



DISCUSSION PAPER #1

POPULATION

- DRAFT -

Update December 2019



Presented to Town Council on
January 14, 2020

Introduction

The population characteristics of a community are vital components of how that community has developed in the past and will continue to develop into the future. Through an understanding of these components and the role they play in planning for the future growth and development of an area, land designations within the municipal boundary can be generated, evaluated, and revised.

Population projections are an important tool for anticipating and planning for the growth of the built environment and for determining what services, infrastructure, and land use types are required in order to meet the needs and demands of the current and future residents of the Town of St. Marys. The following points illustrate how land designations may impact the growth of the community as well as how growth may influence land designations.

- The change in the population will determine how much land should be designated for various land uses. Section 1.1.2 of the Provincial Policy Statement sets a time horizon of up to 25 years of land supply to accommodate an appropriate range and mix of land uses to meet projected needs. (Note: 25-year horizon proposed in new, unapproved PPS)
- Appropriately designated and available land for industrial development will promote future employment opportunities and growth in this sector of the economy that will, in turn, strengthen the economy, which then may promote further “spin off” developments of various types.
- The Planning Act correlates the establishment of new open space or parkland areas dependent upon the type of development that takes place. In a scenario where residential development is proposed, 5% of the land base (or cash equivalent) is allocated for open space/park to be used for the development of recreation areas for the enjoyment of the residents of the area. Similarly, where industrial development is proposed, 2% of the land base (or cash equivalent) is allocated for open space/park. Therefore the various designations of land will determine how much parkland will be needed and created in the community.
- The need for institutional uses such as schools, nursing homes, and hospitals may be forecasted based on the population’s characteristics (i.e., size, age distribution) which, in turn, may or may not indicate, that additional lands be allocated to meet those institutional needs.
- The built up form of a community will be determined by the allocation of its land resource base within the boundaries as well as the ability of the community to provide for the infrastructure necessary to support it.

Purpose

This Discussion Paper provides the recommendations of the Town's Planning Advisory Committee and has been built upon the foundations of the previous Discussion Paper on Population from 2004, prepared for the most part using 2001 census data from Statistics Canada. This updated version with primarily 2016 census data will outline the historical growth of the population; project future populations up to 2044 (the 25 year planning horizon), and provide the demographic distributions. Discussion Papers to follow will build on and include additional information for employment trends, land use designations and recommendations.

