



# Greater Golden Horseshoe (GGH) Residential Land Adequacy Report Series

## Town of Whitby, 2006-2015

Report No. 3

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**Ryerson  
University**

**Centre for Urban Research  
& Land Development**  
Faculty of Community Services

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## Town of Whitby, 2006-2015

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## 1. WHITBY HIGHLIGHTS

As of December 31, 2015, the Town of Whitby was exceeding the *Provincial Policy Statement* (2014) requirement (Policy 1.4.1b) that requires municipalities to maintain at all times at least a minimum three-year supply of residential land for a mix of housing types (which means at least four years with annual monitoring, which Whitby does). The summary below shows land supply adequacy by housing type for the Town of Whitby as of December 31<sup>st</sup>, 2015.

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<b>Adequacy of Short-Term Residential Land Supply as of December 31, 2015</b>		
<b>Type of Unit</b>	<b>Rating of Adequacy<sup>1</sup></b>	<b>Years' Supply</b>
Singles/Semis	Ample	6.8 years
Townhouses	Ample	12.1 years
All Ground-Related	Ample	8.2 years
Apartment	Ample	31.2 years

Sources: CUR based on data in Figures 1 and 2.

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All housing types had an ample supply of land, with apartment units having the greatest supply, followed by townhouses and then singles/semis. As described in detail in the following section, there was a ground-related land supply shortfall in the previous four years (2011 to 2014). The land supply increased at the end of 2015 due to approval of the West Whitby secondary plan.

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<sup>1</sup> The rating of adequacy categories are:

Ample – More than a 6.0 years' supply

Adequate – 4.6 to 6.0 years' supply

Minimum – 4.0 to 4.5 years' supply

Poor – less than a 4.0 years' supply

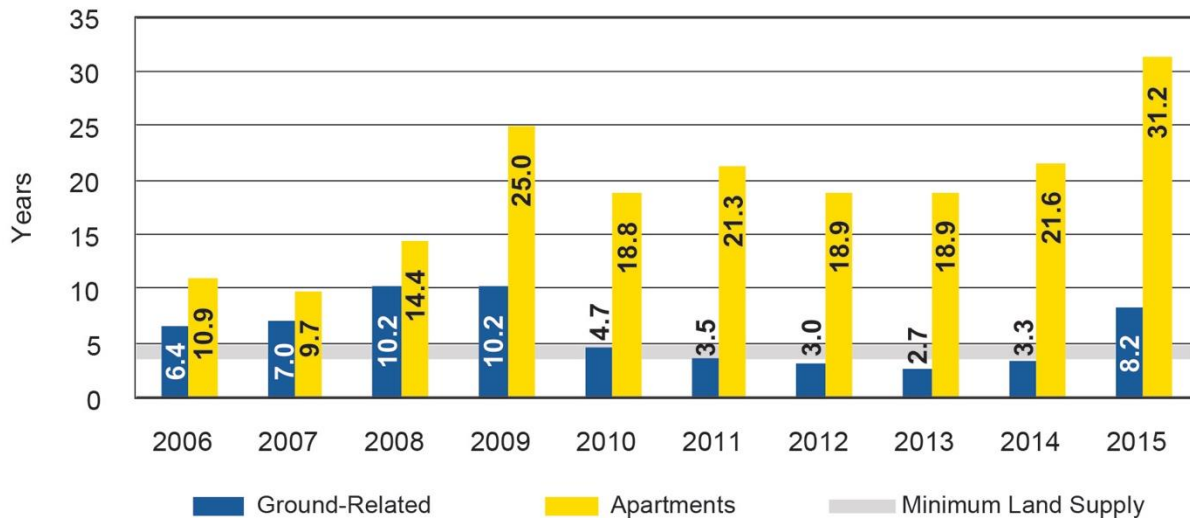
For background on Policy 1.4.1 of the *Provincial Policy Statement* and derivation of the short-term land supply ratings, refer to [Report 1: Overview](#)

## 1.1 Ground-Related Housing and Apartments

At the end of 2015, the years' supply of ground-related housing was 8.2 years.<sup>2</sup> There was a decrease from an average of 7.7 years between 2006 to 2010 to 4.2 years between 2011 and 2015. Between 2011 and 2014, the years' land supply was "poor," sitting below the minimum annual requirement of four years. However, there has been a recent increase in 2015, up to 8.2 years, although, this is still lower than the supply in 2008 and 2009.

