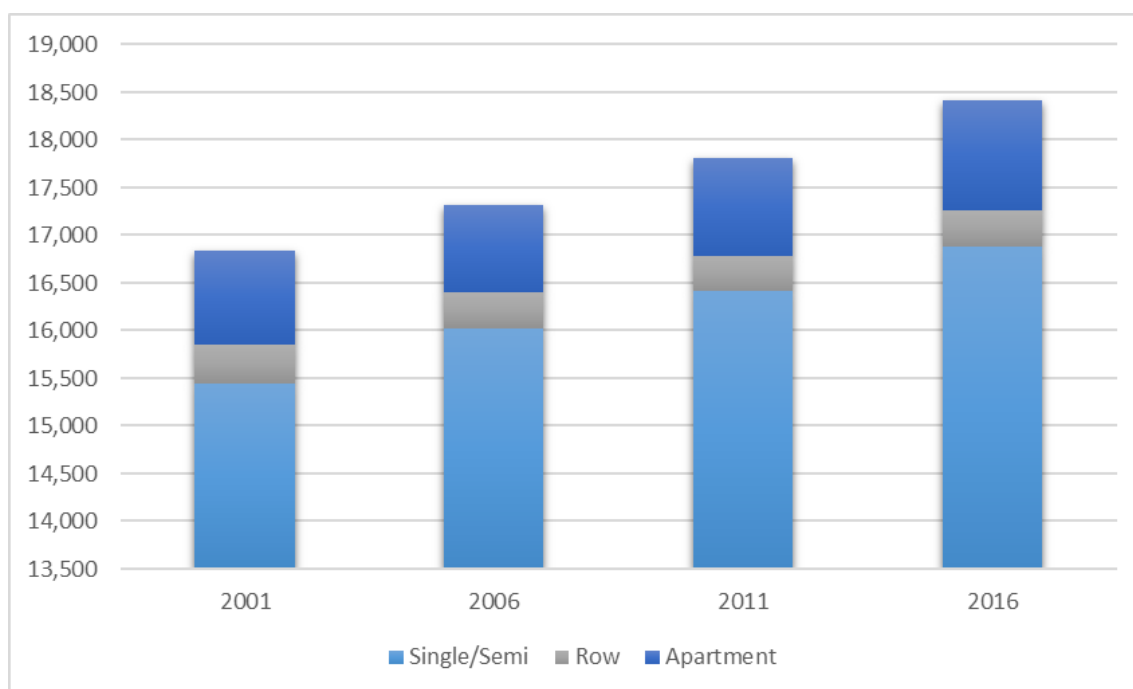
² It is noted that Central Elgin and Southwold fall within the London CMA boundary because of their close commuting connection to the City of London.

The housing market preference in Elgin has been for the single detached unit form—over the last 20 years the percentage of all homes in the County that are single detached has remained constant at 92% (see Figure 7). New housing has largely mirrored the established housing base. Although there has been a slight increase in higher density forms (apartments), there has been hardly any construction of medium density units (row houses and other multiple dwelling units). Almost 90% of all new housing constructed since 2001 has been single detached homes. The vast majority of apartment construction in the County, 83%, has taken place in Alymer.

The County may be expected to increase the diversity of new housing over the planning period in order to address shifts in demand brought about by the changing population age structure (see above) and PPS policies that promote healthy, livable, and safe communities, in part by:

accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons)...(Policy 1.1.1. b)).

Figure 7: Historical Housing Mix in Elgin County, 2001 - 2016



Source: Statistics Canada, Census 2001-2016

B. Conditions are Favourable for Sustained Employment Growth

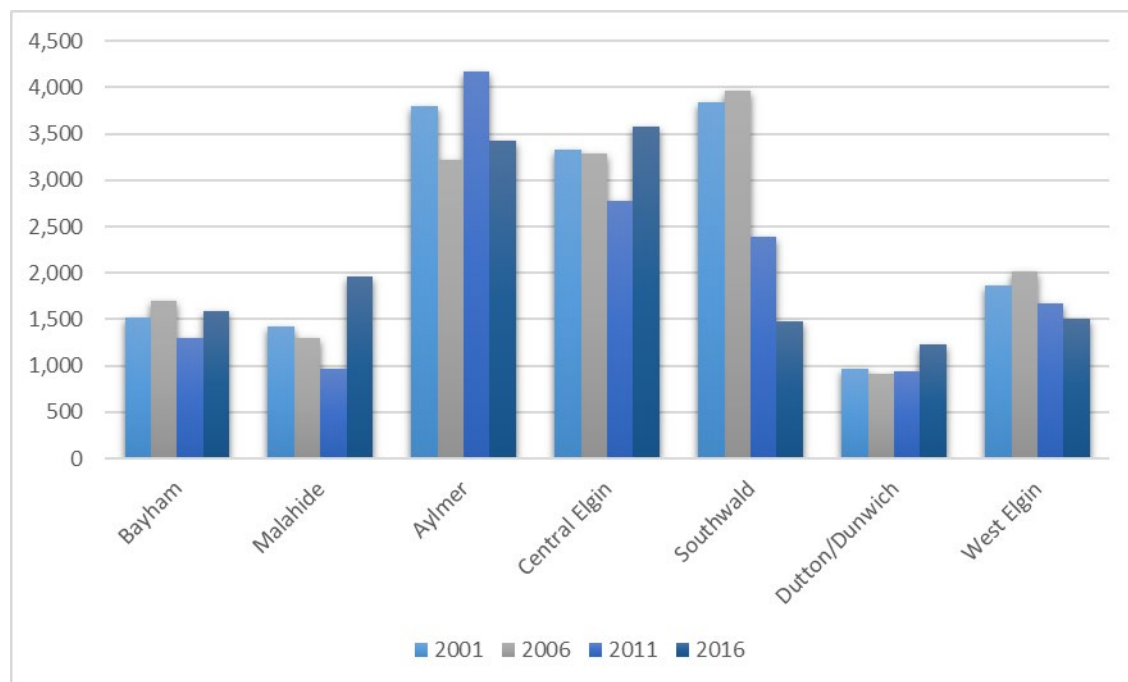
The long-term economic outlook for Elgin is positive. Municipalities across the County offer a range of locational attributes that will continue to be attractive to new and existing businesses, including a supply of employment lands within or near established settlement areas. Although the County's population will be older in 2051, the rate of aging will be slower than in other rural communities in Ontario allowing for high levels of labour force participation supporting strong economic growth. The Official Plan should emphasize the economic development of the County so that new residents to the County have the opportunity to live and work locally.

i. Recent Employment Growth Has Been Sporadic

The County forecasts adopt the Census definition of employment by place of work: they record where people work rather than their place of residence.

Employment in Elgin fell from 16,755 in 2001 to 14,220 in 2011 before rising slightly to 14,758 in 2016. Most job losses have occurred in Southwold which had almost 2,400 fewer jobs in 2016 than it did in 2001. Some employment growth in the last decade has taken place in Central Elgin, Malahide, and Dutton/Dunwich (see Figure 8). Together with Bayham, they are the only municipalities where the employment base was higher in 2016 than in 2001.

Figure 8: Employment by Lower-Tier Municipality, 2001-2016



Source: Statistics Canada, Census of Canada

The significant decline in employment between 2006 and 2011 in Elgin can be attributed to the closure of key manufacturing industries during and in the aftermath of the 2008-2009 recession. Data discontinuities arising from the 2011 National Household Survey have also undermined the accuracy of information on the local employment distribution.

Looking forward, the forecasts anticipate a faster rate of job growth in the County, reflecting the needs of a growing local population and the rejuvenation and development of key employment areas in urban centres and along the Highway 401 corridor.

ii. Local Economy is Closely Linked to Regional and Global Economy

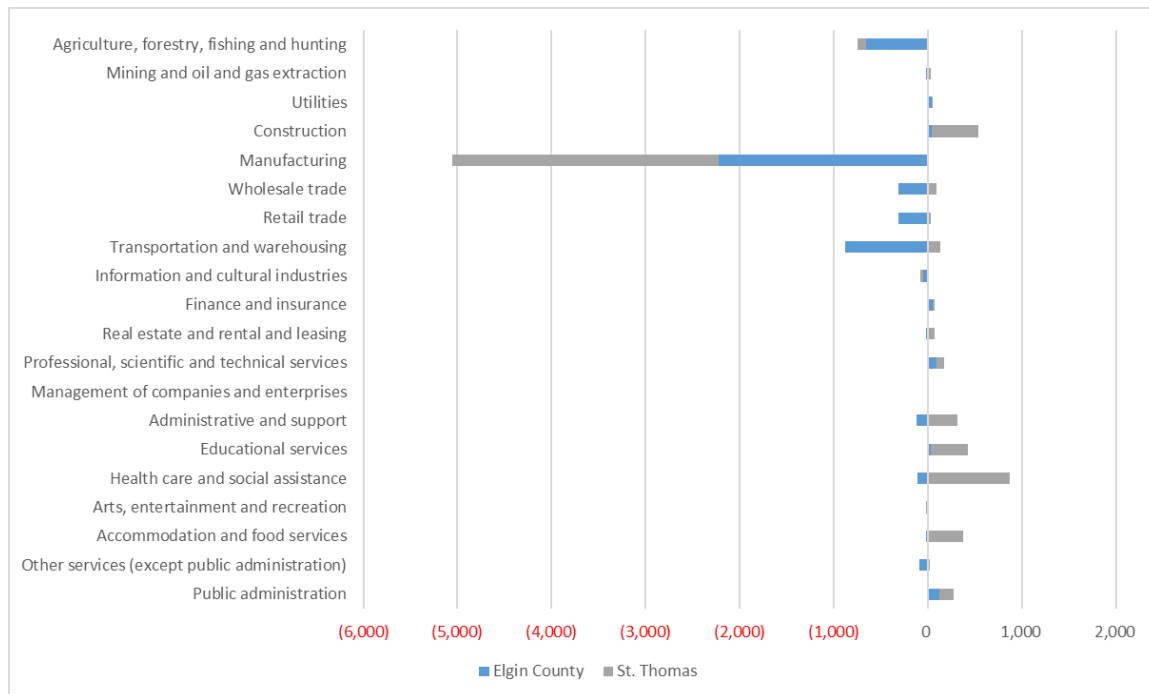
It is important for the accuracy and credibility of the forecasts that assumptions be made about the economic future of Elgin. Notwithstanding the current pandemic situation, the economic outlook assumes that most demographic, social, and economic change after COVID-19 has waned will be gradual across the overall geographic and population base. In general, the County is anticipated to experience rates of long-term economic growth sufficient to absorb the expanding labour force created through migration.

Figure 9 shows the change in place of work employment by sector in the County and in St. Thomas between the 15 year period 2001 and 2016. The figure shows that most job growth in the City was in construction and service producing sectors, particularly administrative and support services, educational services, health care and social assistance, and accommodation and food. This reflects St. Thomas's role as the key service provider for the region, including residents of the County.

Both County and City experienced job losses in manufacturing and primary industries such as agriculture. County job losses in retail and wholesale trade, and transportation and warehousing have been partly offset by small job gains in those sectors in St. Thomas.

The gradual shift away from employment in goods production, including in the manufacturing sector, towards employment in services, is a longstanding trend and mirrors similar employment patterns in the City of London and across the Province (Ontario lost more than 280,000 manufacturing jobs over the same period).

Figure 9: Change in Employment by Sector, 2001-2016



Source: Statistics Canada, Census of Canada 2001 and 2016

The last two decades have seen increasingly diverse economic activity on land designated for employment uses (employment areas), even where original industries have ended operations. Following the developing trends in St. Thomas, the County may be expected to see employment growth in the construction sector, in local service sectors, in traditional retail and wholesale trade, and transportation, warehousing, and logistics, and in the longer-term in sectors that provide “high tech” or support services to industrial activities (such as professional, scientific, technical, and administrative services).

These employment activities are increasingly choosing to operate out of single storey facilities on large, segregated industrial or business park sites. Such land-extensive sites offer easy access to major transportation routes, like Highway 401, the opportunity to build large buildings for storing goods and equipment, and the necessary road design for turning and unloading trucks. As such, it is anticipated that the need for designated employment

lands in the County will increase over the next 30 years, notwithstanding the recent loss of manufacturing jobs.

iii. Commuting Trends

One of the most important considerations with respect to the growth forecast for Elgin is the economic and urban structural relationship between it and the broader regional economy centred on St. Thomas, the London CMA and, more broadly, the major goods corridor that follows Highway 401. It is partly this relationship that explains the amount and distribution of growth that may be expected to occur in the future.

The County of Elgin is an exporter of labour. That is, with the exception of Aylmer, more residents leave the County for work than travel to jobs within it (see Table 2). Moreover, only about one quarter of the resident employed labour force actually lives and works within the County; this share drops to about one fifth of the resident employed labour force in the municipalities of Central Elgin and Southwold, where a significant number of workers commute to jobs in London.

Table 2: Commuting Patterns in Elgin County, 2016

Municipality	Live and Work	Commute-In	Commute-Out	Net Commuting
Aylmer	945	1,930	1,550	380
Bayham	295	720	1,920	(1,200)
Central Elgin	700	1,835	4,490	(2,655)
Dutton/Dunwich	400	420	1,070	(650)
Malahide	330	565	2,745	(2,180)
Southwold	195	845	1,625	(780)
West Elgin	550	520	1,110	(590)
Elgin County	3,415	6,835	14,510	(7,675)
St. Thomas	7,995	6,230	7,330	(1,100)

Source: Statistics Canada, 2016 Census

As housing affordability concerns and increased work at home patterns persist, the commuting relationships with London and St. Thomas will continue to drive housing demand in the County leading to development pressures in Central Elgin, Aylmer, Bayham, Southwold, and Malahide. Much

of the demand will be for housing for commuter households, particularly young families with children. Over the longer-term, as settlement areas like Alymer and Port Stanley grow and diversify, opportunities for people to live and work locally may be expected to increase.

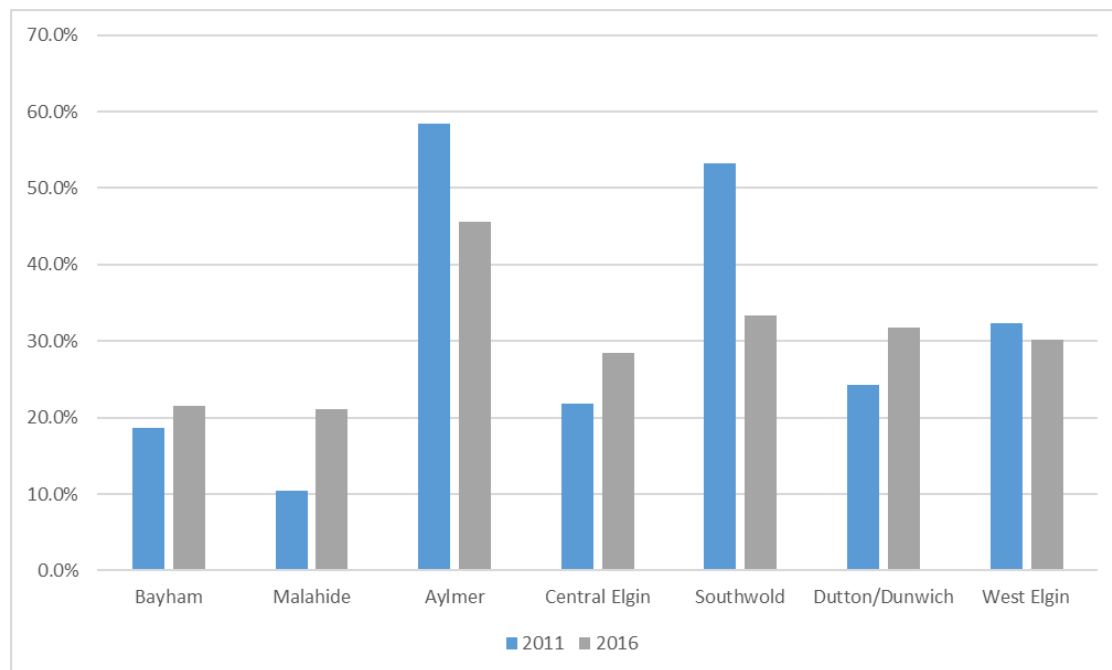
The opportunity for employment growth on designated employment areas will also increase particularly in areas that are easily accessed from Highway 401 and are on full municipal water and wastewater services.

iv. Activity Rates

The activity rate is the ratio of population to employment in a location. It serves as a useful, though crude, indicator of how “complete” a community is and whether its residents have opportunities to work near where they live. The forecasts in this report use activity rates to “balance” the distribution of people and jobs to 2051, recognizing that rural municipalities tend to have lower activity rates than urban municipalities.

Figure 10 shows the activity rates for each lower-tier municipality at the time of the last two federal Censuses. Alymer, which has no rural lands, has the highest activity rate at 45%. Activity rates in most other municipalities are between 21% and 33% and generally rose between 2011 and 2016 (Southwold is the exception). The activity rates outside Alymer are typical of rural communities and suburban communities with a high degree of out-commuting. The County forecasts offer an opportunity to direct employment growth to ensure that municipalities remain “complete” over the long-term.

Figure 10: Activity Rates in Elgin County, 2011 and 2016



Source: Statistics Canada, 2011 and 2016 Census

3. Growth Outlook

This section describes the growth outlook for the County, in particular the population, housing and employment forecast to 2051. The forecast of the amount, type and location of growth will form the basis of the analysis of the land supply in the next section.

A. County-Wide Population Forecasts

The County forecasts are based on standard cohort-survival models that incorporate assumptions about fertility, mortality and migration. The population change for Elgin results from two processes: natural increase and net migration. The cohort survival models are structured using age groups (cohorts). Age and sex-specific fertility, mortality and migration rates are then applied to the 2016 base population cohorts in annual increments out to 2051 to generate results.

- Natural increase is the difference between the number of births and the number of deaths in a population over a forecast period. To project the number of births and deaths in the future, assumptions about future fertility rates by age of mother and mortality by age and sex are applied to yield the number of births and deaths in each cohort. The assumptions used in this step of the forecast are consistent with those used by the Ministry of Finance in its annual Population Projections.
- Net migration represents the cumulative result of all migration movements in and out of Elgin. There are three major components of migration: international migration, which is the movement of people between the County and other countries; inter-provincial migration, which is the movement of people between the County and other Canadian provinces; and intra-provincial migration, which is the

movement of people between the County and other parts of Ontario. Intra-provincial in-migration will be main driver of population growth in Elgin over the forecast period.