Historical Population

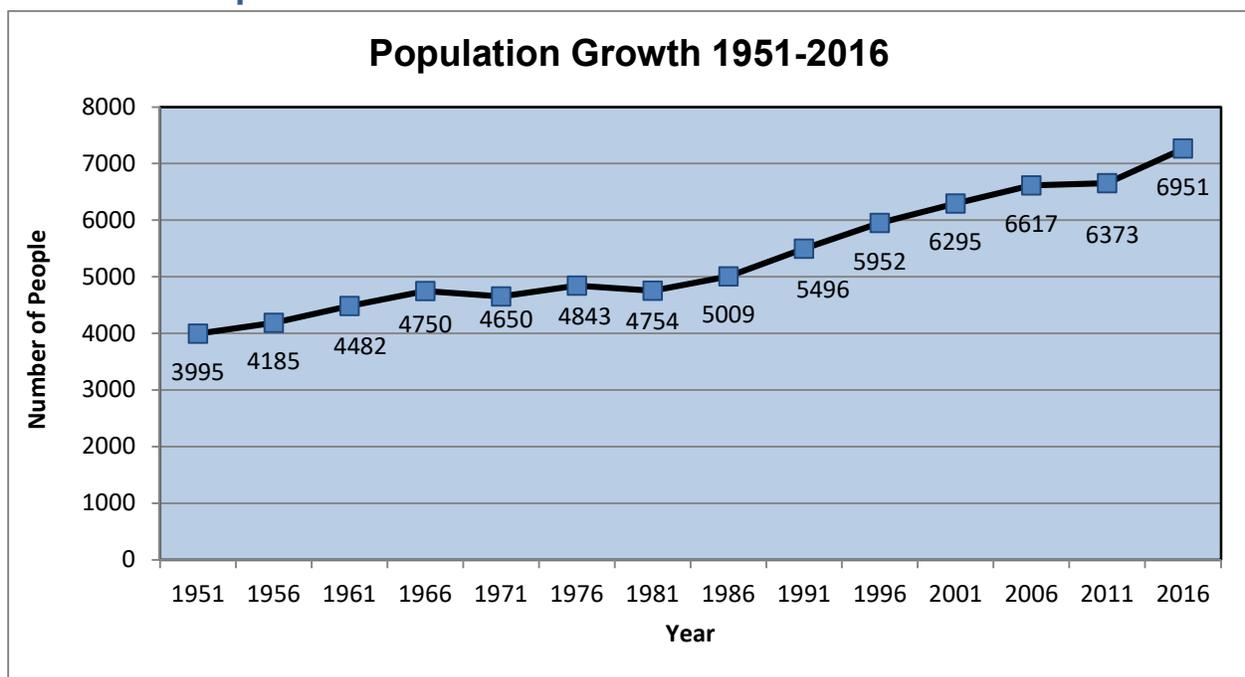


Figure 1 *Historical Population Growth*. Source: Statistics Canada

Overall St. Marys has experienced a steady increase in population regardless of fluctuations in the growth rates and a small population decline in the late 1960s-late 1970s. Over the last 65 years (1951 to 2016) the average 5-year population growth rate has been 0.89% per year. A greater 5-year growth rate has been experienced when examining more recent time periods. From 1986-2016, the 5-year growth rate per year increased to 1.14%. Figure 2 illustrates the change in population for the Town in five-year increments and as summarized in Appendix A.

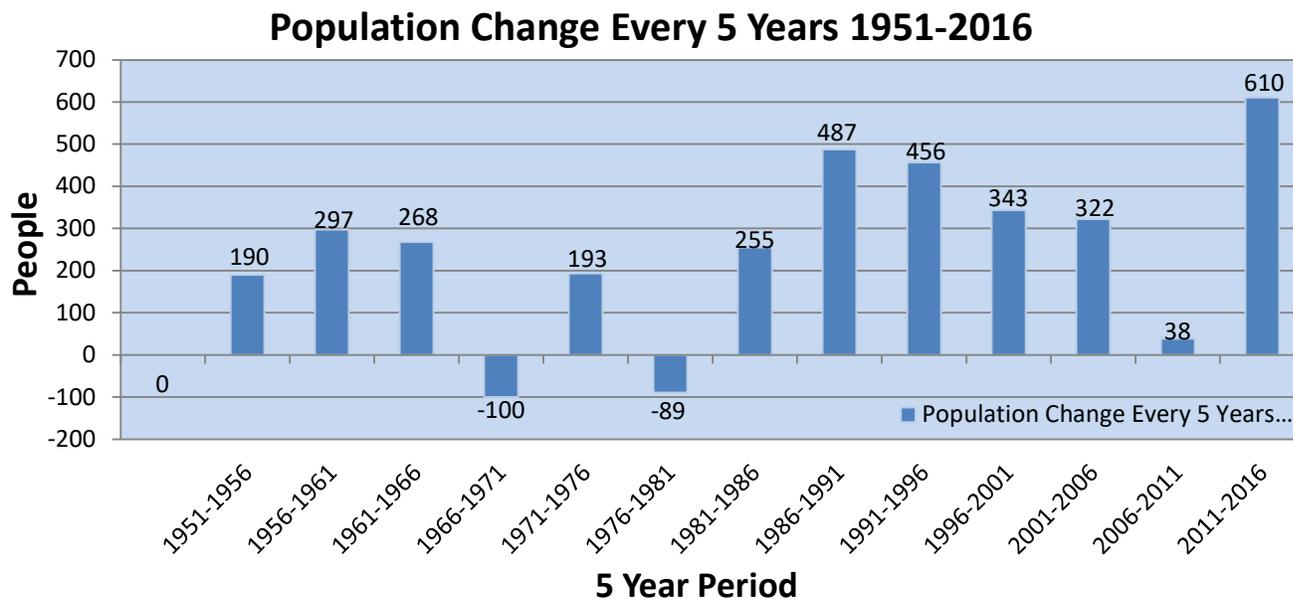


Figure 2 Population Change in 5-year increments.