Apartment land supply has increased since 2006. The average over the most recent five years (2011 to 2015) was 22.4 years, compared to 15.8 years in the prior five years (2006 to 2010). In 2015, the supply was at the highest point in the last ten years, 31.2 years. Unlike singles/semis, there has been a consistent "ample" supply of apartments through the past decade.

**Figure 1:**  
**Years' Supply of Short-Term Land by Type of Housing Unit, Town of Whitby, 2006 - 2015**



Source: CUR based on data in Appendix Table 3.

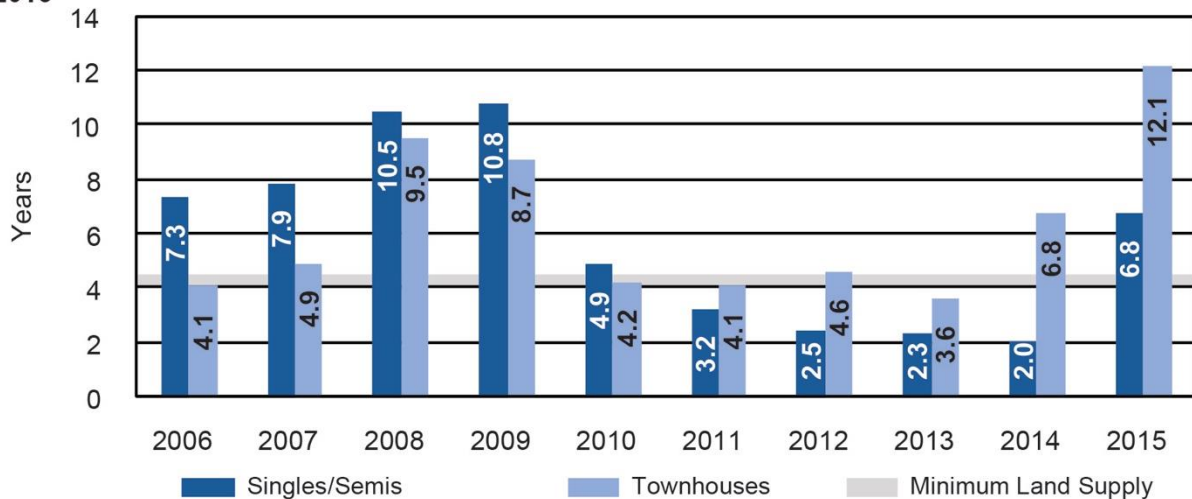
<sup>2</sup> Hemson Consulting's housing forecasts prepared in 2005 and 2013 are not available for local municipalities. The Region of Durham last published a disaggregated forecast in 2008 as part of the Official Plan update. We have adopted Whitby's procedure of using annual housing construction for the last 10 years to approximate demand (the difference is Whitby uses building permits issued and we use starts).

## 1.2 Singles/Semis and Townhouses

The singles/semis supply increased at the end of 2015 to 6.8 years, after being below the minimum annual threshold from 2011 to 2014. The years' supply of singles/semis was generally lower in the most recent five years, an average of 3.4 years between 2011 and 2015. This is a "poor" rating, and is significantly lower than the "ample" supply seen between 2006 and 2010 when the average was 8.3 years. The increase in 2014 and 2015 is attributed to the increase of available land because of the approval of seven plans of subdivision in 2015 and four in 2014. In 2015, five the Council approved plans of subdivision (also called draft approved) were in West Whitby. Of those approved in West Whitby by the end of 2015, 67% of the units were singles/semis. None of the three subdivisions registered in 2015 were in West Whitby.

Townhouses account for a large portion of the 2015 increase in the supply of ground-related housing. The annual supply was 12.3 years at the end of 2015, a rating of "ample." Like singles/semis, the most recent five years of townhouse supply had a lower supply than the previous five. However, because of the large increase in 2015 due to the approval of the West Whitby lands the averages are almost the same with 6.2 years in 2011 to 2015 and 6.3 years in 2006 to 2010.