Table 3: Population in Elgin County, 1986 – 2051

Census Year	Total Population ¹	Population Growth	Annual Growth Rate
1986	42,300		
1991	46,340	4,040	1.8%
1996	48,770	2,430	1.0%
2001	50,250	1,480	0.6%
2006	51,120	870	0.3%
2011	50,920	(200)	-0.1%
2016	51,390	470	0.2%
2021	53,250	1,860	0.7%
2026	55,680	2,430	0.9%
2031	57,740	2,060	0.7%
2036	60,030	2,290	0.8%
2041	62,520	2,490	0.8%
2046	64,880	2,360	0.7%
2051	67,140	2,260	0.7%
1991-2021		6,910	0.5%
2021-2051		13,890	0.8%

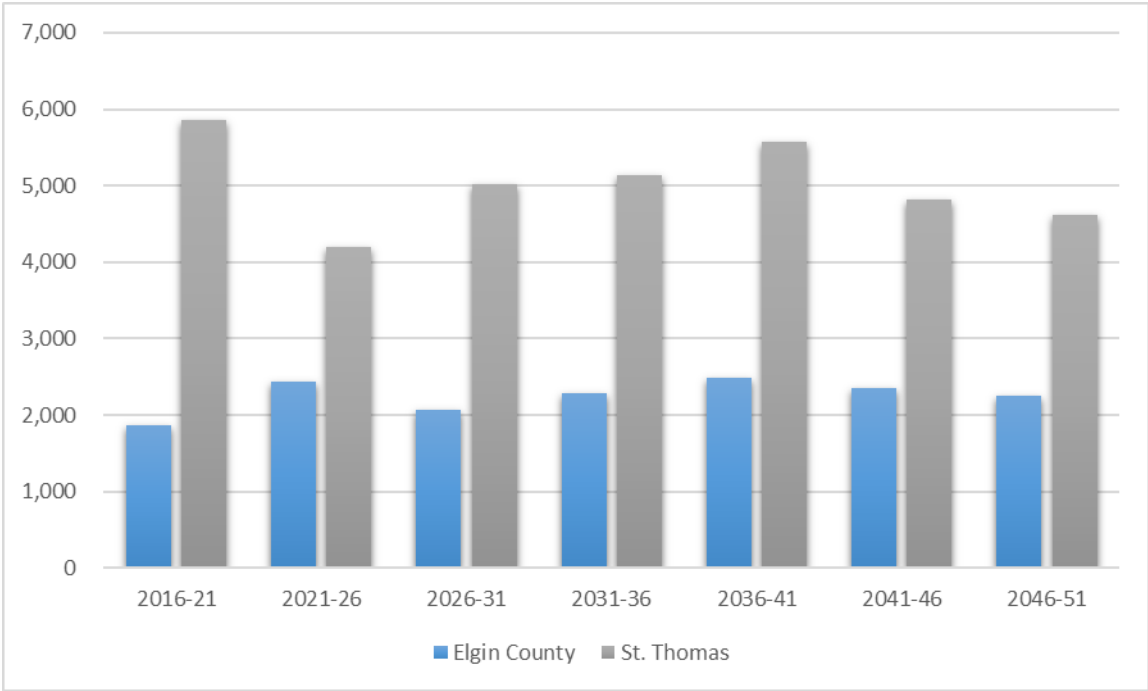
Source: Hemson forecasts; Statistics Canada Census (for 1986-2021)

On a County-wide basis, the population is forecast to grow to 67,140 by 2051 (see Table 3). This represents growth of 13,890 over the 30 year planning period from 2021 at an average annual growth rate of 0.8%.

Growth will be more rapid over the first 10 years of the planning period, reflecting in part the current population surge in the County arising from the relocation of family forming households seeking more affordable single detached homes within commuting distance of jobs in St. Thomas and London. The growth rate will slow over the longer-term, reflecting the overall aging of the population (see Table 3).

Population growth in St. Thomas is forecast to outpace that of the County, in keeping with historical patterns (see Figure 11).

Figure 11: Population Growth in Elgin and St. Thomas 2016 to 2051



Source: Hemson Consulting; Statistics Canada Census (for 2016 and 2021)

The County’s population will age gradually over the next 30 years, with the number of people over 60 rising from 28% of the population in 2021 to 43% in 2051. Figure 12 shows increased “flattening” of the population between 2021 and 2051. The largest age cohorts increase from 55 – 64 in 2021 to 75 – 84 in 2051. In 2051, there will be more than 20,900 people 70+, compared to only 7,300 in 2001. A greater range and mix housing will be required to accommodate these shifts and is anticipated by the housing forecasts below.

Figure 12: Elgin County Population Age Structure 2021 and 2051



Source: Hemson Consulting; Statistics Canada Census (for 2021)

Table 4 shows that the number of households in the County will increase by 7,220 between 2021 and 2051. The average annual growth rate of 1.1% is higher than the population growth rate, reflecting the continued decline the average persons per unit over time. As with the population forecast, growth will be more rapid in the first 10 years of the planning period and will slow over the longer-term.

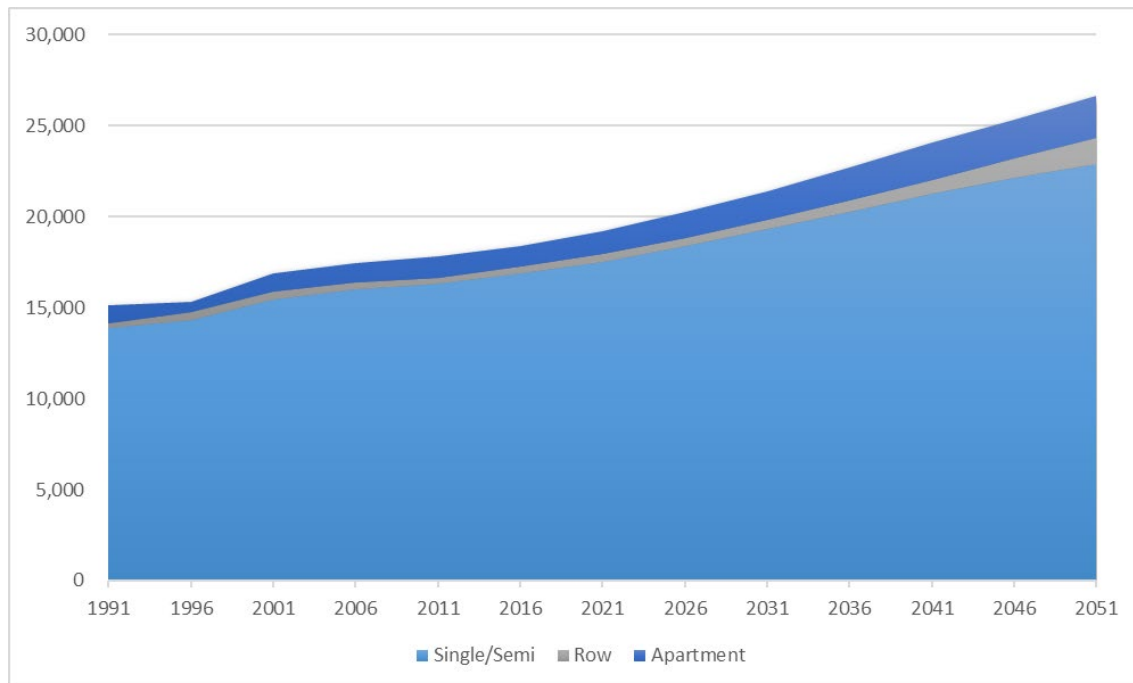
Table 4: Household Growth in Elgin, 1986 – 2051

Census Year	Total Households	Household Growth	Annual Growth Rate
1986	13,630		
1991	15,115	1,485	2.1%
1996	15,925	810	1.0%
2001	16,830	905	1.1%
2006	17,470	640	0.7%
2011	17,820	350	0.4%
2016	18,410	590	0.7%
2021	19,220	810	0.9%
2026	20,230	1,010	1.0%
2031	21,360	1,130	1.1%
2036	22,590	1,230	1.1%
2041	23,930	1,340	1.2%
2046	25,180	1,250	1.0%
2051	26,440	1,260	1.0%
1991-2021		4,105	0.8%
2021-2051		7,220	1.1%

Source: Hemson forecasts; Statistics Canada Census (for 1986-2021)

The forecasts assume that the mix of housing in Elgin will need to shift in order to satisfy the market demand arising from the changing population age structure and to address planning policies that promote a more compact urban form, transit-supportive communities, and the efficient use of land. Historically, more than 90% of all housing growth in Elgin has been in the form of single detached units. The forecasts assume that share to be 73% of total housing growth between 2021 and 2051. By 2051, 37% of all newly constructed units will be in medium and higher density forms. The effect of the gradual shift towards higher density forms on the overall housing stock in the County is shown in Figure 13.

Figure 13: Change in Housing Mix in Elgin County, 1991 – 2051



Source: Hemson Consulting based on Statistics Canada

B. Allocation of Growth to Lower-Tier Municipalities

The distribution of future population growth considers where growth is directed through planning policies and the ability of lower-tier municipalities in Elgin to accommodate different types of housing growth. The first step in the distribution process is the translation of the population forecast into a forecast of households based on age-specific household formation rates (or headship rates). These rates reflect the propensity of different household and family types to occupy different housing by type. For forecasting purposes, 2016 age-specific household formation rates are assumed to continue to decline somewhat before returning to 2016 levels by 2051. A summary of headship rates is provided in Table 5.

Table 5: Headship Rates by Structure Type in Elgin County, 2016

YEAR:	2016												
Households by Age of Household Head			Occupied Dwelling Units By Structure Type										
	Census Pop	Headship Rate	Occupied Households	Single Detached Rate	Units	Semi-Detached Rate	Units	Row House Rate	Units	Apartments Rate	Units	Duplex Rate	Units
15 - 19	5,595	1.3%	70	28.5%	20	14.6%	10	0.0%	0	43.1%	30	13.72%	10
20 - 24	4,880	15.1%	735	41.4%	305	2.8%	21	7.7%	56	38.9%	286	9.15%	67
25 - 29	4,505	39.7%	1,790	65.0%	1,164	5.7%	103	6.3%	113	18.7%	334	4.29%	77
30 - 34	4,880	49.1%	2,395	80.1%	1,918	5.4%	128	4.1%	98	8.7%	209	1.80%	43
35 - 39	5,105	53.0%	2,705	81.0%	2,192	4.7%	128	4.6%	123	7.0%	189	2.66%	72
40 - 44	5,575	53.3%	2,970	83.7%	2,487	4.0%	118	2.6%	77	8.3%	245	1.46%	43
45 - 49	5,880	54.8%	3,225	80.2%	2,587	3.5%	113	3.7%	118	10.5%	340	2.08%	67
50 - 54	6,895	55.4%	3,820	83.5%	3,191	4.0%	154	1.5%	56	9.2%	352	1.76%	67
55 - 59	6,805	58.1%	3,955	79.9%	3,161	4.5%	179	1.8%	72	11.3%	447	2.43%	96
60 - 64	6,015	56.4%	3,390	81.6%	2,766	3.0%	103	1.8%	62	10.9%	368	2.69%	91
65 - 69	5,585	60.7%	3,390	79.5%	2,697	4.4%	149	2.3%	77	12.8%	434	0.99%	34
70 - 74	4,025	61.1%	2,460	78.6%	1,933	3.8%	92	1.5%	36	15.4%	380	0.78%	19
75 - 79	2,830	60.4%	1,710	76.5%	1,308	3.3%	56	2.1%	36	16.7%	285	1.40%	24
80 - 84	1,815	70.8%	1,285	73.1%	939	2.4%	31	2.8%	36	21.0%	270	0.75%	10
84 - 89	1,180	61.0%	720	73.5%	529	4.3%	31	1.4%	10	19.5%	140	1.33%	10
90 +	254	145.8%	370	74.2%	275	0.0%	0	0.0%	0	25.8%	95	0.00%	0
TOTAL	71,824	48.7%	34,990	78.5%	27,470	4.0%	1,415	2.8%	970	12.6%	4,405	2.09%	730

Source: Statistics Canada, 2016 Census

In the second step of the distribution process, the household forecast is translated into a forecast of housing by type—single and semi-detached houses; row houses; and apartment buildings. The housing forecast is then distributed to the lower-tier municipalities within Elgin based on observed market trends, age specific occupancy patterns, the effects of planning policies, the land available to support development, and the capacity of each municipality to accommodate the forecast growth. Planning staff at the lower-tier municipalities were consulted on the distribution of the forecasts.

The distribution of housing also accounts for County Official Plan policies that focus new development in settlement areas, in accordance with a “tiered” hierarchy of settlement areas. Under this hierarchy, settlement areas are divided into three tiers based on their scale, function, and level of services:

- Tier 1 settlement areas generally have the largest populations in the County and as a consequence have full municipal services (municipal water and sewage services). The Official Plan directs the majority of new growth to Tier 1 settlement areas: Alymer; Port Burwell and

Vienna in Bayham; Port Stanley, Belmont, Lynwhurst, Eastwood, and Norman Lyndale in Central Elgin; Dutton in Dutton/Dunwich; Ferndale in Southwold; and Rodney and West Lorne in West Elgin.

- Tier 2 settlement areas are generally smaller in population than Tier 1 settlement areas and are on partial services (municipal water/individual onsite sewage services or individual on-site water/municipal sewage services). Limited development is permitted in these settlement areas given the absence of full municipal services.
- Tier 3 settlement areas are generally the smallest communities in the County, are predominately residential in function, and do not have any municipal services (i.e. services are provided by individual on-site water and sewage services). Limited development (including new lot creation) is permitted in these settlement areas.

This approach is in keeping with PPS policies that direct growth to urban serviced settlement areas, in part through intensification and redevelopment.

The allocation of housing growth to the lower-tier municipalities is shown in Table 6. The growth distribution is not markedly different from recent patterns of settlement. About 34% of all household growth will take place in Central Elgin, with substantial growth also occurring in Malahide (18%), Aylmer (16%), Southwold (11%), and Bayham (10%). All municipalities in the County will experience growth, and much higher growth relative to historical trends.

Table 6: Household Growth by Municipality 2021 - 2051

Year	2021	2051	Growth	Share
Aylmer	3,070	4,250	1,180	16.3%
Bayham	2,260	2,950	690	9.6%
Central Elgin	5,460	7,910	2,450	33.9%
Dutton/Dunwich	1,600	2,080	480	6.6%
Malahide	3,010	4,280	1,270	17.6%
Southwold	1,710	2,480	770	10.7%
West Elgin	2,100	2,480	380	5.3%
Elgin County	19,210	26,430	7,220	100.0%

Source: Hemson Consulting

The allocation of household growth by five-year period is set out in Table 7. Growth is somewhat front-ended in keeping with recent trends. Over the longer-term, growth is more widely distributed and moderate. Details on historical growth in each lower-tier municipality and forecast housing growth by dwelling type are provided in Appendix A.

Table 7: Total Households by Municipality, 2021 - 2051

Year	2021	2026	2031	2036	2041	2046	2051	2021-51
Aylmer	3,070	3,280	3,450	3,640	3,840	4,040	4,250	1,180
Bayham	2,260	2,350	2,450	2,570	2,700	2,820	2,950	690
Central Elgin	5,460	5,790	6,200	6,640	7,110	7,510	7,910	2,450
Dutton/Dunwich	1,600	1,640	1,720	1,810	1,910	1,990	2,080	480
Malahide	3,010	3,220	3,420	3,620	3,840	4,070	4,280	1,270
Southwold	1,710	1,790	1,890	2,020	2,160	2,310	2,480	770
West Elgin	2,100	2,160	2,230	2,290	2,360	2,420	2,480	380
Elgin County	19,210	20,230	21,360	22,590	23,920	25,160	26,430	7,220

Source: Hemson Consulting

The population growth for each lower-tier municipality is derived from the housing allocations in Table 7. Table 8 shows the total population (including census net-undercoverage) by Census period for each municipality to 2051. Although Central Elgin, Malahide, and Alymer account for 74% of all population growth, every municipality is forecast to experience population growth and at a faster rate than historical trends.

Table 8: Population Growth by Municipality, 2021 - 2051

Year	2021	2051	Growth	Share
Aylmer	7,910	10,760	2,850	20.5%
Bayham	7,290	8,560	1,270	9.1%
Central Elgin	14,080	18,330	4,250	30.6%
Dutton/Dunwich	4,260	5,100	840	6.0%
Malahide	9,560	12,800	3,240	23.3%
Southwold	4,980	6,040	1,060	7.6%
West Elgin	5,170	5,560	390	2.8%
Elgin County	53,250	67,150	13,900	100.0%

Source: Hemson Consulting

C. County-Wide Employment Forecasts

The forecast method applies three factors to generate the employment forecast from the population forecast:

- participation rates, to derive the labour force from the resident population;
- unemployment rates, to determine what proportion of the resident labour force is employed; and
- net in-commuting, which represents the number of jobs occupied by non-residents through in-commuting and the number of jobs that are undertaken in other areas through out-commuting.

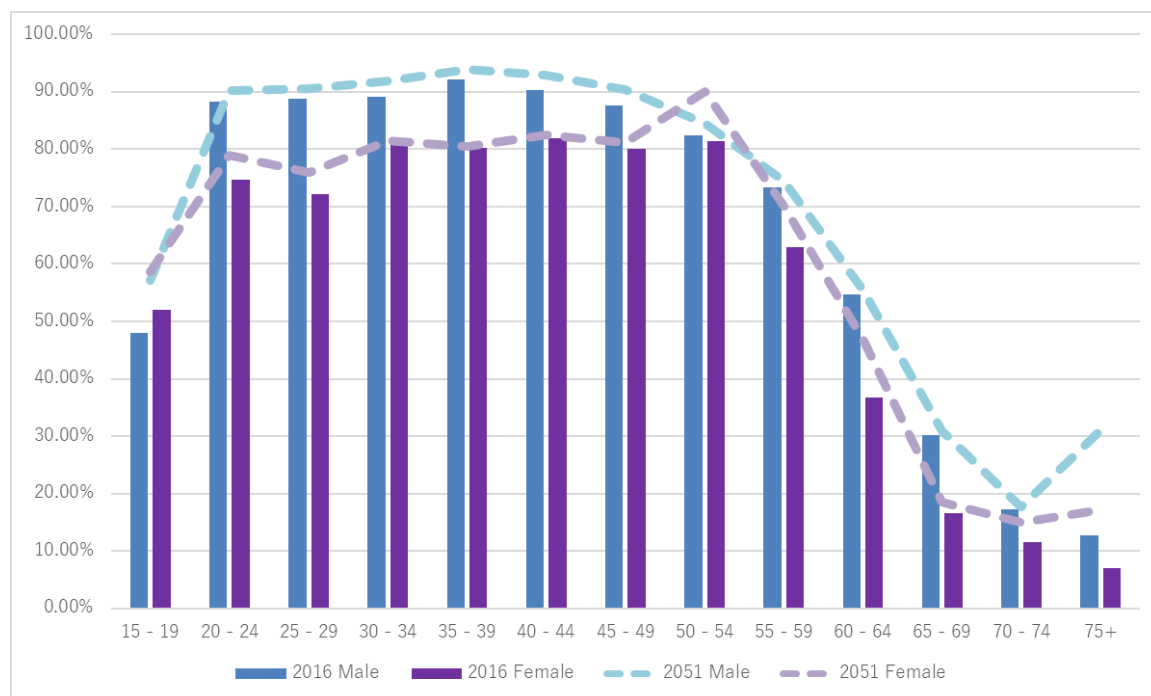
Participation rates are the share of the total working age population that participate in the labour force (either employed or seeking employment). Applying participation rates to the population forecast results in the total labour pool available to fill jobs in the future. The starting point for the forecast of participation rates is the 2016 Census which provides participation rates for males and females by five year age group from 15 – 19 onwards.