Population Projections

Population projections in smaller communities such as St. Marys are typically variable as changes or shocks to the population variables (i.e., employment opportunities, net migration, birth and death rates, affordable housing, availability and access to medical facilities) have a much greater impact on a community with a relatively small population. An evaluation of the previous population projections charted with actual population growth for the Town reaffirms this (see Figure 3). Those projections assumed similar growth projections for the Town to those used for the whole province, and have proved to be ambitious estimates given the impacts of the economic downturn at that time; the province is better suited to absorb such impacts. Projections established for this Discussion Paper have taken more consideration into historic growth trends for the Town of St. Marys, for instance, its response to the last economic recession.

Ministry of Finance population projections are released annually based on trends and historical data. High, medium, and low growth rate scenarios are used to provide a range of perspectives when estimating future growth, with the medium (or reference scenario) being considered most likely to occur. Ministry of Finance projections are provided for the entire Province, and each of the 49 census divisions based for the reference scenario only. The first draft of this Population Discussion Paper 1 was presented to the Town's PAC in April of 2013 and the analysis was based, in part, on Ministry of Finance projections at that time for the 2011 to 2031 planning period. The Ministry's low, reference and high projections for the Province were 0.5, 1.1 and 1.6 percent. The projected growth rates analyzed in the

2013 Discussion Paper 1 for St. Marys were: Low (0.5%), Medium-Low (0.75%), Medium (1.0%) and High (1.5%).

Discussion Paper 1 was later updated and presented to the PAC in December of 2017 with more recent Ministry of Finance low, reference and high projections of 0.65, 1.2 and 1.8 percent, and projected growth rates for St. Marys of Low (0.5%), Medium (1.0%) and High (1.5%).

This Paper has again been updated based on the Ministry’s 2019 projections for the 2018 to 2046 planning period and provides low, reference and high projections of 1.3, 1.8 and 2.2 percent, as shown in Table 1 below. It is noted in the Ministry document that each projection is expected to gradually decline over the projection period (low - 1.4% to 0.4%; reference - 1.8% to 1.0%; high 2.1% to 1.6%).

Table 1 Projected Population Growth Rates for the Province (2018 – 2046)

2018-2046	Low Scenario	Reference Scenario	High Scenario
Growth rate per year	1.4%	1.8%	2.1%

Ministry of Finance projections (released 2019)

In the 2013 update, the Ministry projected that the population of Perth County would experience a slight decline between 2012 and 2036. However, the reference population projection for Perth County to the year 2036 has increased from 77,000 (in the 2013 Ministry update) to 90,800 (in the 2019 update). Based on the 2018 Ministry update, the population of Perth County is estimated to increase by 18.3% between 2018 and 2046, an average annual rate of increase of 0.65%.

To the immediate south of St. Marys, Oxford County’s population was projected to increase by 4.3% between 2012 and 2036 in the Ministry’s 2013 update. However, in the 2019 update, Oxford County’s population is project to increase by 26% between 2018 and 2046 (average annual rate of 0.93%). Also to the south, the population of Middlesex County is projected to increase by 36.2% between 2018 and 2046 (average annual rate of 1.3%).