**Figure 2:**  
**Years' Supply of Short-Term Land for Singles/Semis\* and Townhouses, Town of Whitby, 2006 - 2015**



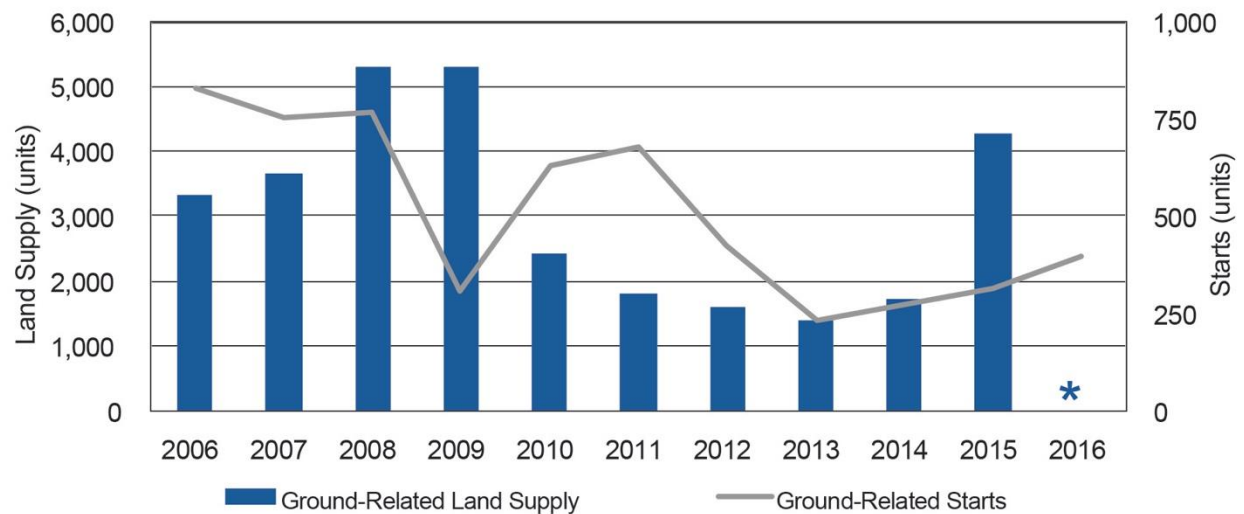
\* The singles/semis category includes links.  
 Source: CUR based on data in Appendix Table 3.

## 2. ANNUAL HOUSING STARTS AND SHORT-TERM LAND SUPPLY

### 2.1 Ground-Related Housing

Ground-related starts have decreased since 2006; although, there was a recent increase from 2013 to 2016. The decrease in starts from 2011 to 2013 was likely related to the decrease in land supply. The 2009 decline, however, was due to economic downturn. Both starts and supply increased from 2013 to 2015, with starts continuing to increase in 2016. As mentioned, the 2015 increase in supply was due to the increase number of plans of subdivision approved, especially in West Whitby. Almost all land supply at the end of 2015 (92%) was draft approved plans (only 8% were registered plans).

**Figure 3:**  
**Ground-Related Housing Starts and Short-Term Land Supply, Town of Whitby, 2006 - 2016**



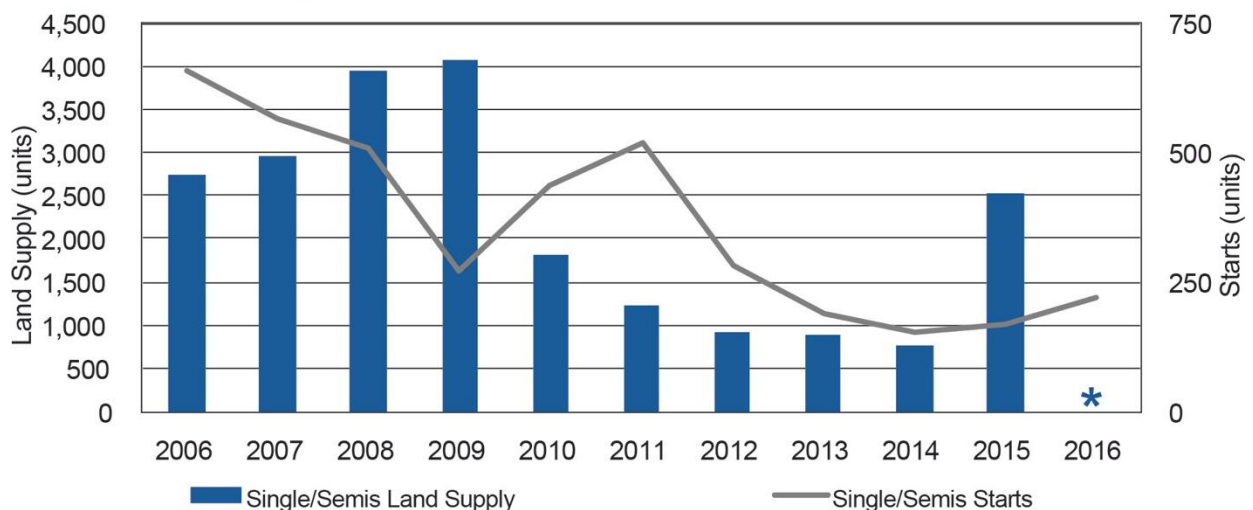
\* Land supply data are not available for 2016 as of March 2017.  
Source: CUR based on data in Appendix Tables 1 and 2.