Notwithstanding changes arising from COVID-19 and other short-term economic cycles, participation rates for some age groups are assumed to remain near current levels throughout the forecast period. Observed trends of reduced labour force participation rates among young people, moderate increases in labour force participation among older age groups, particularly women overall and men in their late 60s who are delaying retirement are projected to continue through the forecast period.

The assumed changes in participation rates are consistent with Statistics Canada, *The Labour Force in Canada and its Regions: Projections to 2036*, 2019.

As seen in Figure 14, the forecasts assume that labour force participation rates in Elgin will not be too different in 2051 than they are today. However, because of the older age profile of the population there will be far fewer workers relative to the population in 2021.

Figure 14: Elgin Census Division, Labour Force Participation Rates



Source: Hemson Consulting; Statistics Canada, 2016 Census

Unemployment rates account for the portion of the labour force that is not working. They have less of an influence on the employment forecast than participation rates and usually fluctuate within a narrow range over the long-term. The Elgin County Census Division unemployment rate in 2016 was 6.4%, slightly higher than the Provincial average, and the current forecasts are being completed during the COVID-19 pandemic which triggered a sharp, though brief, increase in unemployment. Unemployment in the County is assumed to return to 2016 levels very quickly and stabilize to 2051. This assumption will however need to be monitored closely in the coming years. Should job growth not rebound as quickly as anticipated an update to the forecasts may be warranted.

Net in-commuting is the number of employees who commute into Elgin less the number of employees who commute out of the County. Net in-commuting is influenced by PPS and Official Plan policies that encourage the development of “complete communities” where people live close to where they work. As shown earlier, Elgin has negative net commuting — more people leave the County for work than those that come in, especially in the municipalities within the London CMA. The forecasts assume that the number of net out-commuters will remain near current levels throughout most of the forecast period, tempering slowly over the long-term.

On a County-wide basis, employment is forecast to grow to 23,130 by 2051 (see Table 9). This represents growth of 7,360 over the 30 year planning period at an average annual growth rate of 1.3%. The 1,300 anticipated jobs associated with the proposed Amazon fulfilment centre in Southwold are assumed to occur in the 2021-2026 period.

Table 9: Place of Work Employment in Elgin 2001 - 2051

Census Year	Total Employment ¹	Employment Growth	Annual Growth Rate
2001	16,760		
2006	16,400	(360)	-0.4%
2011	14,220	(2,180)	-2.8%
2016	14,760	540	0.7%
2021	15,770	1,010	1.3%
2026	18,040	2,270	2.7%
2031	19,120	1,080	1.2%
2036	20,150	1,030	1.1%
2041	21,220	1,070	1.0%
2046	22,180	960	0.9%
2051	23,130	950	0.8%
1991-2021		(990)	-0.3%
2021-2051		7,360	1.3%

Source: Hemson Consulting

Total Employment includes usual place of work, work at home, & no fixed workplace.

Similar to the population and household forecast, growth will be more rapid over the first 10 years of the planning period. The growth rate will slow over the longer-term, reflecting overall aging of the population. The activity rate in Elgin will rise from 30.4% in 2021 to 35.7% in 2051.

D. Allocation of Employment to Lower-Tiers

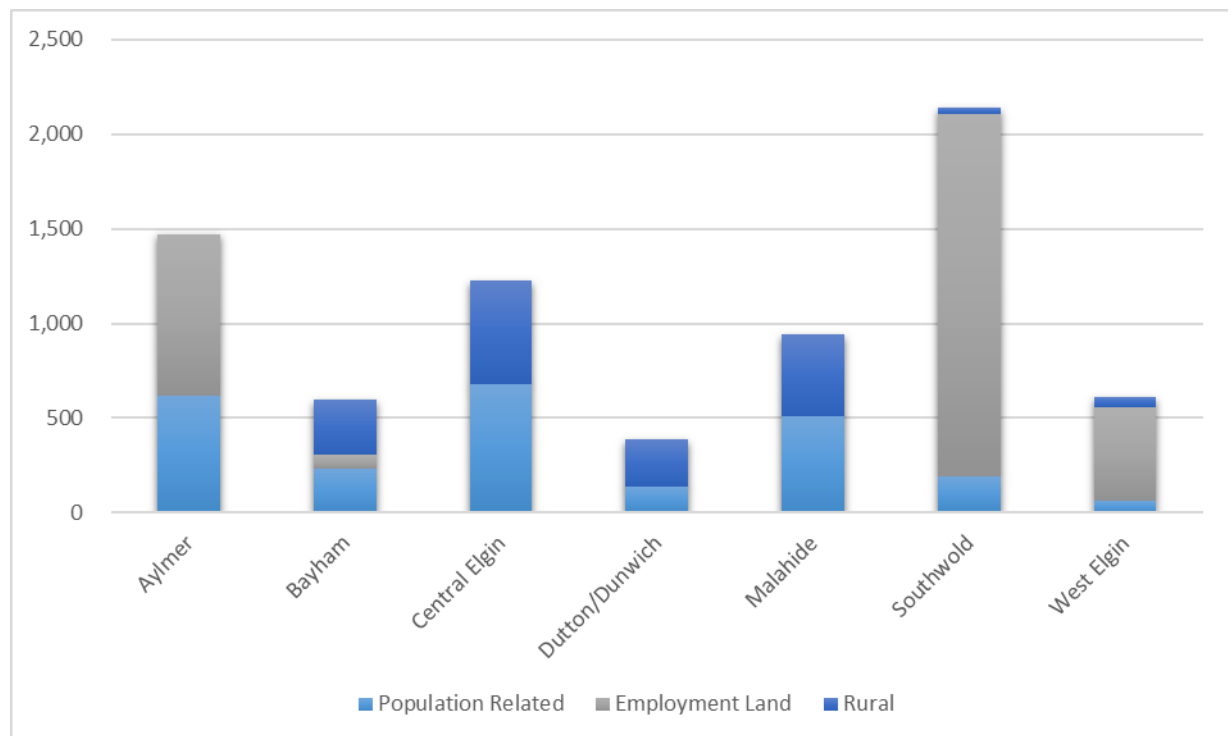
The distribution of future employment is based on where growth is directed through planning policies and the ability of each lower-tier municipality to accommodate different types of employment. The employment forecast is translated into a forecast of employment by land use type and is then distributed to each lower-tier municipality by shares of each type of employment. Three employment land-use types used are distinguished:

- Population Related Employment (PRE): employment that primarily serves a resident population. This category includes retail, education, health care, local government and urban work-at-home employment. The share of population-related employment in each municipality is largely tied to population growth.
- Employment Land Employment (ELE): refers to employment accommodated primarily in low-rise industrial buildings, the vast majority of which are located in designated employment areas in the Elgin Official Plan. The distribution of employment land employment is accordingly based on the ability of each lower-tier municipality to accommodate growth in this type of employment on vacant employment land locations.
- Rural Employment: refers to jobs in rural areas, including primary industries and agriculture plus some uses typically found in urban employment areas, but not located on urban land designated for industrial or commercial use. These are typically small scale manufacturing or construction businesses as well as tourism (including agri-tourism) and recreation activities which play an important role in Elgin. Also important in the Elgin context is the role of agricultural labour, particularly in Bayham and Malahide.

Of the total County-wide employment forecast between 2021 and 2051, 45% will be on employment land. This reflects in part the suitability and availability of serviced employment lands, and notwithstanding the recent decline in employment land employment during and after the 2008-2009 recession. Most vacant serviced employment area is in Aylmer. Aylmer's share of employment land employment growth is also commensurate with its increasing role as a provider of services to the broader County, similar to St. Thomas.

Figure 15 displays the employment growth by type by municipality to 2051. Population-related employment will be steady and in line with population growth in each municipality throughout the forecast period. Growth in rural employment will also remain steady but will not comprise a significant component of overall employment growth, except in Bayham, Malahide, and other rural areas where agricultural labour comprises a significant component of the employment base.

Figure 15: Employment Growth by Type in Elgin, 2021 - 2051



Source: Hemson Consulting

The distribution of employment is based in part on the ability of each lower-tier municipality to accommodate growth in each land-use type. As noted, population-related employment is generally assumed to follow population growth, though the ability of larger urban communities like Alymer to attract more regional-serving retail activities is recognized. Growth in rural employment generally follows historical trends, and will be mostly focussed in and around rural settlements.

Growth in employment land employment is generally tied to the suitability and availability of vacant designated employment land. There are 264.7 developable hectares of employment land in Tier 1 and Tier 2 settlement areas in the County; however, lands in Southwold that were previously home to the Ford plant make up 75% of all available employment lands. Moreover, there are an additional 50.9 developable hectares of unserviced employment lands in rural areas.

The suitability of lands for future growth depends on easy access to major highways, the proximity of a labour pool, the opportunity to cluster near existing employment hubs, the availability of full municipal services, and the absence of any topographical constraints that would prevent the assembly of large land parcels.

Based on these criteria, the employment allocations are set out in Table 10. Aylmer is poised to accommodate a large share of the employment growth — 1,460 jobs between 2021 and 2051 — due to its relatively large population, its growing role as a regional service centre, and its ability to provide employment areas that rank highly on employment land suitability criteria. The municipalities of Central Elgin, (1,220 jobs), Malahide (940 jobs) and West Elgin (620 jobs) are also forecast to experience higher-than-historical employment growth, particularly in employment land employment. In Southwold, it is assumed that 1,300 jobs will be accommodated at the proposed Amazon fulfillment centre located on the old Ford assembly plant site in Talbotville in the near-term.

Table 10: Employment Growth by Municipality, 2021 – 2051

Year	2021	2051	Growth	Share
Aylmer	3,560	5,020	1,460	19.8%
Bayham	1,590	2,180	590	8.0%
Central Elgin	4,070	5,290	1,220	16.6%
Dutton/Dunwich	1,340	1,720	380	5.2%
Malahide	2,110	3,050	940	12.8%
Southwold	1,570	3,720	2,150	29.2%
West Elgin	1,530	2,150	620	8.4%
Elgin County	15,770	23,130	7,360	100.0%

Source: Hemson Consulting

Table 11 displays the absolute change in the number of jobs by five year Census period forecast in each municipality to 2051.

Table 11: Total Employment by Municipality 2021 – 2051

Year	2021	2026	2031	2036	2041	2046	2051	2021-51
Aylmer	3,560	3,780	3,950	4,210	4,500	4,760	5,020	1,460
Bayham	1,590	1,720	1,840	1,930	2,020	2,090	2,180	590
Central Elgin	4,070	4,300	4,600	4,820	5,000	5,160	5,290	1,220
Dutton/Dunwich	1,340	1,400	1,500	1,560	1,620	1,670	1,720	380
Malahide	2,110	2,320	2,530	2,680	2,810	2,940	3,050	940
Southwold	1,570	2,970	3,070	3,210	3,390	3,550	3,720	2,150
West Elgin	1,530	1,550	1,630	1,740	1,890	2,010	2,150	620
Elgin County	15,770	18,040	19,120	20,150	21,230	22,180	23,130	7,360

Source: Hemson Consulting

The next section sets out the results of the land supply and capacity analysis.

4. Land Needs Assessment

This section includes the results of the assessment of the amount of land required to accommodate the growth forecasts set out in Section 3. The approach and main conclusions are summarized below. Detailed results are provided in two appendices:

- Appendix A – which contains detailed information on the growth forecasts; and
- Appendix B – which provides detailed maps of the vacant land supply for each municipality.

A. Land Needs Assessment (LNA) Methodology

The PPS requires that the County make available sufficient land to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years. In doing so, the County must also:

- 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; and
- plan for, protect and preserve employment areas for current and future uses.

The following terms, drawn mainly from PPS definitions, are used in the analysis and tables that follow:

- **Built-up Area (BUA):** area in within a settlement area where development is concentrated and which has a mix of land uses. The BUA is where residential intensification will occur.

- **Intensification:** residential development within a municipalities BUA, typically in the form of higher density units.
- **Designated Growth Area (DGA):** means lands within settlement areas designated in the official plan for growth over the long-term planning horizon, but which have not yet been fully developed. Designated growth areas include lands which are designated and available for residential growth as well as lands required for employment and other uses. In Elgin, vacant DGA will accommodate the majority of housing growth to 2051.
- **Settlement Areas:** means urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are either built-up area of designated growth area. Per Elgin Official Plan policies, most housing growth and population-related employment will be located in Tier 1 settlement areas that have full municipal water and wastewater services.
- **Rural Settlements:** existing hamlets or similar existing small settlement areas that are long-established and identified in official plans.
- **Rural Lands:** means lands which are located outside settlement areas and which are outside prime agricultural areas.
- **Employment Area (EA):** means those areas designated in the official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities. These areas are designated as employment lands in the Elgin Official Plan and will accommodate most of the employment land employment growth to 2051.

- **Density:** the number of people, jobs or housing units per a given land area; in the County forecasts all density figures are assumed to be per hectare unless otherwise stated.
- **Land Supply:** lands designated within settlement areas that are designated for residential or employment development.
- **Land Need:** Hectares of land required to accommodate the growth forecasts.

Land needs are determined for two types of geography:

- **Community Area**, focused around housing and the local employment, infrastructure, and services necessary to sustain residential areas; and
- **Employment Area**, focused around land for the exclusive use of employment activity. In Elgin, such lands are generally designated as employment lands.

Figures 16 and 17 display the steps for determining the community area and employment area land need respectively.

Figure 16: Community Area Land Need Methodology

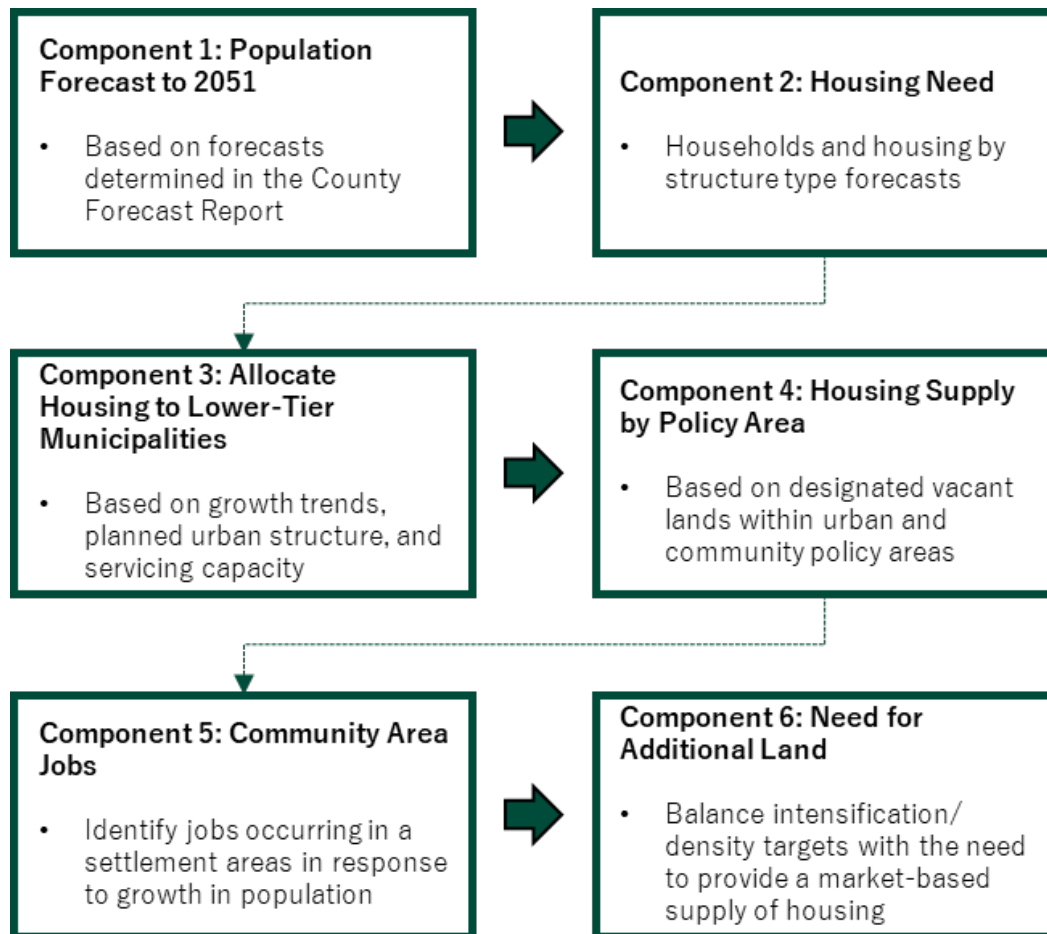
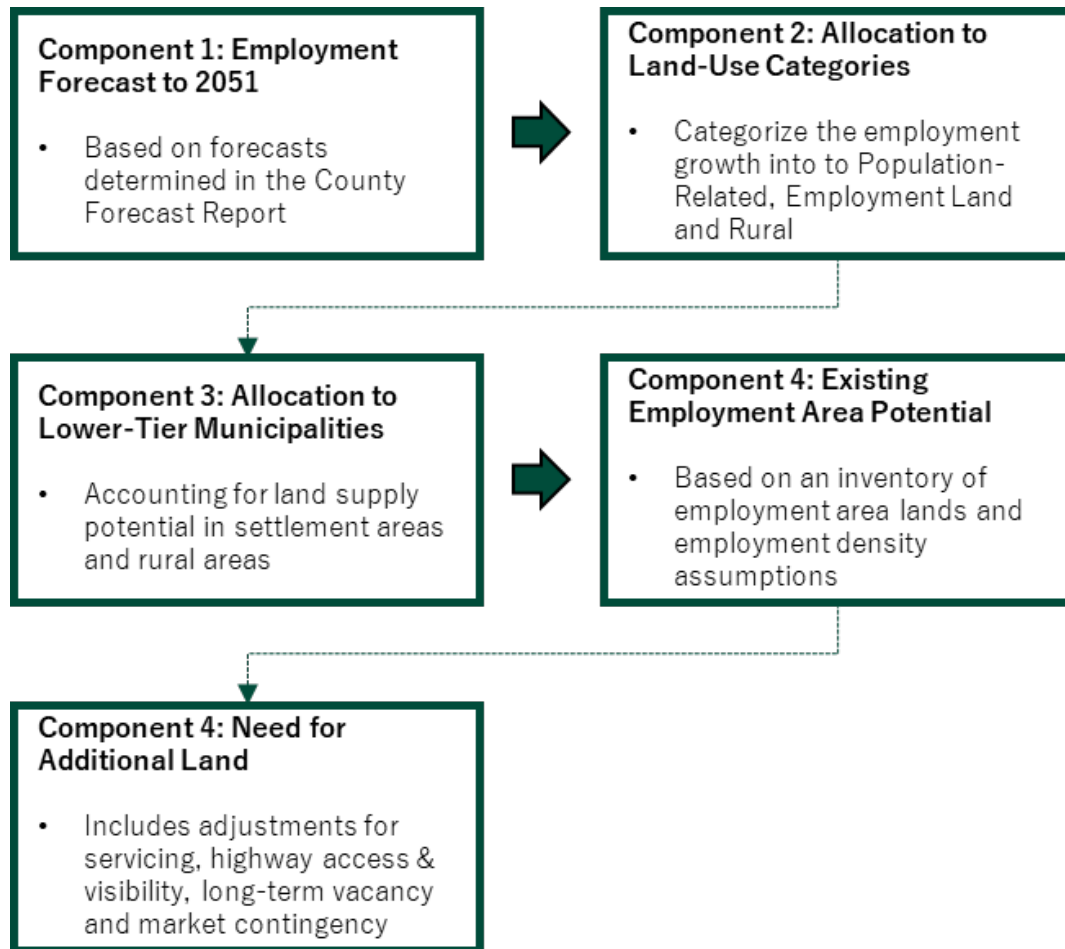


Figure 17: Employment Area Land Need Methodology



Ultimately the purpose of the land needs assessment is to determine whether the County has sufficient lands to accommodate the growth forecasts to 2051. Should the analysis reveal a deficiency in land, the County will need to consider whether there are opportunities for accommodating a higher amount of development as intensification or higher densities, or whether any lands may be appropriate for conversion to other uses to satisfy land requirements. Where appropriate a settlement area boundary expansion may be warranted.