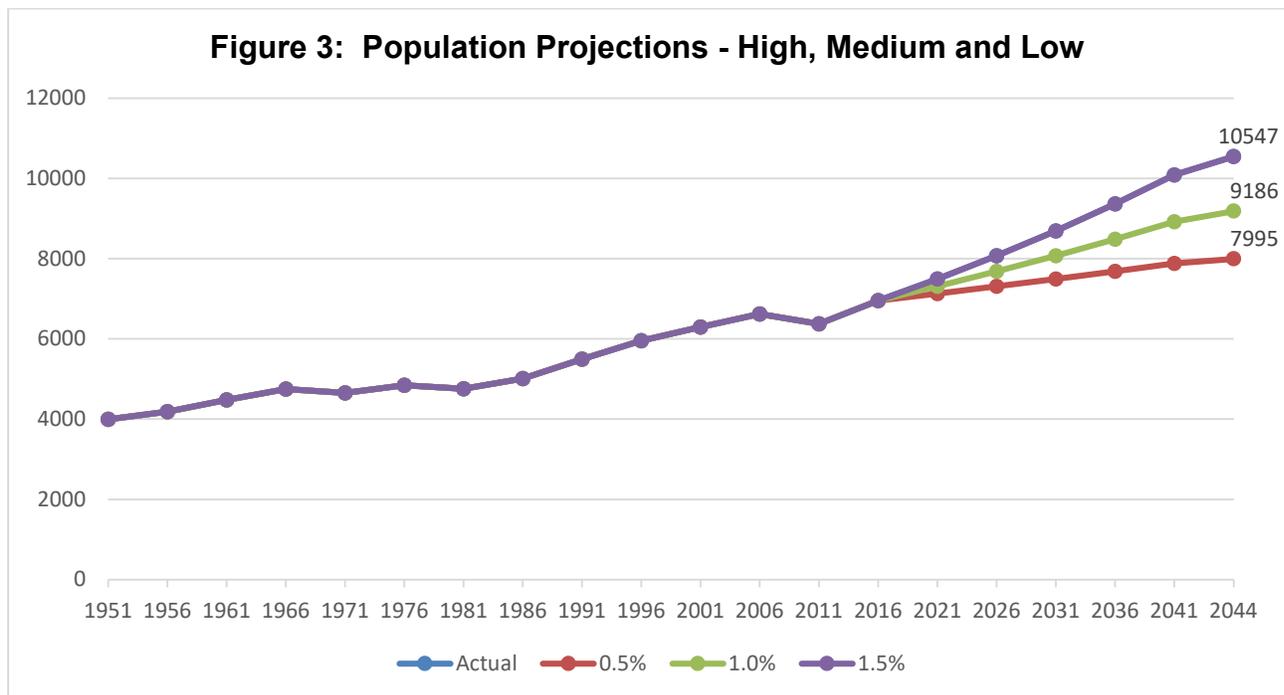
A similar approach is suggested for the Town. Three projection rates have been established and considered by PAC: low, medium, and high. These growth scenarios were established by examining the growth rates from distinct periods of time from the Town’s population history, while also taking into account the Provincial population patterns and trends reported by the Ministry of Finance.

Table 2 displays the growth rates that have been considered for projecting future populations of the Town.

Table 2 Projected Population Growth Rates for St. Marys

2011-2036	Low Projection	Medium Projection	High Projection
Growth rate per year	0.5%	1.00%	1.5%

The low growth rate is projected at **0.5%** per year and expects the low rates of growth experienced in the 1966 to 1986 period. The medium growth rate, **1.0%** per year, expects moderate rates of growth experienced in the 1996 to 2016 period. Finally, the high growth rate of **1.5%** per year reflects significant growth experienced during the 20-year period, 1986-2006. Figure 3 illustrates the total population expected within each category along with projections established from the previous projections using 2001 census data.



Appendix “B” shows the yearly population totals over a 28-year period for all three projections (2016 to 2019 plus the 25 year planning horizon to 2044). The base population of 6,951 from the 2016 Census Data (with 2019 adjustments) was used for the projections.

The low projection of 0.5% growth per year will increase the projected 2019 population (7,056) by 939 people to a total of 7,995 to the year 2044. Between 2019 and 2044, this means an average of about 38 additional people each year. The medium population projection based on 1.0% per year would be 9,186 in the year 2044, which is an increase of 2,024 people from the projected 2019 population (7,162), an average of about 81 persons per year between 2019 and 2044. The high projection of 1.5% will increase the total

population to 10,547 people in 2044, an increase of 3,279 people from the projected 2019 population (7,268), or an average of about 131 people per year.