B. Vacant Land Supply

The County is made up of 7 lower-tier municipalities that collectively contain 52 settlement areas. One of the key steps in the land needs assessment is to determine the current available supply of vacant land in the County. This work has involved a detailed vetting process, including:

- assessment of the current status of all parcels to confirm whether the land is actually vacant;
- removal of land that is unsuitable for development due to rights of way, newly developed parcels, natural heritage, parks, parcels used for public infrastructure, and other encumbrances. This process was undertaken utilizing Google Earth's Pro version that provides the latest satellite imagery for the County; and
- detailed consultation and review with local planning staff.

Tables 12 and 13 summarize the vacant land supply for residential (community area) and employment area lands in Elgin. Residential lands include lands in both urban and rural settlement areas. About 40% of all vacant residential lands are in Tier 1 (fully serviced) settlement areas.

The vacant lands shown in Tables 12 and 13 only represent lands that can be developed ("gross" hectares); all environmentally sensitive lands (in natural heritage systems) have been removed.

Table 12: Developable Residential Land in Elgin County (gross ha)

	Tier 1 Settlements	Tier 2 Settlements	Vacant Land
Aylmer	37.5	n/a	37.5
Bayham	122.8	n/a	122.8
Central Elgin	61.3	81.3	142.6
Dutton/Dunwich	68.1	n/a	68.1
Malahide	0.0	87.5	87.5
Southwold	0.0	108.8	108.8
West Elgin	100.8	n/a	100.8
Elgin County	390.5	277.6	668.2

Source: Hemson Consulting Ltd. based on Elgin County data.

About 84% of the total employment land supply is located in Tier 1 and Tier 2 settlement areas, with the remaining 16% being located in rural areas. Of the Tier 1 and Tier 2 supply, 75% is situated in Southwold. These lands will be the focus for future employment land employment.

Table 13: Gross Ha of Developable Employment Land in Elgin

	Tier 1 & 2 Settlements	Rural Areas	Vacant Land
Aylmer	42.8	0.0	42.8
Bayham	4.0	21.4	25.4
Central Elgin	n/a	0.0	0.0
Dutton/Dunwich	n/a	0.0	0.0
Malahide	n/a	3.7	3.7
Southwold	198.4	0.0	198.4
West Elgin	19.5	25.9	45.4
Elgin County	264.7	50.9	315.5

Source: Hemson Consulting Ltd. based on Elgin County data

C. Land Needs Assessment Results: Community Area

This section presents the community area land needs assessment results. The first step in the analysis is to translate the population forecasts into a forecasts of households and housing units by structure type. Table 14

summarizes the distribution of total housing in the County between 2021 and 2051.

Table 14: Housing Allocations, 2021 – 2051

	2021	2051	Total Unit Growth
Aylmer	3,070	4,250	1,180
Bayham	2,260	2,950	690
Central Elgin	5,460	7,910	2,450
Dutton/Dunwich	1,600	2,080	480
Malahide	3,010	4,280	1,270
Southwold	1,710	2,480	770
West Elgin	2,100	2,480	380
Elgin County	19,210	26,430	7,220

Source: Hemson Consulting

In keeping with PPS and County Official Plan policies, most housing growth will be directed to Tier 1 settlement areas, either as intensification within built-up areas or as growth on vacant land in designated growth areas (DGA). A comparatively small share of housing growth is allocated to rural settlements and on scattered lots in rural areas.

Table 15 shows the amount of housing growth assumed to occur in each lower-tier municipality as intensification within the existing built-up area between 2021 and 2051. About 16% of units are assumed to be constructed in built-up areas as intensification where no additional land is required to accommodate them.

Table 15: Housing Growth Through Intensification, 2021 - 2051

	Total Unit Growth	Intensification Rate	Intensification Units
Aylmer	1,180	20%	236
Bayham	690	15%	104
Central Elgin	2,450	20%	490
Dutton/Dunwich	480	15%	72
Malahide	1,270	10%	127
Southwold	770	15%	116
West Elgin	380	0%	0
Elgin County	7,220	16%	1,144

Source: Hemson Consulting

Table 16 sets out the portion of housing growth—about 8% across the County—that is forecast to be accommodated in rural areas, both within unserviced Tier 3 settlement areas as well as on scattered vacant lots of record outside settlement areas. As with the intensification units, development in the Tier 3 settlement areas and rural areas is assumed to not require any additional land as there is sufficient vacant land already available in those areas. No rural area growth has been assigned to Alymer.

Table 16: New Housing in Tier 3 Settlements & Rural Areas, 2021 - 2051

	Total Unit Growth	Tier 3 and Rural Share	Tier 3 and Rural Units
Aylmer	1,180	0%	0
Bayham	690	10%	69
Central Elgin	2,450	10%	245
Dutton/Dunwich	480	10%	48
Malahide	1,270	10%	127
Southwold	770	10%	77
West Elgin	380	10%	38
Elgin County	7,220	8%	604

Source: Hemson Consulting

Designated growth areas (DGA) are required to accommodate an additional 5,472 units or 76% of the total unit growth (see Table 17).

Table 17: Housing Growth in Designated Growth Areas, 2021 - 2051

	Total Unit Growth	Designated Growth Area Share	Designated Growth Area Units
Aylmer	1,180	80%	944
Bayham	690	75%	518
Central Elgin	2,450	70%	1,715
Dutton/Dunwich	480	75%	360
Malahide	1,270	80%	1,016
Southwold	770	75%	578
West Elgin	380	90%	342
Elgin County	7,220	76%	5,472

Source: Hemson Consulting

As part of the land needs assessment, a survey of the density of recently constructed housing was undertaken across settlement areas in Elgin to determine the current DGA unit densities. It is noted that the densities used in the land needs analysis are assumed to be slightly higher than what is occurring in recent development. This is in keeping with Provincial and Official Plan policies that seek to promote a more compact urban form and transit-supportive settlement areas. The assumptions are:

- for the more urbanized and faster growing communities in Central Elgin and Aylmer, densities of about 27 units per hectare (uph);
- for recent urban development in other designated growth areas which exhibit slightly lower densities, about 25 uph.

Based on the housing unit allocations and density assumptions a “net” community area land need for the designated growth areas is determined for each municipality. Net land needs are then translated into gross (developable) land needs to ensure sufficient land is set aside for public

lands such as local parks, local roadways, stormwater management facilities, and local schools, as well as lands for population-related employment such as local retail uses. Table 18 summarizes the land requirements for each municipality.

Table 18: Land Required in Designated Growth Areas (DGA) to 2051

	Units Allocated to DGA	Density (units per net ha)	Net Land Need (ha)	Net to Gross Assumption	Gross Land Need (ha)
Aylmer	944	27	35.0	60%	58.3
Bayham	518	25	20.7	70%	29.6
Central Elgin	1,715	27	63.5	60%	105.9
Dutton/Dunwich	360	25	14.4	70%	20.6
Malahide	1,016	25	40.6	70%	58.1
Southwold	578	25	23.1	70%	33.0
West Elgin	342	25	13.7	70%	19.5
Elgin County	5,472	26	211.0	65%	324.9

Source: Hemson Consulting

This land need is then compared to the availability of vacant land in Tier 1 and Tier 2 settlement areas to determine the sufficiency of supply. Table 19 displays the results of this comparison.

Table 19: Sufficiency of DGA Residential Vacant Land to 2051 (gross ha)

	Gross Developable Land Need	Vacant Land: Tier 1 Settlements	Vacant Land: Tier 2 Settlements	Total Vacant Land	Sufficiency of Vacant DGA Land
Aylmer	58.3	37.5	0.0	37.5	(20.8)
Bayham	29.6	122.8	0.0	122.8	93.2
Central Elgin	105.9	61.3	81.3	142.6	36.7
Dutton/Dunwich	20.6	68.1	0.0	68.1	47.5
Malahide	58.1	0.0	87.5	87.5	29.4
Southwold	33.0	0.0	108.8	108.8	75.8
West Elgin	19.5	100.8	0.0	100.8	81.3
Elgin County	324.9	390.5	277.6	668.2	343.3

Source: Hemson Consulting

As seen above, Elgin as a whole has sufficient residential land designated to accommodate the growth forecasts to 2051. The exception is Aylmer, which

requires an additional 21 hectares of designated growth area to accommodate its long-term allocation.

D. Land Needs Assessment Results: Employment Area

This section presents the employment area land needs assessment results. Employment area is generally required to accommodate employment land employment growth. Table 20 sets out the allocation of employment growth by type of employment between 2021 and 2051. Table 21 provides additional details on the employment land employment growth to 2051.

Table 20: Total Employment Growth in Elgin 2021 – 2051

	Population Related	Employment Land	Rural	Total
Aylmer	620	850	0	1,470
Bayham	230	80	290	600
Central Elgin	680	0	550	1,230
Dutton/Dunwich	140	0	250	390
Malahide	510	0	430	940
Southwold	190	1,920	30	2,140
West Elgin	60	500	50	610
Elgin County	2,430	3,350	1,600	7,380

Source: Hemson Consulting

Table 21: Employment Land Employment Growth 2021 – 2051

	2021	2051	Total ELE Growth
Aylmer	1,640	2,470	830
Bayham	360	580	220
Central Elgin	1,580	1,860	280
Dutton/Dunwich	110	280	170
Malahide	680	850	170
Southwold	660	2,400	1,740
West Elgin	350	760	410
Elgin County	5,380	9,200	3,820

Source: Hemson Consulting

As seen above, the County will need to have sufficient employment land to accommodate 3,820 employment land employment jobs to 2051. A very small portion of these jobs can be accommodated as intensification on existing sites in the Town of Aylmer and Township of Southwold. The land needs assessment assumes that approximately 6.6% of all employment land employment job growth will take the form of intensification (see Table 22).

Table 22: Employment Land Employment Growth as Intensification

	Total ELE Growth	Intensification Rate	ELE Through Intensification
Aylmer	850	20.0%	170
Bayham	80	0.0%	0
Central Elgin	0	0.0%	0
Dutton/Dunwich	0	0.0%	0
Malahide	0	0.0%	0
Southwold	1,920	2.6%	50
West Elgin	500	0.0%	0
Elgin County	3,350	6.6%	220

Source: Hemson Consulting

As well, it is assumed that a portion (14%) of employment land employment growth will occur in unserviced Tier 3 rural settlements and other rural employment lands (see Table 23).

Table 23: Employment Land Employment Growth in Rural Areas

	Total ELE Growth	Tier 3 & Rural Area Share	Tier 3 & Rural Area Jobs
Aylmer	850	0%	0
Bayham	80	50%	40
Central Elgin	0	10%	0
Dutton/Dunwich	0	50%	0
Malahide	0	50%	0
Southwold	1,920	10%	192
West Elgin	500	50%	250
Elgin County	3,350	14%	482

Source: Hemson Consulting

About 79% of new employment land employment growth is forecast to develop on urban employment lands in designated growth areas (see Table 24). The additional land will need to be either vacant employment area land within urban settlements or newly designated lands.

Table 24: Employment Land Employment Growth in DGA

	Total ELE Growth	Designated Growth Area Share	ELE in Designated Growth Areas
Aylmer	850	80%	680
Bayham	80	50%	40
Central Elgin	n/a	n/a	n/a
Dutton/Dunwich	n/a	n/a	n/a
Malahide	n/a	n/a	n/a
Southwold	1,920	87%	1,678
West Elgin	500	50%	250
Elgin County	3,350	79%	2,648

Source: Hemson Consulting

The land needs assessment assumes an employment land density of 20 jobs per net hectare in municipalities where lands are generally serviced and between 12 and 15 jobs per net hectare where lands are generally

unserved. The net land need required to accommodate the 2,648 employment land jobs in Tier 1 and Tier 2 settlement areas is shown in Table 25.

The net land need set out in Table 25 is translated into a gross land need using a net to gross factor. This provides for long-term vacancy of sites that will not develop due to topographical and/or locational constraints and also accounts for public land needs such as local roads, stormwater management facilities, and other utilities in employment areas.

Table 25: Employment Area Land Need 2021 – 2051

	Job Growth on Employment Land	Density Assumed (jobs per net ha)	Land Need to Accommodate Job Growth (ha)	Net to Gross Assumption	Gross Developable Land Need (ha)
Aylmer	680	20	34.2	80%	42.7
Bayham	40	12	3.3	85%	3.9
Central Elgin	n/a	n/a	n/a	n/a	n/a
Dutton/Dunwich	n/a	n/a	n/a	n/a	n/a
Malahide	n/a	n/a	n/a	n/a	n/a
Southwold	1,678	20	83.9	80%	104.9
West Elgin	250	15	16.7	85%	19.6
Elgin County	2,648	19	138.1	81%	171.1

Source: Hemson Consulting

Based the analysis above, the County will need 171.1 gross developable hectares of designated employment land to meet the forecast employment land employment growth to 2051.

The sufficiency of currently designated employment lands in Elgin is summarized in Table 26. The table shows that the County's employment area land supply is sufficient to accommodate the forecast employment growth, both County-wide and at the local level. The Township of Southwold has a significant long-term supply of vacant employment land.

Table 26: Sufficiency of Employment Area to 2051 (Gross Ha)

	Gross Land Need (ha)	Vacant Land within Tier 1 & 2 Settlements	Sufficiency of Vacant Land to Accommodate Allocation
Aylmer	42.7	42.8	0.0
Bayham	3.9	4.0	0.1
Central Elgin	n/a	n/a	n/a
Dutton/Dunwich	n/a	n/a	n/a
Malahide	n/a	n/a	n/a
Southwold	104.9	198.4	93.5
West Elgin	19.6	19.5	(0.1)
Elgin County	171.1	264.7	93.5

Source: Hemson Consulting

5. Conclusions

It provides a long-range growth outlook for the County and its lower-tier municipalities and assesses urban land requirements to 2051. It also provides Official Plan policy recommendations to managing growth over the next 30 years consistent with the Provincial Policy Statement, 2020 (PPS).

The forecast results show that:

- The County, which is in the midst of a population growth surge, is set to continue to grow rapidly over the next decade. Although slowing between 2031 and 2051 as the population ages, growth will remain steady until it reaches a permanent resident population of 67,140 and 23,140 jobs in 2051. A major driver of population growth will be in-migration from the London CMA and its environs by young families seeking affordable singled detached homes.
- The rate of housing growth in the County will outpace the rate of population growth over the next 30 years. The current market preference for single detached homes will shift somewhat towards medium and higher density housing forms as the effect of market demand and PPS policies that encourage intensification, transit-supportive communities, and a more compact urban form take hold.
- The County remains an attractive location for development in employment areas, particularly those that are located within Tier 1 fully serviced settlement areas with easy access to Highway 401, are close of existing labour pools and existing business clusters, and allow for a range and mix of business activities (in particular, the assembly of large land parcels). The development of vacant employment lands in the Township of Southwold is critical in this respect.

- Employment growth in the County will be steady over the period to 2051. Most employment growth will be associated with the development of designated employment areas. However, a significant portion of employment growth will occur in direct response to population growth and in rural settlements and rural areas.

An assessment of the land required to accommodate the growth forecasts was undertaken. The assessment concludes that:

- The overall community area (or residential) land supply of 668.2 developable hectares is sufficient to accommodate the forecast population growth at the County level to 2051. However, Alymer requires an additional 21 hectares of designated growth area, equivalent to about 600 new homes, to accommodate its long-term population allocation. Options for dealing with this include:
 - increasing the required density for development in Alymer. In this respect, it is noted that the assumed densities in the land needs assessment are already higher than densities on recent developed lands;
 - reallocating housing growth away from Alymer to other Tier 1 settlement areas, recognizing that Alymer is the County's largest settlement area and has unique characteristics as a regional service centre that make it a particularly attractive location for housing growth and intensification; and/or
 - expanding the Alymer settlement area boundary. This process requires more detailed analysis of the feasibility and most appropriate location for expansion, especially in the light of the lack of rural area into which the Town could expand into, and must be undertaken in accordance with PPS policies 1.1.3.8 and/or 1.1.3.9.

- The County's employment area land supply of 264.7 developable hectares is sufficient to accommodate the forecast employment growth, both County-wide and at the local level. The Township of Southwold has a significant supply of vacant employment land.

Based on the growth forecasts and land needs analysis, the following recommendations for managing growth and directing land use to achieve an efficient use of land and settlement pattern are made:

- The County Official Plan should be updated to reflect the population, household, and employment forecasts in this report, showing the forecasts to the years 2046 and 2051 by local municipality.
- The County should evaluate its Tier 1 settlement areas to determine the extent to which a greater mix and range of uses and residential densities can be directed within these settlements, as required by the PPS.
- The County should consider implementing a sub-tier of Tier 1 within the settlement area hierarchy to include settlement areas that could achieve the desired greater mix of densities anticipated by the PPS and outlined in this report which will allow growth and diversity, and increase people's ability to be able to live and work locally.
- The County should encourage planning and growth management to be integrated with planning for school boards and other public amenities, especially for services that the County does not provide itself.
- The County should refine its policies requiring local official plans to include policies for minimum intensification targets, to align with the targets outlined in Table 15 of this report, with consideration to provide higher targets for municipalities with a greater ability to support such intensification due to their size, population growth dynamics, and the amount of vacant or underutilized lands within the settlement area boundary.

- The County should review its CIP programs and provide targeted funding to areas (e.g. priority CIP Areas) where existing vacant and underutilized lands are most prevalent. This can include programs such as those that waive development charges, or cover/reduce application fees for *Planning Act* approvals.
- The County should encourage local municipalities to create minimum density requirements for intensification and redevelopment applications, in addition to minimum requirements for applications in designated growth areas (i.e. greenfield development). Additionally, the County should review the OP for other potentially restrictive policies that present an indirect barrier to infill development (such as misaligned parking requirements, restrictions on housing types within residential areas, and overly descriptive compatibility requirements regarding shadowing, setbacks, or lot coverage).
- The County should update its second unit policies to reflect the current PPS.
- The County should consider including policies within its tiered settlement area hierarchy to outline that the diversity of uses (residential, commercial, institutional, community, open space, etc.) that are planned or available, in addition to the level of hard infrastructure/physical services, as a way to distinguish between settlement areas.
- The County should encourage local municipalities to determine the feasibility and appropriate location of currently designated employment lands, as part of their respective official plan updates and secondary planning processes to meet the requirements of PPS Policy 1.3.2.2.
- The County should consider including policies within the requirements for growth in designated growth areas that support the development of complete communities.

- Tier 3 settlements should be recognized as prime locations for directing agricultural supportive and rural economic development land uses, such as agriculture-related commercial and industrial uses and agri-tourism or other value-added agricultural activities.

Appendix A

Detailed Forecast Results

COUNTY OF ELGIN GROWTH FORECASTS TO 2051
DETAILED FORECAST RESULTS: TOTAL POPULATION

Total Population	Historical					Forecast					
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051
Bayham	6,570	6,980	7,180	7,610	7,300	7,380	7,580	7,800	8,060	8,300	8,560
Malahide	9,040	9,170	9,400	9,550	9,570	10,330	10,790	11,240	11,730	12,300	12,800
Aylmer	7,370	7,340	7,350	7,710	7,920	8,420	8,710	9,180	9,700	10,220	10,760
Central Elgin	12,660	13,210	13,090	12,920	14,090	14,970	15,690	16,390	17,140	17,760	18,330
Southwold	4,620	4,900	4,620	4,540	4,980	5,000	5,200	5,410	5,650	5,840	6,040
Dutton/Dunwich	3,810	3,970	3,980	3,970	4,260	4,350	4,480	4,640	4,800	4,950	5,100
West Elgin	5,630	5,550	5,300	5,100	5,170	5,240	5,300	5,370	5,440	5,500	5,560
Elgin County	49,700	51,120	50,920	51,400	53,290	55,690	57,750	60,030	62,520	64,870	67,150

Total Population Change	Historical				Forecast						
	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31	2031-36	2036-41	2041-46	2046-51	2021-51
Bayham	410	200	430	(310)	80	200	220	260	240	260	1,180
Malahide	130	230	150	20	760	460	450	490	570	500	2,470
Aylmer	(30)	10	360	210	500	290	470	520	520	540	2,340
Central Elgin	550	(120)	(170)	1,170	880	720	700	750	620	570	3,360
Southwold	280	(280)	(80)	440	20	200	210	240	190	200	1,040
Dutton/Dunwich	160	10	(10)	290	90	130	160	160	150	150	750
West Elgin	(80)	(250)	(200)	70	70	60	70	70	60	60	320
Elgin County	1,420	(200)	480	1,890	2,400	2,060	2,280	2,490	2,350	2,280	11,460

Annual Growth Rate	Historical				Forecast						
	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31	2031-36	2036-41	2041-46	2046-51	2021-51
Bayham	1.2%	0.6%	1.2%	-0.8%	0.2%	0.5%	0.6%	0.7%	0.6%	0.6%	0.5%
Malahide	0.3%	0.5%	0.3%	0.0%	1.5%	0.9%	0.8%	0.9%	1.0%	0.8%	0.7%
Aylmer	-0.1%	0.0%	1.0%	0.5%	1.2%	0.7%	1.1%	1.1%	1.0%	1.0%	0.8%
Central Elgin	0.9%	-0.2%	-0.3%	1.7%	1.2%	0.9%	0.9%	0.9%	0.7%	0.6%	0.7%
Southwold	1.2%	-1.2%	-0.3%	1.9%	0.1%	0.8%	0.8%	0.9%	0.7%	0.7%	0.6%
Dutton/Dunwich	0.8%	0.1%	-0.1%	1.4%	0.4%	0.6%	0.7%	0.7%	0.6%	0.6%	0.5%
West Elgin	-0.3%	-0.9%	-0.8%	0.3%	0.3%	0.2%	0.3%	0.3%	0.2%	0.2%	0.2%
Elgin County	0.6%	-0.1%	0.2%	0.7%	0.9%	0.7%	0.8%	0.8%	0.7%	0.7%	0.6%

COUNTY OF ELGIN GROWTH FORECASTS TO 2051
DETAILED FORECAST RESULTS: OCCUPIED HOUSEHOLDS

Total Occupied Households	Historical					Forecast					
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051
Bayham	2,110	2,200	2,280	2,400	2,260	2,350	2,450	2,570	2,700	2,820	2,950
Malahide	2,670	2,740	2,810	2,950	3,010	3,220	3,420	3,620	3,840	4,070	4,280
Aylmer	2,650	2,690	2,810	2,960	3,070	3,280	3,450	3,640	3,840	4,040	4,250
Central Elgin	4,460	4,790	4,790	4,930	5,460	5,790	6,200	6,640	7,110	7,510	7,910
Southwold	1,540	1,600	1,600	1,610	1,710	1,790	1,890	2,020	2,160	2,310	2,480
Dutton/Dunwich	1,360	1,400	1,430	1,490	1,600	1,640	1,720	1,810	1,910	1,990	2,080
West Elgin	2,070	2,080	2,110	2,100	2,100	2,160	2,230	2,290	2,360	2,420	2,480
Elgin County	16,860	17,500	17,830	18,440	19,210	20,230	21,360	22,590	23,920	25,160	26,430

Household Change	Historical					Forecast					
	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31	2031-36	2036-41	2041-46	2046-51	2021-51
Bayham	90	80	120	(140)	90	100	120	130	120	130	600
Malahide	70	70	140	60	210	200	200	220	230	210	1,060
Aylmer	40	120	150	110	210	170	190	200	200	210	970
Central Elgin	330	0	140	530	330	410	440	470	400	400	2,120
Southwold	60	0	10	100	80	100	130	140	150	170	690
Dutton/Dunwich	40	30	60	110	40	80	90	100	80	90	440
West Elgin	10	30	(10)	0	60	70	60	70	60	60	320
Elgin County	640	330	610	770	1,020	1,130	1,230	1,330	1,240	1,270	6,200

Annual Growth Rate	Historical				Forecast						
	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31	2031-36	2036-41	2041-46	2046-51	2021-51
Bayham	0.8%	0.7%	1.0%	-1.2%	0.8%	0.8%	1.0%	1.0%	0.9%	0.9%	0.8%
Malahide	0.5%	0.5%	1.0%	0.4%	1.4%	1.2%	1.1%	1.2%	1.2%	1.0%	1.0%
Aylmer	0.3%	0.9%	1.0%	0.7%	1.3%	1.0%	1.1%	1.1%	1.0%	1.0%	0.9%
Central Elgin	1.4%	0.0%	0.6%	2.1%	1.2%	1.4%	1.4%	1.4%	1.1%	1.0%	1.0%
Southwold	0.8%	0.0%	0.1%	1.2%	0.9%	1.1%	1.3%	1.3%	1.4%	1.4%	1.1%
Dutton/Dunwich	0.6%	0.4%	0.8%	1.4%	0.5%	1.0%	1.0%	1.1%	0.8%	0.9%	0.8%
West Elgin	0.1%	0.3%	-0.1%	0.0%	0.6%	0.6%	0.5%	0.6%	0.5%	0.5%	0.5%
Elgin County	0.7%	0.4%	0.7%	0.8%	1.0%	1.1%	1.1%	1.2%	1.0%	1.0%	0.9%

COUNTY OF ELGIN GROWTH FORECASTS TO 2051
DETAILED FORECAST RESULTS: TOTAL EMPLOYMENT

Total Employment	Historical					Forecast					
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051
Bayham	1,510	1,700	1,300	1,590	1,590	1,720	1,840	1,930	2,020	2,090	2,180
Malahide	1,430	1,300	960	1,960	2,110	2,320	2,530	2,680	2,810	2,940	3,050
Aylmer	3,810	3,220	4,180	3,420	3,560	3,780	3,950	4,210	4,500	4,760	5,020
Central Elgin	3,340	3,280	2,780	3,580	4,070	4,300	4,600	4,820	5,000	5,160	5,290
Southwold	3,840	3,970	2,390	1,480	1,570	2,970	3,070	3,210	3,390	3,550	3,720
Dutton/Dunwich	970	920	940	1,230	1,340	1,400	1,500	1,560	1,620	1,670	1,720
West Elgin	1,870	2,020	1,670	1,500	1,530	1,550	1,630	1,740	1,890	2,010	2,150
Elgin County	16,770	16,410	14,220	14,760	15,770	18,040	19,120	20,150	21,230	22,180	23,130

Employment Change	Historical					Forecast					
	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31	2031-36	2036-41	2041-46	2046-51	2021-51
Bayham	190	(400)	290	0	130	120	90	90	70	90	460
Malahide	(130)	(340)	1,000	150	210	210	150	130	130	110	730
Aylmer	(590)	960	(760)	140	220	170	260	290	260	260	1,240
Central Elgin	(60)	(500)	800	490	230	300	220	180	160	130	990
Southwold	130	(1,580)	(910)	90	1,400	100	140	180	160	170	750
Dutton/Dunwich	(50)	20	290	110	60	100	60	60	50	50	320
West Elgin	150	(350)	(170)	30	20	80	110	150	120	140	600
Elgin County	(360)	(2,190)	540	1,010	2,270	1,080	1,030	1,080	950	950	5,090

Annual Growth Rate	Historical					Forecast					
	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31	2031-36	2036-41	2041-46	2046-51	2021-51
Bayham	2.4%	-5.2%	4.1%	0.0%	1.6%	1.4%	1.0%	0.9%	0.7%	0.8%	0.8%
Malahide	-1.9%	-5.9%	15.3%	1.5%	1.9%	1.7%	1.2%	1.0%	0.9%	0.7%	0.9%
Aylmer	-3.3%	5.4%	-3.9%	0.8%	1.2%	0.9%	1.3%	1.3%	1.1%	1.1%	1.0%
Central Elgin	-0.4%	-3.3%	5.2%	2.6%	1.1%	1.4%	0.9%	0.7%	0.6%	0.5%	0.7%
Southwold	0.7%	-9.7%	-9.1%	1.2%	13.6%	0.7%	0.9%	1.1%	0.9%	0.9%	0.8%
Dutton/Dunwich	-1.1%	0.4%	5.5%	1.7%	0.9%	1.4%	0.8%	0.8%	0.6%	0.6%	0.7%
West Elgin	1.6%	-3.7%	-2.1%	0.4%	0.3%	1.0%	1.3%	1.7%	1.2%	1.4%	1.1%
Elgin County	-0.4%	-2.8%	0.7%	1.3%	2.7%	1.2%	1.1%	1.0%	0.9%	0.8%	0.8%

COUNTY OF ELGIN GROWTH FORECASTS TO 2051
DETAILED FORECAST RESULTS: HOUSING BY STRUCTURE TYPES

Bayham	Singles	Semis	Rows	Apts.	Total
2001	1,950	40	50	80	2,120
2006	2,040	30	60	70	2,200
2011	2,140	30	30	80	2,280
2016	2,230	40	50	80	2,400
2021	2,090	40	50	90	2,270
2026	2,180	40	50	90	2,360
2031	2,280	50	50	90	2,470
2036	2,390	50	50	90	2,580
2041	2,520	50	50	90	2,710
2046	2,640	50	50	90	2,830
2051	2,780	50	50	90	2,970

Central Elgin	Singles	Semis	Rows	Apts.	Total
2001	4,140	50	90	190	4,470
2006	4,410	40	110	240	4,800
2011	4,490	40	120	160	4,810
2016	4,610	50	110	170	4,940
2021	5,100	60	110	190	5,460
2026	5,300	70	130	280	5,780
2031	5,570	70	160	400	6,200
2036	5,830	80	210	520	6,640
2041	6,110	80	270	650	7,110
2046	6,310	80	370	750	7,510
2051	6,500	80	490	830	7,900

West Elgin	Singles	Semis	Rows	Apts.	Total
2001	1,910	30	20	120	2,080
2006	1,910	20	10	150	2,090
2011	1,910	30	30	150	2,120
2016	1,900	20	10	180	2,110
2021	1,900	20	10	190	2,120
2026	1,960	20	10	190	2,180
2031	2,020	20	10	190	2,240
2036	2,090	20	10	190	2,310
2041	2,160	20	10	190	2,380
2046	2,220	20	10	190	2,440
2051	2,280	20	10	190	2,500

Malahide	Singles	Semis	Rows	Apts.	Total
2001	2,600	30	0	40	2,670
2006	2,670	30	0	40	2,740
2011	2,750	20	0	40	2,810
2016	2,870	30	10	40	2,950
2021	2,940	30	10	40	3,020
2026	3,140	30	10	40	3,220
2031	3,340	30	10	40	3,420
2036	3,520	30	30	40	3,620
2041	3,720	30	50	40	3,840
2046	3,870	30	120	40	4,060
2051	4,000	30	210	40	4,280

Southwold	Singles	Semis	Rows	Apts.	Total
2001	1,510	10	0	20	1,540
2006	1,580	10	0	20	1,610
2011	1,570	10	0	20	1,600
2016	1,590	10	0	20	1,620
2021	1,690	10	0	20	1,720
2026	1,770	10	0	20	1,800
2031	1,870	10	0	20	1,900
2036	1,980	10	20	20	2,030
2041	2,100	10	40	20	2,170
2046	2,210	10	80	20	2,320
2051	2,320	10	140	20	2,490

Aylmer	Singles	Semis	Rows	Apts.	Total
2001	1,830	120	240	470	2,660
2006	1,890	130	180	500	2,700
2011	1,960	140	200	520	2,820
2016	1,990	150	210	610	2,960
2021	2,010	150	220	680	3,060
2026	2,170	160	240	720	3,290
2031	2,280	160	260	750	3,450
2036	2,390	160	290	790	3,630
2041	2,520	160	340	820	3,840
2046	2,620	160	420	840	4,040
2051	2,710	160	510	860	4,240

Dutton/Dunwich	Singles	Semis	Rows	Apts.	Total
2001	1,250	20	10	90	1,370
2006	1,290	20	30	70	1,410
2011	1,330	20	10	70	1,430
2016	1,390	20	10	80	1,500
2021	1,490	20	10	80	1,600
2026	1,540	20	10	80	1,650
2031	1,620	20	10	80	1,730
2036	1,710	20	10	80	1,820
2041	1,800	20	10	80	1,910
2046	1,890	20	10	80	2,000
2051	1,980	20	10	80	2,090

COUNTY OF ELGIN GROWTH FORECASTS TO 2051
DETAILED FORECAST RESULTS: EMPLOYMENT BY LAND USE TYPES

Bayham	PRE	ELE	Rural	Total
2016	510	340	740	1,590
2021	420	350	810	1,580
2026	460	390	870	1,720
2031	500	390	950	1,840
2036	540	400	990	1,930
2041	580	410	1,030	2,020
2046	610	420	1,060	2,090
2051	650	430	1,100	2,180

Central Elgin	PRE	ELE	Rural	Total
2016	1,100	1,430	1,050	3,580
2021	1,360	1,530	1,180	4,070
2026	1,480	1,530	1,300	4,310
2031	1,640	1,530	1,440	4,610
2036	1,770	1,530	1,520	4,820
2041	1,880	1,530	1,600	5,010
2046	1,970	1,530	1,660	5,160
2051	2,040	1,530	1,730	5,300

West Elgin	PRE	ELE	Rural	Total
2016	570	320	610	1,500
2021	570	340	620	1,530
2026	580	340	630	1,550
2031	590	390	640	1,620
2036	610	480	650	1,740
2041	620	610	660	1,890
2046	630	720	660	2,010
2051	630	840	670	2,140

Malahide	PRE	ELE	Rural	Total
2016	590	660	710	1,960
2021	630	670	810	2,110
2026	740	670	900	2,310
2031	840	670	1,020	2,530
2036	930	670	1,080	2,680
2041	1,000	670	1,140	2,810
2046	1,080	670	1,190	2,940
2051	1,140	670	1,240	3,050

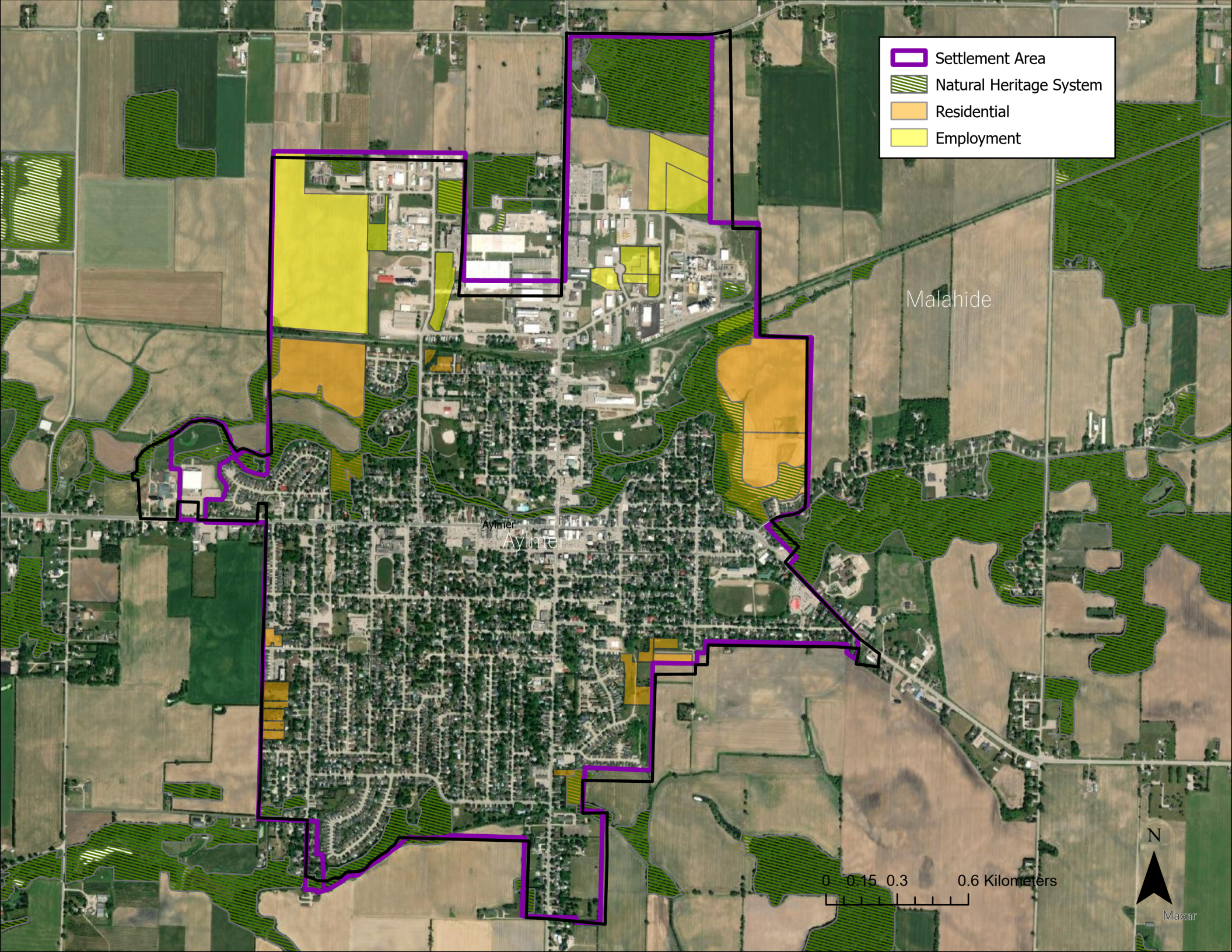
Southwold	PRE	ELE	Rural	Total
2016	430	610	430	1,470
2021	490	650	440	1,580
2026	510	2,010	450	2,970
2031	560	2,060	450	3,070
2036	600	2,160	460	3,220
2041	630	2,300	460	3,390
2046	660	2,430	470	3,560
2051	680	2,570	470	3,720