Population Distribution

Figures 4 and 5 show the population distribution of St. Marys according to 2016 Census data. The median age of a population is an age, 'x', where exactly one half of the population is older than 'x' and the other half is younger than 'x'. The population distribution of St. Marys is aging rapidly, similar to that of the Province; however St. Marys has a higher median age (45.3) than that of the province (41.3). 2011 census data reported a median age of 44.4 for St. Marys. The proportion of females to males rises dramatically as the population ages.

Age Distribution St. Marys 2016

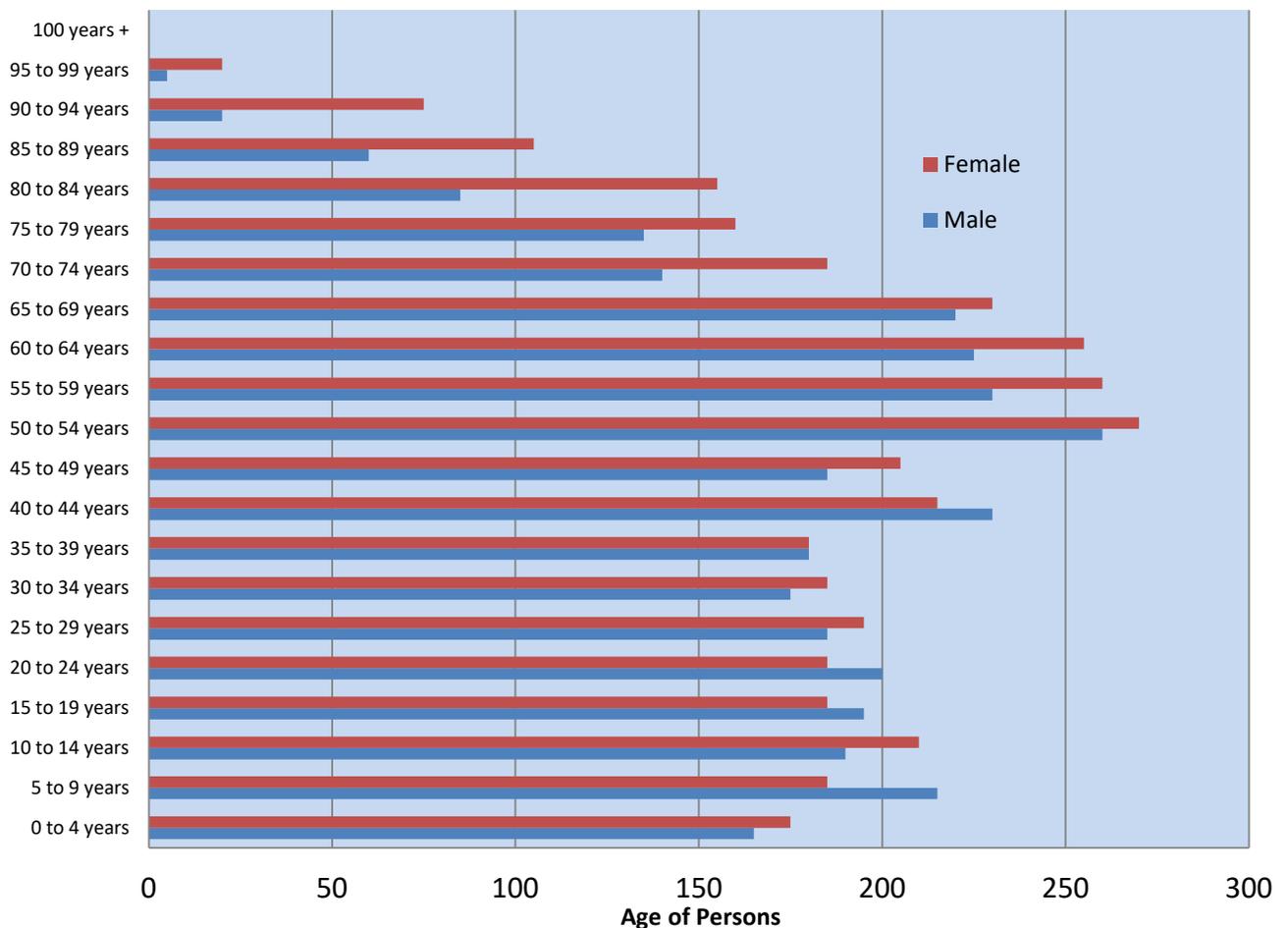


Figure 4 Age Distribution of St. Marys Population 2016

A population pyramid is a diagram that shows the proportion of the population in each age group (called a cohort). It visually displays the age composition or distribution of a society. There are three types of population pyramids (illustrated in Appendix “C”); those depicting rapid growth, slow growth, and population decline. A rapid growth population pyramid is one that looks like a “pyramid” that has a larger percentage of the population in the younger age cohorts (groups) and fewer in older age cohorts. This is most typical of a society that has high fertility rates and high mortality rates. A population that has zero growth has equal numbers of people in all age cohorts, with a smaller percentage in 0-20 age cohort, tapering off gradually at the older cohorts. A slow growth population is generally in the process of changing from a rapid growth society to a near zero growth. The United States is often cited as a typical slow growth pyramid model. The pyramid has roughly equal numbers of people in all age ranges, tapering off gradually at the older ages.