Aylmer	PRE	ELE	Rural	Total
2016	1,880	1,540	0	3,420
2021	1,950	1,600	0	3,550
2026	2,080	1,710	0	3,790
2031	2,170	1,780	0	3,950
2036	2,300	1,910	0	4,210
2041	2,390	2,110	0	4,500
2046	2,480	2,270	0	4,750
2051	2,570	2,450	0	5,020

Dutton/Dunwich	PRE	ELE	Rural	Total
2016	640	110	480	1,230
2021	690	110	540	1,340
2026	710	110	590	1,410
2031	730	110	660	1,500
2036	760	110	690	1,560
2041	790	110	730	1,630
2046	810	110	760	1,680
2051	830	110	790	1,730

Appendix B

Detailed Land Supply Maps



Settlement Area

Natural Heritage System

Residential

Employment

Malahide

Aylmer
Aylmer

0 0.15 0.3 0.6 Kilometers



Settlement Area

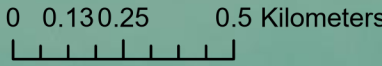
Natural Heritage System

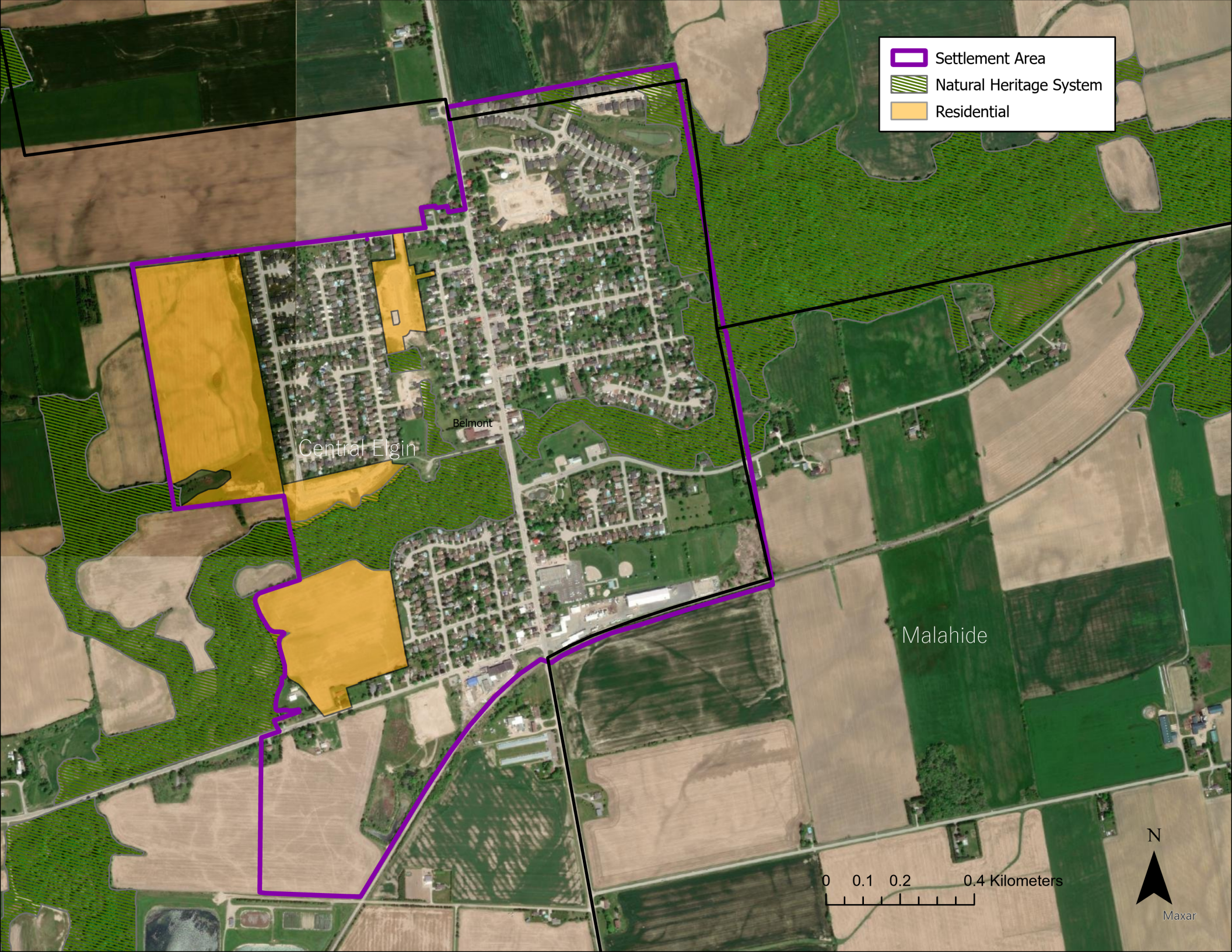
Residential

Southwold

Central Elgin

Port Stanley





Settlement Area

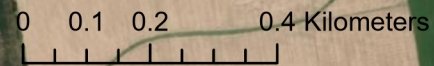
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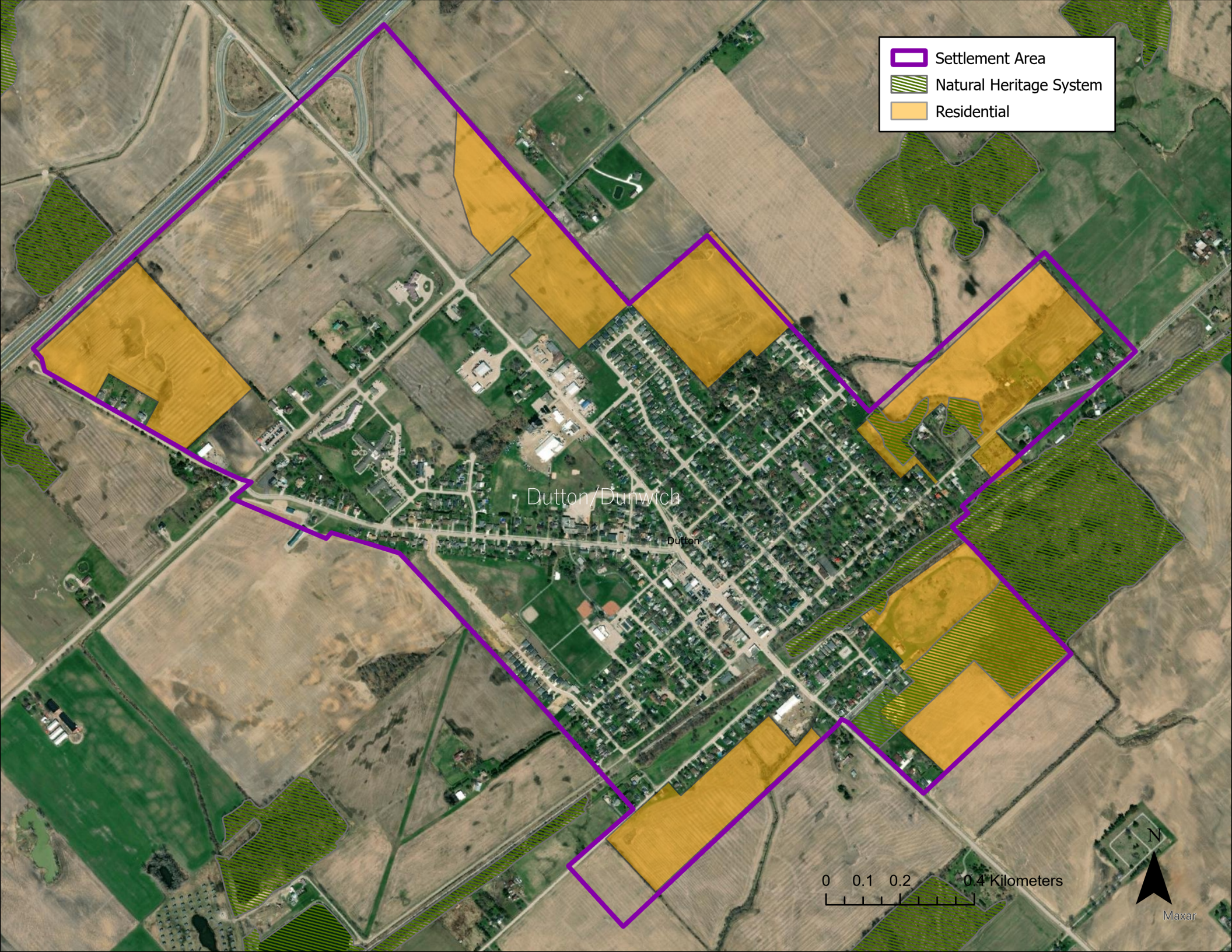
Residential

Central Elgin

Belmont

Malahide





Settlement Area

Natural Heritage System

Residential

Dutton/Dunwich

Dutton



Maxar



Settlement Area

Natural Heritage System

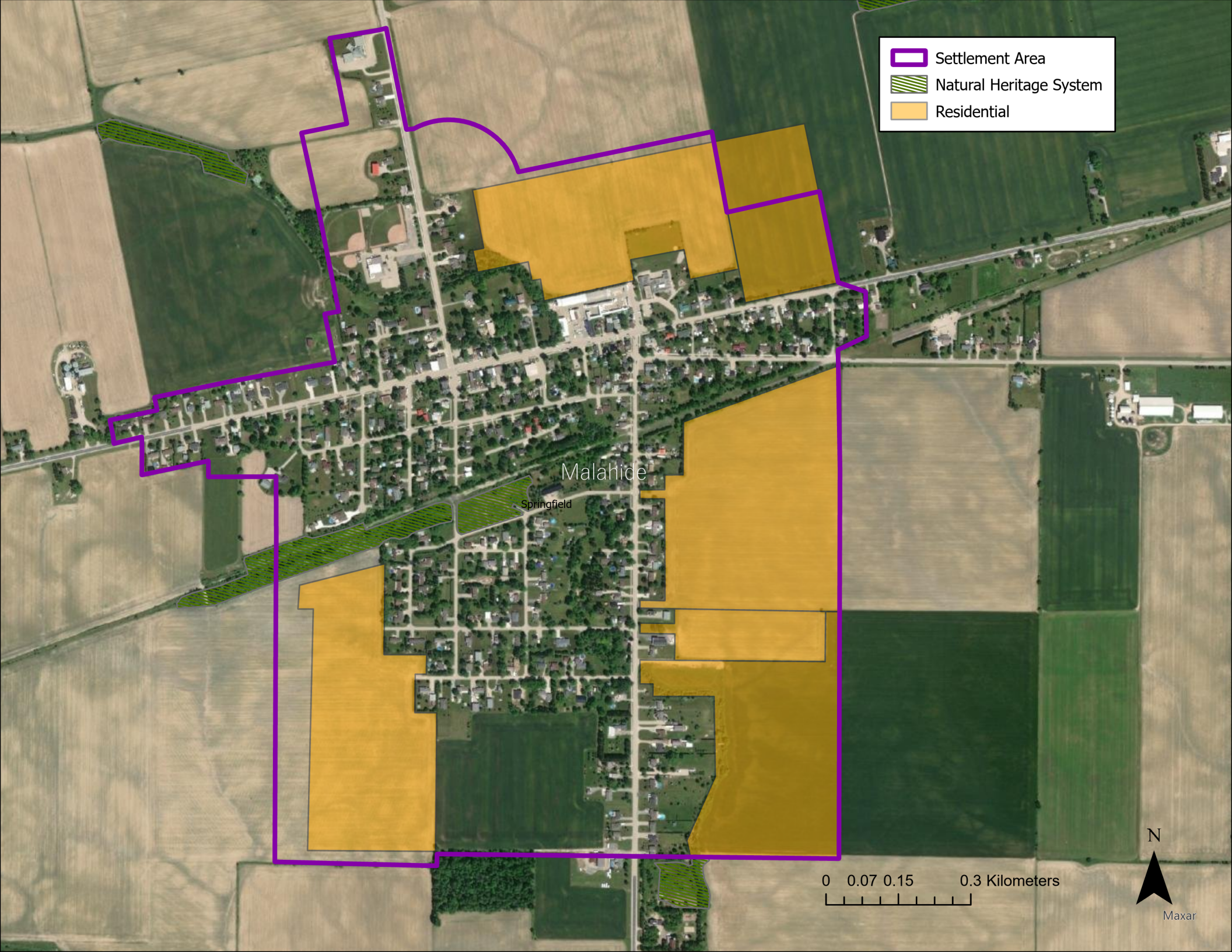
Residential

Bayham

Port Burwell

0 0.1 0.2 0.4 Kilometers





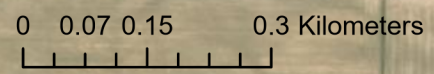
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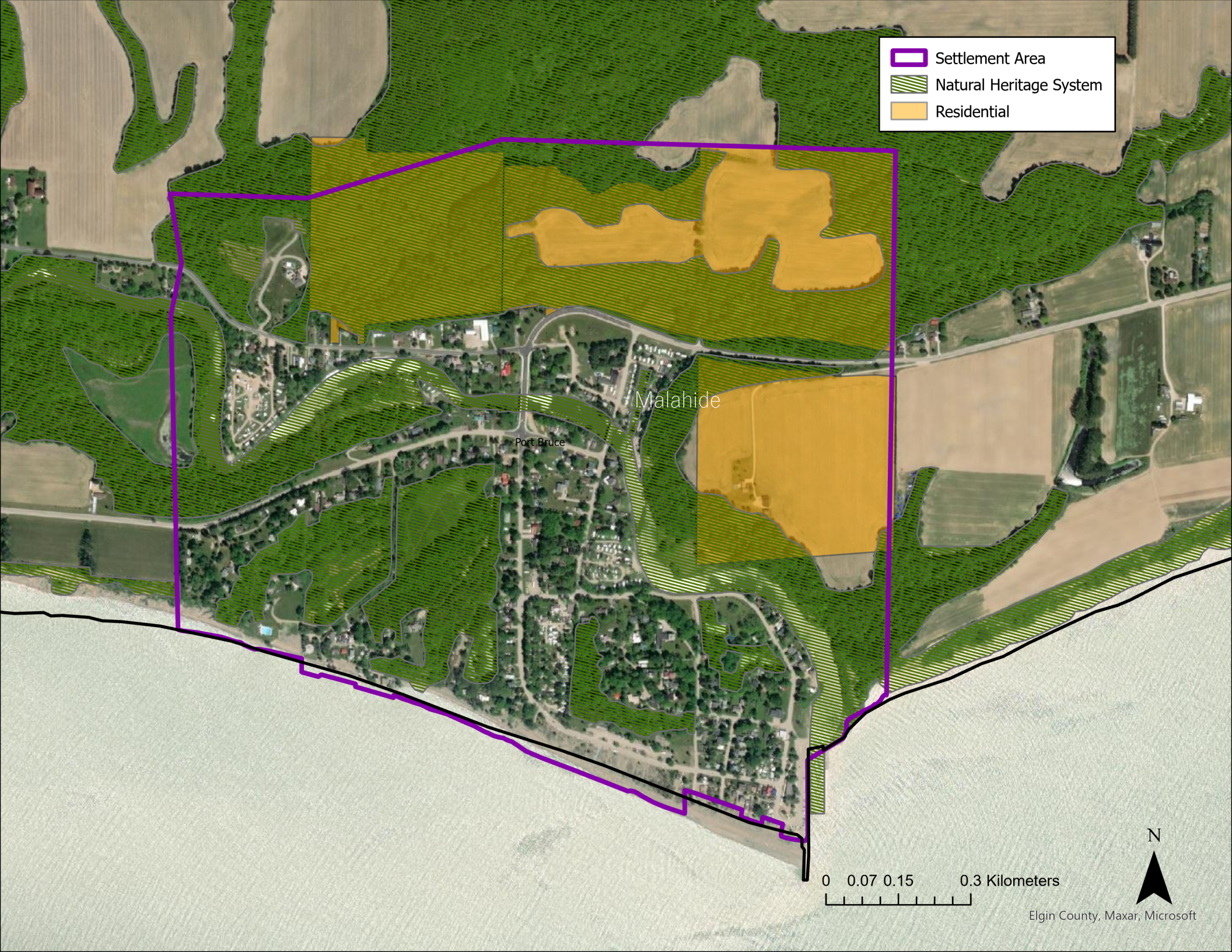
Natural Heritage System

Residential

Malahide

Springfield





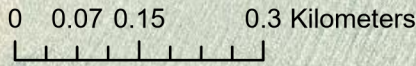
Settlement Area

Natural Heritage System

Residential

Malahide

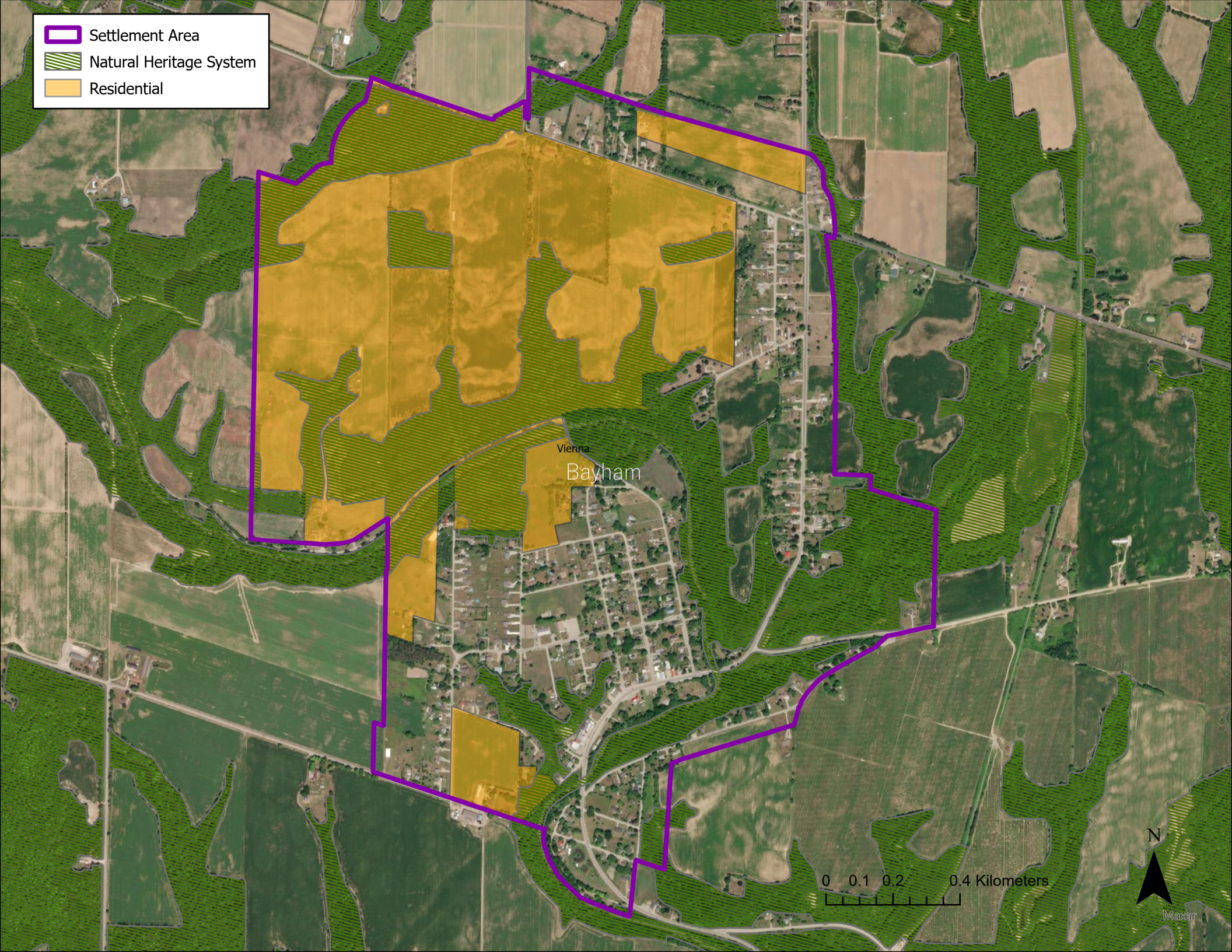
Port Bruce



Settlement Area

Natural Heritage System

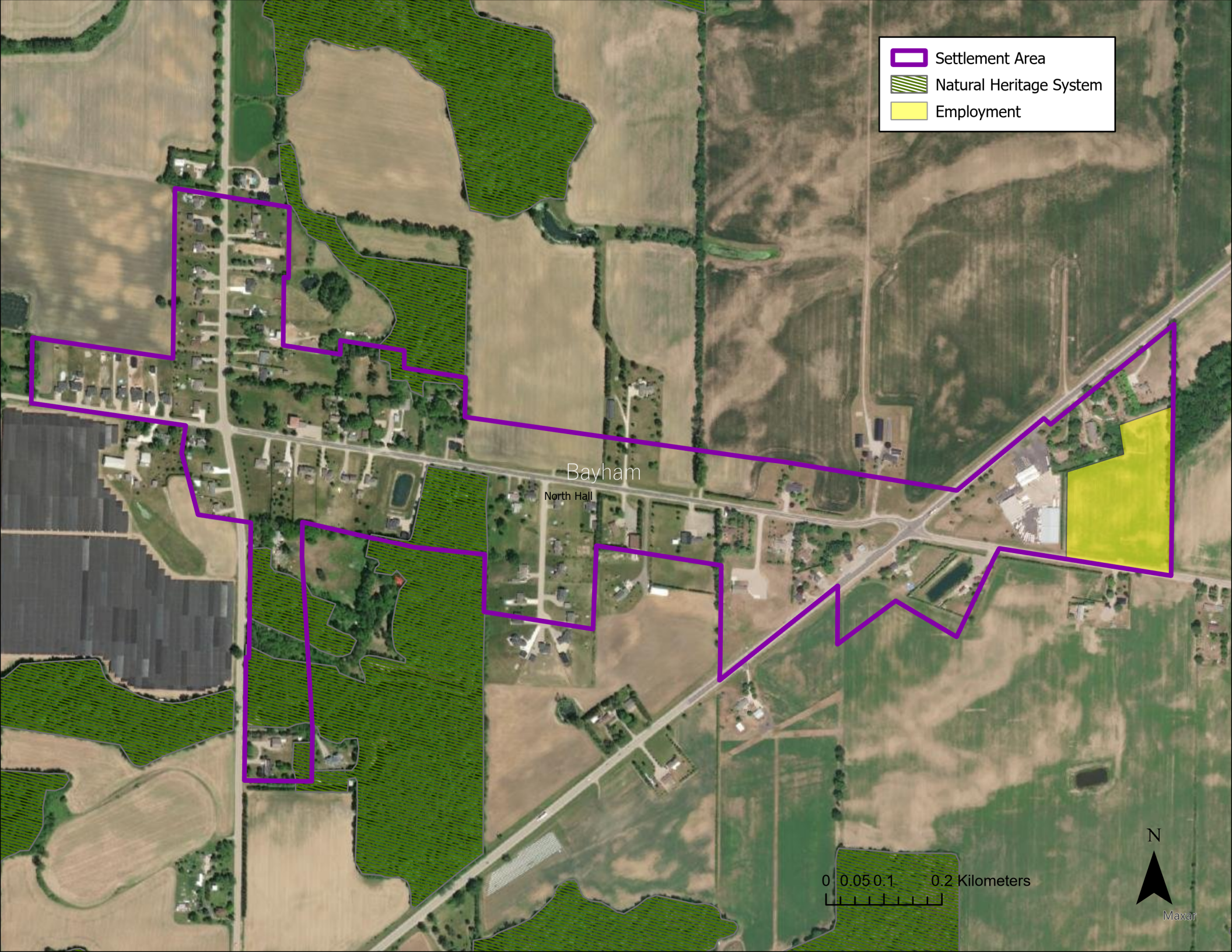
Residential



Vienna
Bayham

0 0.1 0.2 0.4 Kilometers





Settlement Area

Natural Heritage System

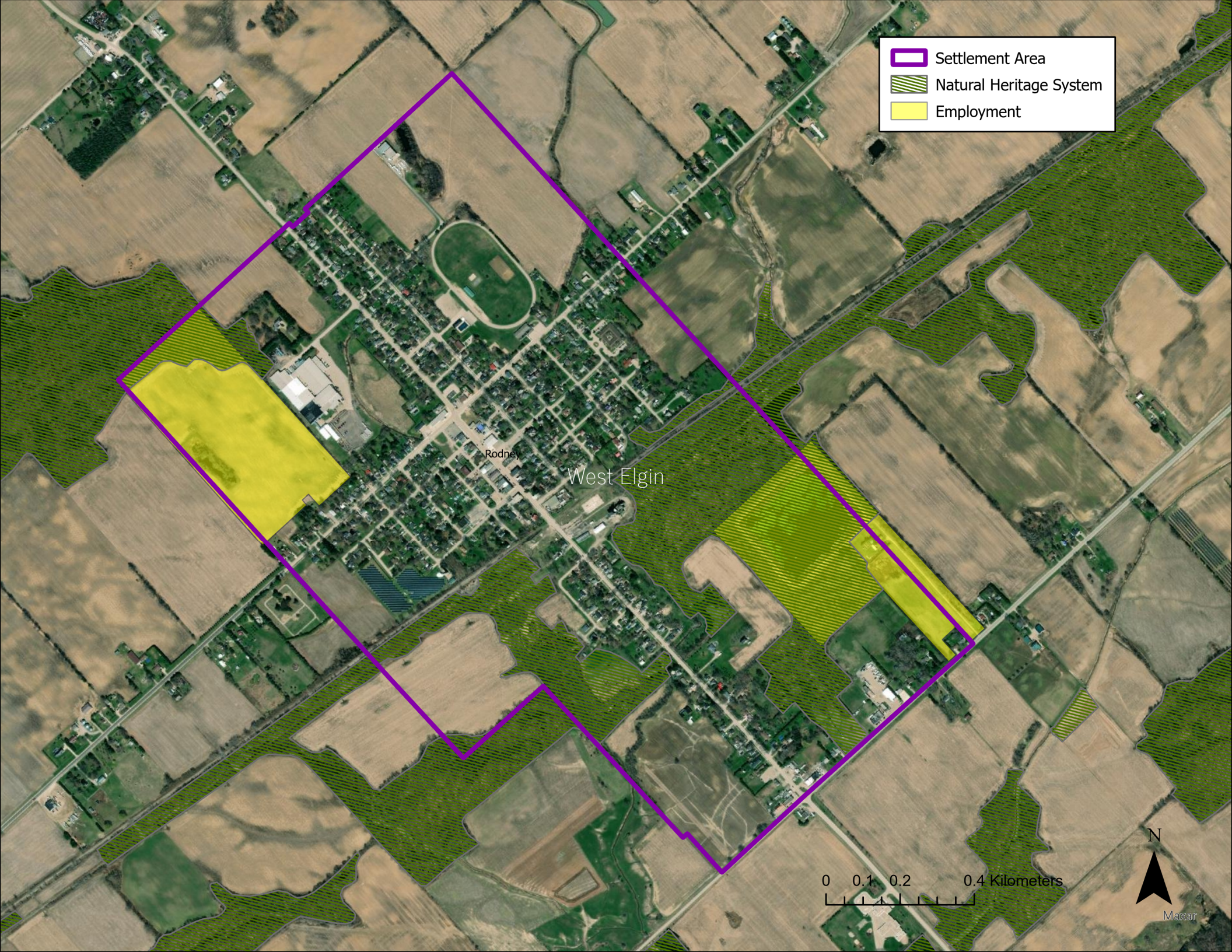
Employment

Bayham

North Hall

0 0.05 0.1 0.2 Kilometers





Settlement Area

Natural Heritage System

Employment

Rodney

West Elgin

0 0.1 0.2 0.4 Kilometers



Appendix C

Growth Management Policy

Recommendations

A. Identify and Allocation Population, Housing and Employment Projections

Where land use planning is conducted by an upper-tier municipality, such as Elgin County, the upper-tier municipality, in consultation with the local municipalities, is required to identify and allocate population, housing and employment projections for the local (lower-tier) municipalities in accordance with 1.2.4 (a) of the Provincial Policy Statement (PPS). As discussed in previous sections of this report, 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 (PPS 1.1.2). The report forecasts growth to 2051 (over a 30-year time horizon) to support decisions regarding infrastructure, public service facilities, and employment areas – all of which can be planned for beyond the 25-year time horizon.

Connecting this Provincial requirement to the updates to the Elgin County Official Plan (ECOP), based on Hemson's findings and local municipal consultation, the following forecasts can provide the basis for managing growth to 2046 (for housing and residential/community areas) and to the year 2051 (for employment areas, infrastructure, and public service facilities). Based on an assessment of trends, the population of the County (excluding St. Thomas) is forecast to increase from 53,290 in 2021 to 67,150 in 2051. This growth is allocated across the County as follows:

Population

Year	2021	As outlined in Appendix A (Hemson)	2046	2051
Aylmer	7,920		10,220	10,760
Bayham	7,300		8,300	8,560
Central Elgin	14,090		17,760	18,330
Dutton/Dunwich	4,260		4,950	5,100
Malahide	9,570		12,300	12,800
Southwold	4,980		5,840	6,040
West Elgin	5,170		5,500	5,560
Total	53,290		64,870	67,150

Households

Year	2021	As outlined in Appendix A (Hemson)	2046	2051
Aylmer	3,070		4,040	4,250
Bayham	2,260		2,820	2,950
Central Elgin	5,460		7,510	7,910
Dutton/Dunwich	1,600		1,990	2,080
Malahide	3,010		4,070	4,280
Southwold	1,710		2,310	2,480
West Elgin	2,100		2,420	2,480
Total	19,210		25,160	26,430

Employment

Year	2021	As outlined in Appendix A (Hemson)	2046	2051
Aylmer	3,560		4,760	5,020
Bayham	1,590		2,090	2,180
Central Elgin	4,070		5,160	5,290
Dutton/Dunwich	1,340		1,670	1,720
Malahide	2,110		2,940	3,050
Southwold	1,570		3,550	3,720
West Elgin	1,530		2,010	2,150
Total	15,770		22,180	23,130

The County is also responsible for identifying areas where growth and development will be directed, including the identification of growth nodes and the corridors linking these nodes (1.2.4 (b)). The Elgin County Official Plan (ECOP) Schedule 'A' Land Use and Section B2 of the ECOP directs that the majority of growth be planned to occur in the settlement areas in the County that are on full municipal services and establishes a hierarchy of settlement areas. These land use patterns are also intended to align with the policies of PPS 1.1.1 and 1.1.3.2, which state:

1.1.1 Healthy, liveable, and safe communities are sustained by:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term;
- b) Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, 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;

- c) Avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in these areas which are adjacent or close to settlement areas;
- e) Promoting the integration of land use planning, growth management, transit-supportive development, intensification, and infrastructure planning to achieve cost-effective development patterns, optimization of transit investment, and standards to minimize land consumption and servicing costs.

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

- a) efficiently use land use 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 and 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
- a) are freight-supportive.

With the results of the forecasted population, household, and employment growth determined by Hemson, it is required that the ECOP identify and allocate growth in accordance with the PPS to the settlement areas of each local municipality. Therefore, as part of the OP update, the existing settlement areas can be re-visited and evaluated to determine how growth should be directed in a manner that meets the intent of the guiding Provincial policies (e.g. accommodating a mix of uses and residential densities), as well as the recent/projected growth trends (e.g. the need to encourage housing for more seniors), to implement **PPS 1.2.4 (b)** that states that the upper-tier shall “identify areas where growth or development will be directed, including the identification of nodes and the corridors linking these nodes”. The current OP states that it is the County’s policy “to ensure that at all times, the County has a 20 year supply of serviced residential, employment and commercial land, in intensification areas, and designated growth areas, and in the right locations”.

There are currently eleven (11) Tier 1 settlement areas identified within the County which are distinguished by their relatively large population size and presence of full municipal services (water and wastewater). There may be a desire, however, during the planning horizon to identify sub-tiers within this settlement area hierarchy to direct higher density growth (e.g. mid-rise apartments) and a greater mix of uses (e.g. community serving uses where population-related employment is required to create complete communities). This approach could serve two purposes:

1. To create greater certainty within the development community and public that plans for new growth (infill or greenfield development, when/if forecasts allow) could be accommodated, if appropriate municipal review processes were undertaken;
2. To help lower-tier municipality target planning for infrastructure improvements, public service facilities, transportation and pedestrian networks, parks and open spaces, and other community assets that increase quality of life for existing and future residents and attract

investment. Community consultation and engagement should be undertaken to determine where targeted higher density growth could be allocated consistent with current OP policy.

Recommendation No. 1

It is recommended that the County Official Plan be updated to reflect the current population, household, employment/job forecasts in the Hemson Report, showing the forecasts to the years 2046 and 2051, by local municipality.

Target policy updates: A2/B2.2/B2.4/B2.1.2

The preamble to the sections regarding growth management should be updated to indicate the 25 year planning horizon, and allocated growth to that new timeframe. Additionally, the summaries to allocate growth to local municipalities (west growth in relation to central/east, etc.) can reflect the findings of the Hemson report.

Recommendation No. 2

It is recommended that the County evaluate its Tier 1 settlement areas to determine the extent to which a greater mix and range of uses and residential densities can be directed within these settlements, as required by the PPS.

The County should consider implementing a sub-tier of Tier 1 within the settlement hierarchy to include settlement areas that could achieve the desired greater mix of densities anticipated by the Province and outlined in the Hemson report which will allow growth and diversity, and increase people's ability to be able to live and work locally.

Target policy update: Schedule A

Within the County's OP Land Use mapping (Schedule A), a fourth tier could be provided for (i.e. Tier 1A) where the highest concentration of the diversity of land uses is to be achieved and future growth can be

directed as appropriate. Even having one settlement area per local municipality identified as a Tier 1A or 3-4 across the County, could help scope where the County intends to provide higher density housing (e.g. small apartments, retirement homes, multi-residential condominium communities, secondary suites as examples) ensuring that there is appropriate hard and soft infrastructure to support these uses. Furthermore, municipalities can plan for industrial/employment growth beyond the 25 year time horizon; therefore, refining where higher density growth is intended beyond the 25 year horizon can be integrated with planning for employment lands and future employment land employment (ELE), which can be designated when deemed necessary.

B. Promoting Intensification and Redevelopment

Locating new growth where existing infrastructure to support it, and the promotion of intensification and redevelopment projects are key considerations for Elgin County's role in managing and directing growth.

Housing occupancy patterns in Hemson's findings indicate a demand for higher density housing (e.g. apartments) for those in their early 20s and very low for other age groups, though it begins to rise for older adults. This suggests that the range and mix of housing, particularly in the larger settlement areas such as Aylmer, Port Stanley, and Belmont is somewhat limited. The vast majority of apartment construction in the County has taken place in Aylmer (83%). Table 15 of the Hemson report, however, identifies Malahide, Southwold, and Central Elgin (along with Aylmer) as locations where more density and intensification can be supported within the existing settlement areas.

The report also recognizes the role of Central Elgin and Aylmer/Malahide in accommodating most of the forecasted housing growth. There are noted demographic shifts anticipated that will serve to influence the types of

housing, and the locations of those homes, that people would consider and be attracted to. For instance, there is a significant increase in migrants to the County, including:

- Increase in those coming into Elgin in their late 20s and early 30s who are forming new households and purchasing their first home with young children. A doubling of the 0-4 age cohort is forecasted, and these children will soon be of school age. Therefore, ground-oriented housing where schools are planned or available is required.
- Increase in those coming into Elgin between their later 40s and early 60s, of whom older adults may be downsizing in home type and looking for more access to outdoor amenity spaces (trails, parks, etc.) and seeking active retirement lifestyles. Multi-residential condos and the full range of seniors' residences would be a desirable housing form for these groups.
- There is a projected continued trend of out-migration of young adults in their late teens and early 20s seeking job training, post-secondary education and employment in larger centres. There may be a desire to provide higher density student housing for surrounding local colleges and training centres, or satellite training centres, in an effort to ensure young adults can afford to stay in the communities of Elgin.

Under the PPS, planning authorities are encouraged to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs. Within settlement areas, sufficient lands are to be made available through intensification and redevelopment and, if necessary designated growth areas. Therefore, Hemson's evaluation of intensification potential should be considered first, before new designated growth areas are considered for inclusion in an urban growth boundary. Policy 1.1.3.3 of the PPS guides intensification. It states:

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating 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.

In areas of Ontario where transit does not currently exist, this policy still applies as the definition of transit-supportive means “development that makes transit viable… It often refers to compact, mixed-use development that has a high level of employment and residential densities” and that intensification locations should be planned considering the availability of suitable hard and soft infrastructure needs.

With local municipal involvement to review and provide feedback on Hemson’s report, it is anticipated that each Tier 1 settlement area’s infill and intensification growth potential lands were considered to have available or planned infrastructure to create the targets identified in Table 15 to meet PPS 1.1.3.3. Ensuring planning for infrastructure is integrated with growth management is further explored in subsequent sections.

PPS policy **1.2.4 (c)** requires that Elgin will “identify targets for intensification and redevelopment within all or any of the lower-tier municipalities, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted [in accordance with the comprehensive review requirements of the PPS].”