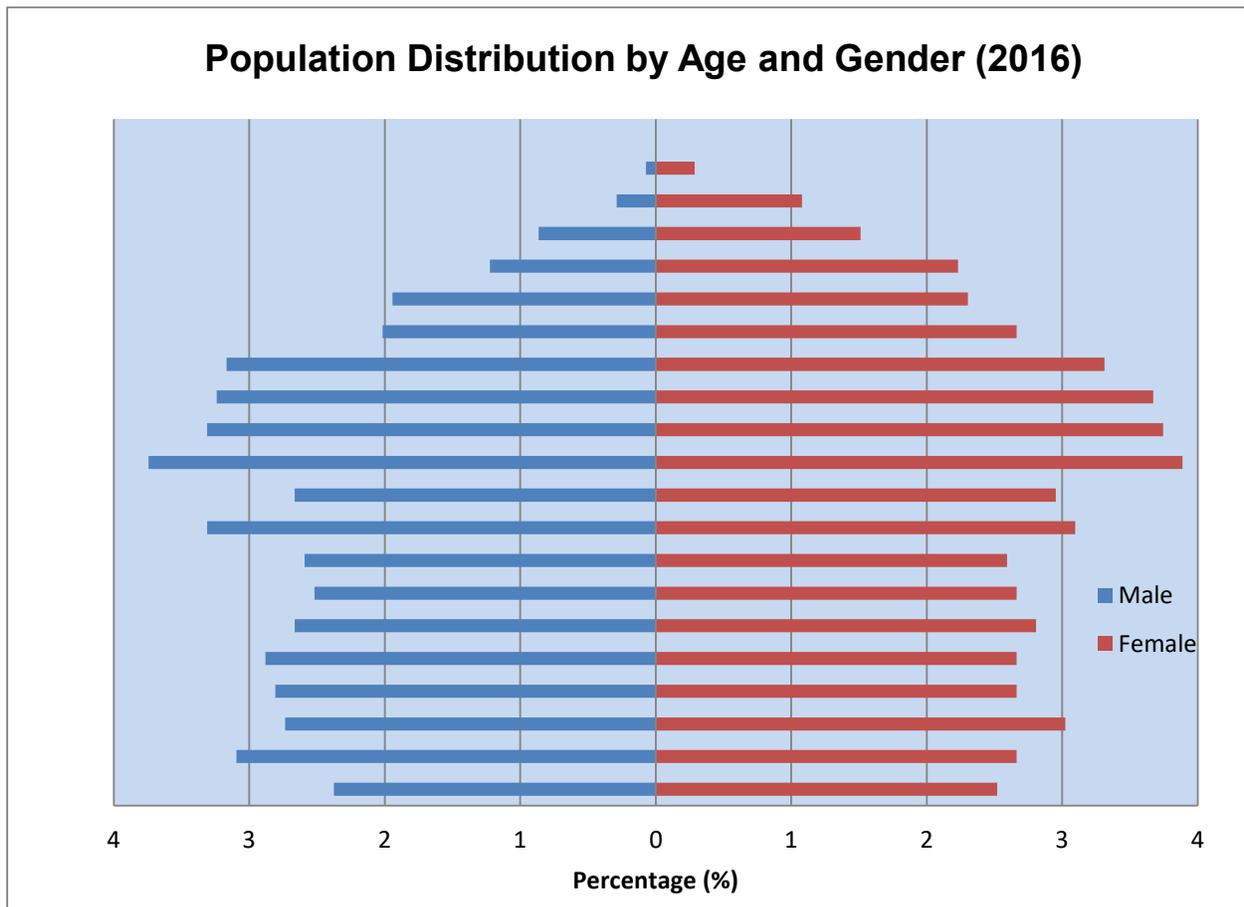


Figure 5 Population Pyramid showing age distribution Source: Statistics Canada 2016

The population of St. Marys, displayed in Figure 5, indicates an un-balanced population pyramid. As the pyramid attests, St. Marys has an aging population where the proportion of younger people to older people has shrunk significantly since the 2001 census data pyramid, illustrated in Appendix ‘E’. This trend, appropriately termed the “retirement boom”, signifies an increase in retirees and an accompanying decrease in the number of workers. Further

contrasting these trends to 2001 census data, there is now a noticeably smaller proportion in the cohorts under the age of 15. As a percentage of population, the number of "seniors" (aged 65 and over) in Ontario has consistently been higher than the Canadian average until 2001 when the rates became virtually equal².

Aging Population

The Ministry of Finance's Ontario Population Projections Update addresses the impacts of Ontario's aging population. According to its projections, the number of seniors aged 65 and over is projected to more than double from 1.8 million, or 13.7% of population, in 2009 to 4.2 million, or 23.4 per cent, by 2036, nearly one quarter of Ontario's population³. MMAH data on municipal assistance to aged persons (Homes for the Aged; housing for elderly persons; seniors' drop-in centers; social and recreational activities, etc.) indicates Ontario's municipal governments spent \$846,388,193 on assistance to the aged. By 2008, this figure had increased to \$1,433,109,628. Accounting for inflation, municipal governments spent approximately 40% more for assistance to the aged over eight years.

The growth in the share and numbers of seniors will accelerate over the 2019 – 2044 period, as the "baby boomer" generation reaches ages of 65 and older. In St. Marys, seniors will increasingly comprise more of the general population. This means that a greater portion of the population is entering into retirement, with less disposable income and facing greater health and accessibility requirements. An aging population can lead to an eventual decrease in property taxes as there will be a drop in housing along with downsizing and limited growth in housing prices⁴.

St. Marys is by no means immune from this rapid demographic shift. As stated previously, with a higher median age than the province, effects of this shift will be felt harder here. The 2004 Discussion Paper was successful in foreseeing this shift; it expected to see a change in the way the community traditionally relied on infrastructure and services. This future concern has arrived; health and mobility for the community's baby boom generation and their ability to access resources and services is now a key concern for the Town's growth and stability. Migration into the community is another factor that will impact both the total population numbers as well as the age distribution.

² AMO Paper on Long Term Care and Senior Services. Coming of Age: The Municipal Role in Caring for Ontario's Seniors, June 2011.

³ AMO Paper on Long Term Care and Senior Services. Coming of Age: The Municipal Role in Caring for Ontario's Seniors, June 2011.

⁴ Enid Slack. Municipal Fiscal Imbalance. Power Point Presentation to the Manitoba Association of Municipalities, November 30, 2006. <http://www.utoronto.ca/mcis/imfg/pdf/Municipal%20Fiscal%20Imbalance%20Nov%2006.ppt>

Migration

Current and future migration trends will have a significant impact on the population size of many communities, not just St. Marys. The reason for this is that the fertility rates are declining in Canada as a whole, which is contributing a smaller number of persons to the population than in the past. Migration is another factor that contributes to population change. Migration data for smaller communities like St. Marys is often non-existent or terribly inaccurate or variable due to the small sample sizes of the data. Generally, those persons between the ages of 20-35 are the most mobile as they attend school, start careers and marry which represents a significant out migration for the Town. Likewise, a net in migration of persons is experienced at the retirement age as the rural population relocates into a more urban environment, which offers better access to services and social interactions.

In 2016, Canada admitted a record 296,346 permanent resident immigrants. However, Ontario's share of this total has been shrinking since 2001 from 59.3% annually to a 2016 share of 37.1%. Of that percentage of immigration to Ontario in 2010, Southwestern Ontario only received 5.9% (GTA received 80.0%)⁵. 2016 Census Canada indicates that St. Marys had 20 migrants to the Town between 2011 and 2016.

⁵ Facts and Figures 2016 Immigration Overview - Permanent Residents Immigration, Refugees and Citizenship Canada

Concluding Remarks

The population of the community will be determined by several factors:

- The indefinite outcome of the current economic situation, both global and local
- Ability to mitigate impacts of its aging population
 - Natural increase (number of births and deaths)
 - Migration into and out of St. Marys
- Land available to support residential dwellings and population
- Land available to support industry to offer employment opportunities for residents
- Infrastructure provided by Municipality
 - Hard services such as water, sanitation, waste water treatment etc.
 - Soft services such as education and medical services

Recommendation

On September 25, 2018, Council endorsed an annual growth rate of 1.5 percent, for the 2018 to 2038 planning period, for the purposes of the Town's Official Plan review. It is recommended that Council's endorsement of the 1.5 percent growth rate be adjusted and extended to apply to the 2019 to 2044 planning period.

Appendix “A”

Actual Population Growth rates for

The Town of St. Marys &

The Province of Ontario

Year	St Marys Growth Rate	Ontario Growth Rate
1951-1956	0.95	1.18
1956-1961	1.42	1.15
1961-1966	1.20	1.12
1966-1971	-0.42	1.11
1971-1976	0.83	1.07
1976-1981	-0.37	1.04
1981-1986	1.07	1.06
1986-1991	1.94	1.11
1991-1996	1.66	1.07
1996-2001	1.15	1.06
2001-2006	1.02	1.07
2006-2011	-0.74	1.06
2011-2016	1.81	0.92

* Average annual growth rate over previous census year shown.

Source: Statistics Canada

Appendix “B”

Yearly Population Projections for Town of St. Marys: 2016-2044

Percent Growth Rate			
Year	Low (0.5%)	Medium (1.0)	High (1.5)
2016	6951	6951	6951
2017	6986	7021	7055
2018	7021	7091	7161
2019	7056	7162	7268
2020	7091	7234	7377
2021	7127	7306	7488
2022	7163	7379	7600
2023	7199	7453	7714
2024	7235	7528	7830
2025	7271	7603	7948
2026	7307	7679	8067
2027	7344	7756	8188
2028	7381	7834	8311
2029	7418	7912	8436
2030	7455	7991	8563
2031	7492	8071	8692
2032	7530	8152	8822
2033	7568	8234	8954
2034	7606	8316	9088
2035	7644	8399	9224
2036	7682	8483	9362
2037	7720	8568	9502
2038	7759	8654	9645
2039	7798	8741	9790
2040	7837	8828	9937
2041	7876	8916	10086
2042	7915	9005	10237
2043	7955	9095	10391
2044	7995	9186	10547

Source: Statistics Canada

Appendix "C"