Currently, the County OP supports the residential intensification and redevelopment within settlement areas, where an appropriate level of physical services is or will be available in the foreseeable future. In this regard, the County currently requires that 15 percent of all development occur by way of residential intensification and redevelopment, as outlined in the 2015 OP. As part of the update, the County can determine alternative

(i.e. higher) targets for intensification. Targets for redevelopment are less predictable, as they involve assessing the existing housing stock and landowner intentions for their sites. However, redevelopment, as well as measures such as brownfield remediation or building conditions assessments that seek to support redevelopment activities, can be encouraged through incentive programs like community improvement plans. Furthermore, local municipalities can also require density targets for redevelopment or infill projects that are in excess of their existing densities but still serve to maintain the character of the surrounding neighbourhood.

Recommendation No.3

It is recommended that the County encourage planning and growth management to be integrated with planning for school boards and other public amenities, especially for services that the County does not provide itself.

Target policy updates: B2.8

The policies for considering new development applications currently consider schools and community uses as complementary uses that should be evaluated in advance of permitting development, as outlined in E1.2.3.5. In addition, these public amenities could be planned for and integrated into the locational criteria for settlement expansions and help to dictate a re-evaluation of the settlements and their allocated tier in the settlement hierarchy.

Recommendation No. 4

It is recommended that the County refine its policies requiring local official plans to include policies for minimum intensification targets, to align with the targets outlined in Table 15 of Hemson's report, with consideration to provide higher targets for municipalities with a greater ability to support such intensification due to their size, population growth dynamics, and amount of vacant or underutilized lands within the boundary.

Target policy update: C1.3.2

The general policies of the OP current state that residential intensification and redevelopment within settlement areas, where an appropriate level of physical services is available or planned, will be supported: “In this regard, the County will require that 15% of all development occur by way of residential intensification and redevelopment”. As Table 15 shows, the growth forecasts assume different intensification rates in each local municipality, with the Elgin County average assumed to be 16%. Of note, the highest intensification rates can be supported in local municipalities where there is a greater share of the County’s growth anticipated (e.g. Aylmer with a 0.8% projected growth rate; and Central Elgin with a 0.7% projected growth rate). Therefore, the County may desire to promote intensification in those areas to a higher target (i.e. 20%) in order to meet the overall County average. This would also serve to create opportunities for higher density housing in locations where there is existing infrastructure and public services to support such uses and attract aging Elgin County residences who may be seeking opportunities to downsize while remaining in close proximity to their communities.

Recommendation No.5

It is recommended that the County review its CIP programs and provide targeted funding to areas (e.g. priority CIP Areas) where existing vacant and underutilized lands are most prevalent. This can include programs such as those that waive development charges, or cover/reduce application fees for *Planning Act* approvals.

Target policy/program update: F6.1 (i) & Local OPs

The community improvement plans (CIPs) of local municipalities, as well as the County’s, can use Hemson’s findings to inform, update, and refine their CIP programs to a. better define the “target areas” for

promoting intensification (F6.1 (i)) and b. ensure programs provide incentive to redevelopment of a property (in addition to repurposing of existing buildings). The marketing of such CIP programs is also key in encouraging and supporting redevelopment activities.

Recommendation No.6

It is recommended that the County encourage local municipalities to create minimum density requirements for intensification and redevelopment applications, in addition to minimum requirements for applications in designated growth lands (i.e. greenfield development). Additionally, the County should review the OP for other potentially restrictive policies that present an indirect barrier to infill development (such as misaligned parking requirements, restrictions on housing types within the residential areas, and overly descriptive compatibility requirements regarding shadowing, setbacks, or lot coverages).

Target policy update: E. 1.2.3.5 c)

The OP currently identifies that there is a requirement for “the density of the development [to be] appropriate for the area”. This policy could provide more direction by applying a unit per hectare (uph) minimum requirement and better defining what an appropriate density and design would be for new development to follow. This minimum could be different for residential intensification projects (e.g. re-building within the built up boundary) vs. greenfield development (or growth that is expanding the existing built-up area of the community), as infill and redevelopment tends to have more considerations for maintaining the existing community character and therefore potentially lower density targets.

C. Second Units/Suites

Along with residential intensification, a type of gentle density is second units, as they can be located within an existing home with very little exterior evidence of their added density. The County has provided policies to direct local Official Plans to be permissive of second units in detached, semi-detached, row houses and ancillary structures, as noted in C1.3.2 of the County OP. That said, these units typically would not be part of the overall intensification and redevelopment target, as the density is not typically calculated in the density requirements. Therefore, if Elgin establishes stronger density requirements as part of the update to the OP, there should be a clarification included within the second unit policies to note this. Also, there could be high-level guidance included in the OP to provide direction to local municipalities.

Recommendations No.7

It is recommended that the County update its second unit policies to provide additional clarity.

Target policy update: C1.3.2

The current policies can provide clarity to note the following:

- Whether mobile homes are permitted as a second unit;
- Whether a garden suite is permitted as a second unit;
- That there are only two permitted per property (one within the primary structure; and one within an ancillary/accessory structure);
- They are not permitted on or adjacent to any hazards/hazard lands (such as flood-prone areas);
- They must meet the Ontario Building Code, Fire Code, and any applicable Property Standards By-law;

- That local municipalities are permitted to create regulations for second units as established through local Zoning By-laws.

D. Land Use Patterns and Settlement Area Hierarchy

Settlement areas take many forms within municipalities and can include cities, towns, villages, and hamlets – those with more urban or rural characteristics within a municipality. In provincial policy, settlement areas are described as areas that are:

- a) built up areas where development is concentrated, and which have a mix of land uses; and
- b) lands which have been designated in an official plan for development over the long-term planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated.

To more fully understand b), ‘designated growth area’ are defined by the PPS as lands within settlement areas designated in an official plan for growth over the long-term planning horizon provided in policy 1.1.2, but which have not yet been fully developed. Designated growth areas include lands which are designated and available for residential growth in accordance with policy 1.4.1(a), as well as lands required for employment and other uses. Furthermore, ‘designated and available’ means lands designated in an OP for urban residential use. For municipalities where more detailed official plan policies are required (e.g. secondary plans) before development applications can be considered for approval, only lands that have commenced the more detailed planning process are considered to be ‘designated and available’ under this definition.

Therefore, designated settlement areas within Elgin County must support a mix of land uses and be able to demonstrate that they are able to support (through servicing and potentially secondary planning) the mix of uses. Settlement areas are often classified within municipal official plans to identify communities where there is an existing efficient use of lands and resources, with planned or available infrastructure and public service facilities to support additional growth. Within Elgin County, there are 47 settlement areas identified¹, and their classification within a three-tier structure is largely based on the types of hard infrastructure that supports their growth. Other factors that can be used to determine and classify the types of settlement areas within Elgin can include size, density, population, economic activity, diversity and intensity of land uses, and service levels (e.g. soft services) that are existing or planned for each community. Therefore, the classifications of settlement area tiers within Elgin could be more descriptive to aid local municipalities in determining both their existing and desired forms and functions of each settlement area. For instance, if no employment/industrial growth is anticipated or feasible, the likelihood of attracting additional residential growth minimizes.

Recommendation No.8

It is recommended that the County consider including policies within the descriptions of their tiered settlement area hierarchy to outline that the diversity of uses (residential, commercial, institutional, community, open space, etc.) that are planned or available, in addition to the level of hard infrastructure/physical services, as a way to distinguish between settlement areas.

¹ There is a discrepancy in the total number of settlement areas within the County of Elgin. There are 49 stated in the current Official Plan text (Section B2.4b)) and 52 listed on Schedule A of the Official Plan. This is due to some duplication where settlement areas overlap local municipal boundaries.

Target policy update: B2.5 d)

The descriptions of the Tier 1 settlement areas describe these areas as locations “to be central communities where a range of uses and opportunities are and can be provided”. Refined policies can more clearly articulate that the *broadest* range and mix of uses and densities can be accommodated in these settlements, creating settlements with the most diverse uses. The Tier 2 description should also speak to a range and mix of uses, since there is some growth allocated/anticipated for certain settlements.

Furthermore, an assessment could be completed during each local municipal official plan to evaluate the residential, commercial, industrial splits of each settlement area to determine if they can support a mix of uses, and if not, use village core and/or mixed use zones where they plan to locate community uses or mixed use buildings.

Alternatively, there may be a desire by a local municipality to re-direct their residential land allocation from partially serviced settlement area(s) to a settlement area with planned or available services. Malahide, Southwold, and Central Elgin are currently in a position where there is more growth potential within the designated growth areas of partially serviced settlement area than there is in their Tier 1 settlement areas. This provides a challenge to the development community as it allocates growth to areas where there is uncertainty as to whether future supporting uses (such as schools, community areas, neighbourhood servicing commercial uses, etc.) are, or can be, planned due to constraints in services. In turn, this makes potential development projects in partially serviced areas less viable as many buyers look to features like access to schools, employment, and recreational opportunities as key selling features when marketing new housing options. This distribution of growth areas will result in distributed development at generally lower densities and limited

opportunities for the development of a range and mix of housing types. Dispersing growth between a number of smaller settlement areas makes it more challenging to provide community facilities and services in a cost-effective or sustainable manner.

Significant amount of investment into land is required for areas where servicing and designations are not pre-determined through local area policies and schedules, so providing a high number of settlement areas as Tier 2 growth nodes, where servicing could be constrained, would deter new development and/or investment into the communities of Elgin County.

Furthermore, with Hemson forecasting more seniors and children than previously seen in Elgin, maintaining and maximizing opportunities for safe active transportation (e.g. walkability) to these key amenities from new housing growth will be key to quality of life for future residents. This can be provided for more cost-effectively by municipalities when there is an increase in the range and mix of uses and densities, as key amenities are in closer geographic proximity.

The following section discusses the PPS option to re-evaluate the settlement area boundaries to support growth in key nodes.

E. Directing Settlement Expansions for Community Uses

PPS Policy 1.3.8, states that the County is responsible for directing settlement area expansions of the local municipalities through the framework for a study called a comprehensive review. A comprehensive review is “based on a review of population and employment projections and which reflect projections and allocations by upper-tier municipalities”. Therefore, Hemson’s land needs assessment (Chapter 4) serves as the basis for any municipality within the 25 year time horizon seeks to expand their settlement area boundary to create additional designated growth lands.

The Hemson analysis, as summarized in Table 19, shows the gross land need, with the available vacant lands in each municipality's Tier 1 and Tier 2 settlements. Based on their findings, there is only one municipality with insufficient vacant land to accommodate their allocated community growth – Aylmer, which requires 21 gross hectares of designated growth area lands within the 30 year planning horizon.

The following PPS policies guide the expansion and change to settlement areas within Ontario:

1.1.3.8 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 their 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 alternatives 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 separation 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.

1.1.3.9 Notwithstanding policy 1.1.3.8, municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided:

- a) there would be no net increase in land within the settlement areas;
- b) the adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality;
- c) prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and
- d) the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.

For Aylmer to expand its current boundary, there would need to be a comprehensive review, as part of the local 5-year official plan review to evaluate lands surrounding their current boundary and allocating growth accordingly. The challenges within the Town of Aylmer for meeting the provincial requirements are the existing constraints on water and wastewater systems, and their current ability to be 'suitable for the development over the long term' and be 'financially viable over their life

cycle’. With only 20 hectares (50 acres) allocated for in growth, there may not be a viable servicing solution without major and/or costly system upgrades. Furthermore, with development taking place in a piecemeal fashion (such as 20 hectares at a time) it is difficult for the municipality or developer to plan for other community infrastructure that may support the development, such as stormwater management areas, walking paths and trails, road networks, and commercial shopping areas. The PPS does not prohibit planning for infrastructure beyond 25 years (under Policy 1.1.2); although, planning that there will be enough residential lands to support that infrastructure cannot be easily projected.

The following represents the options for the County to consider when support the Town of Aylmer in addressing its land supply deficiency. There could be one or multiple options chosen to address the current challenges facing the Town’s land constraints:

1. Reduce the overall number of Tier 1 settlement areas within the County. This would serve to provide more certainty that the Town of Aylmer is one key location that is intended to support a mix of uses and densities, and could serve their efforts to expand their servicing capacities in advance of growth, with clearer knowledge that they are not competing with a high number of other Tier 1 settlements.
2. Re-allocate Tier 2 vacant lands from other municipalities (e.g. Southwold, Central Elgin, and/or Malahide) based on considerations such as avoidance of the highest priority agricultural soils. These settlements are partially serviced and can only support limited growth in the form of infill and minor rounding out of their settlement area.
3. Re-allocate Tier 1 vacant lands from other municipalities based on those with the greatest supply of lands (e.g. Bayham, Southwold, and/or West Elgin).

4. Elevate only the Town of Aylmer to a Tier 1A settlement area, as outlined in Recommendation No. 2. This would serve to position the Town as a key growth node for the County, recognizing its important function as a regional service area.
5. Under PPS policy 1.1.3. 9, allow for Aylmer to re-locate all existing vacant lands (37.5ha) and their land need (20ha) to one location. This would allow for easier planning of community infrastructure when the servicing becomes feasible, but may not be a solution in and of itself. Currently, there may be a significantly sized parcel of residentially-designated lands that could only be accessed by constructing roads through a natural heritage system component.
6. Under PPS policy 1.3.2.4, allow for the conversion of lands within employment areas to residential uses, as there is an oversupply of employment lands in the Town of Aylmer. This also may not be a solution in and of itself, and may need to be combined with another option above, as there is a limited supply of employment lands in Aylmer as well.

With greater certainty that future development (beyond 2051) will be allocated to it, the Town would have increased flexibility to allow its municipal boundary to expand (based on discussions with Malahide) in advance of the planning/settlement area boundary. This would likely result in lands within an urban fringe area or agricultural uses within the Town. A solution to this would be for a clear policy framework within any lands not designed for growth (e.g. not 'designated growth areas' under the PPS) could not be developed on unless full municipal services were provided and restrictions to intensive agricultural uses (e.g. livestock farming) may be introduced to minimize land use conflicts on the urban/rural boundary.

F. Managing and Directing Employment Land Growth

Employment land related growth based on Hemson's finding indicate that about 7,500 new jobs will be created in the next 30 year period. With their analysis, it was determined that the Tier 1 and Tier 2 settlement areas would need 192.2 gross hectares of designated employment lands to meet the forecasted employment land employment growth to 2051. This demand can be met on a County-wide basis as well as at the local level.

The County role in employment land planning is to ensure that municipalities have the tools (such as these projections) to plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs (PPS, Policy 1.3.2.1). The current sufficiency of employment lands in Southwold is located near an exit on a provincial highway, in proximity to the intersections of County Roads, and follows an existing, active rail line. Furthermore, it is located proximate to a major warehousing fulfillment centre for Amazon, which may provide additional spin-off economic growth along the corridor. Forward looking, there is an anticipated faster rate of job growth in the County, reflecting the needs of a growing local population and the rejuvenation and development of key employment areas in urban centres and along the highway 401 corridor.

The County can also play a role in supporting local official plans to ensure that the employment areas identified at the lower-tier is appropriate to the planned function of the employment area (PPS, Policy 1.3.2.2). For instance, if heavy industrial uses are planned, ensuring appropriate buffering and mitigation potential from planned residential uses. Alternatively, if smaller, agricultural-based industries are expected, ensuring designated lands are located near agricultural-supportive roadway networks, etc. An assessment of the County's employment land needs can identify current land use trends while providing an opportunity to align County economic development goals with employment land supply and policies.

Recommendation No. 9

It is recommended that the County encourage local municipalities to determine the feasibility and appropriate location of currently designated employment lands, as part of their respective official plan updates and secondary planning processes to meet the requirements of PPS 1.3.2.2.

Target policy update: C1.1.3

Ensure that there is an objective of the Plan to work with local municipalities during their respective official plan reviews to assess their current employment areas, including their location, sizes, access to and quality of higher order road networks, etc. This will serve to ensure that the marketability of the employment lands meets the desired types of employment, and evolving industry trends.

G. Long-term Economic Prosperity & Recognizing Rural Growth

In addition to the need to protect and preserve employment areas for employment land employment, such as industrial jobs, the PPS also required municipalities to support the long-term economic prosperity of communities by promoting opportunities for economic development and community investment-readiness and encouraging residential uses to respond to dynamic market-based needs and provide necessary housing support and range of housing options for a diverse workforce (PPS 1.7.1 (a,b)).

Housing options are defined in the PPS as a range of housing types such as, but not limited to single-detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi-residential buildings. The term can also refer to a variety of housing arrangements and forms, such as but not limited to life lease community homes, co-operative housing, community land trusts, land lease community

homes, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses.

Other important factors in the long-term economic prosperity are to maintain and, where possible, enhance the vitality and viability of downtowns and main streets, and well as, encouraging a sense of place, by promoting well-designed built form and cultural planning.

The high activity rate in Aylmer, at 45%, can be a useful indicator of how ‘complete’ a community is, as residents have an opportunity to work near where they live. This is further demonstrated by the commuting patterns outlined in the Hemson report. Aylmer has the lowest percentage of their population commuting out at only 35%, whereas Bayham, Central Elgin, and Malahide all have over 60% of the working population commuting out of the municipality for work.

Aligning population-servicing uses and job growth with residential growth is a key consideration in the official plan review of the County as well as the local municipalities. Therefore, including policies in the OP that speak to any new development within a designated growth area ensuring that appropriate community services are provide would be recommended during the update.

Recommendation No.10

It is recommended that the County consider including policies within the requirements for growth in designated growth areas that support the development of complete communities.

Target policy update: B2.6

The descriptions of the policies that direct growth in the designated growth areas of Elgin should include the following language:

- The new development area will provide for and identify locations of various proposed land uses including parks and open spaces,

schools and community facilities and commercial area(s) intended to equitably meet the day to day needs of the residents, and

- The new development will provide roads and pathways that support all modes of active transportation and vehicular movement, considering access points, and design.

Tier 3 settlement areas within the County also play an important role in providing rural clusters of uses that are necessary to support rural job growth and rural populations and households. These areas can also play a primary role in providing areas where agri-tourism can be located in a manner that results in less impacts to primary agricultural production since these areas often have historic, reduced parcel sizes, can be located at key intersections, lower speed limits on traffic, and existing clusters of agricultural-related businesses (ag-commercial or rural-based industrial). Uses that may make up the agriculture-related or on-farm diversified land uses that are permitted in the agricultural areas could be ideally positioned for location in Tier 3 settlement areas. With infilling and minor rounding out permitted within Tier 3 settlements to support growth, it may be advantageous for local municipalities to assess if any existing lots could be targeted for agricultural-business uses or agri-tourism uses.

Recommendation No. 11

It is recommended that Tier 3 settlements are recognized as prime locations for directing agricultural supportive and rural economic development land uses, such as agriculture-related commercial and industrial uses and agri-tourism or other value-added agricultural activities.

Target policy update: B2.5

The text related to Tier 3 settlement areas could be updated to reflect that development resulting in on-farm diversified uses or agricultural-related uses, subject to the applicable policies of this OP, would be encouraged to be located in Tier 3 settlements, as there may be mutual benefits found with clustering such growth.