## 2.2 Singles/Semis

The starts of singles/semis show a similar pattern to ground-related starts and supply, largely because they comprise the clear majority of ground-related activity.<sup>3</sup> Overall, starts have decreased from 2006 to 2016. There was an outlier in 2009 starts, likely because of economic downturn, and starts in 2008 may have been similarly impacted. The land supply also decreased between 2009 and 2014, likely being the cause of the declining starts. Starts increased from 2014 to 2016 (though not to the 2006 level) and there was also an increase in the supply over the same period. Overall, land supply decreased between 2010 and 2014, down from the ten year high in 2009. Supply increased in 2015 when five West Whitby plans of subdivision were draft approved, in addition to two other plans of subdivision elsewhere in the town. The West Whitby lands were draft approved by Council in 2015, but were not yet registered at year end. This accounts for small increase in starts in 2016 despite the sharp rise in the short-term land supply.

**Figure 4:**  
**Singles/Semis Housing Starts and Short-Term Land Supply, Town of Whitby, 2006 - 2016**



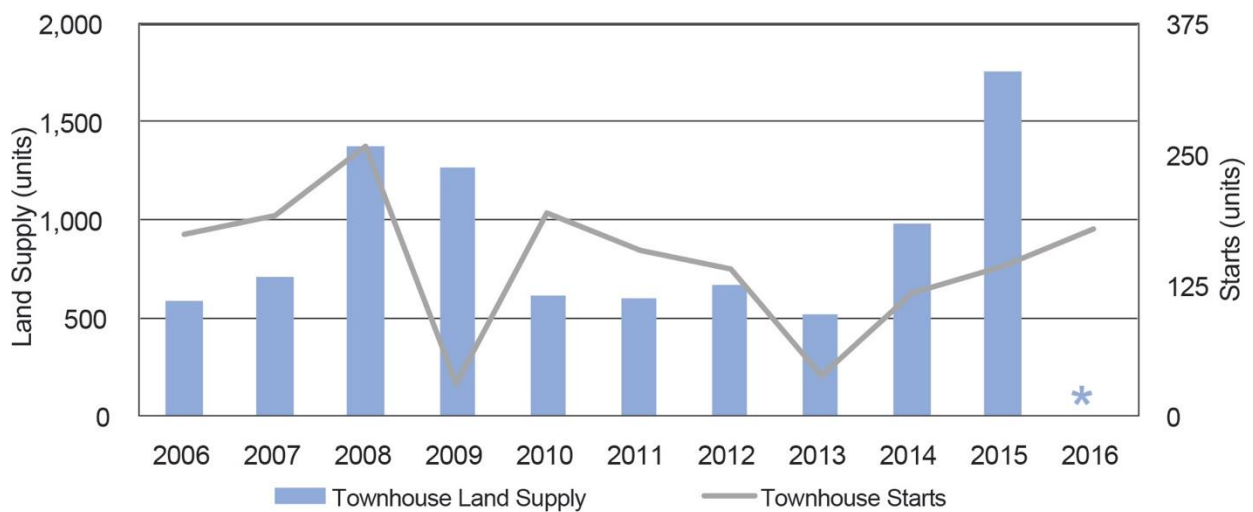
\* Land supply data are not available for 2016 as of March 2017.  
\* Housing supply for singles/semis includes links.  
Source: CUR based on data in Appendix Tables 1 and 2.

<sup>3</sup> For the entire 2006-2015 period, singles/semis were an average 72% of the total land supply of ground-related housing. The proportion of ground-related starts that is singles/semis has been decreasing, making up 79% in 2006 and 54% in 2015. The trend in the land supply is similar, with singles/semis composing 82% of units in 2006 and 59% in 2015.

## 2.3 Townhouses

The supply of short-term land for townhouses has generally increased since 2006, with a decrease between 2010 and 2013. As seen in the starts for other housing types, the low in 2009 was during an economic downturn. Townhouse starts have fluctuated with a high in 2008 and lows in 2009 and 2013. After a period of declining starts there was an increase from 2013 to 2016 because of the improvement in land supply. The land supply trends resemble the changes in housing starts, with a similar period of decline after 2009 and an increase from 2013 to 2015. Like singles/semis, almost all the 2015 townhouse supply (95%) was draft approved plans.

**Figure 5:**  
**Townhouse Housing Starts and Short-Term Land Supply, Town of Whitby, 2006 - 2016**



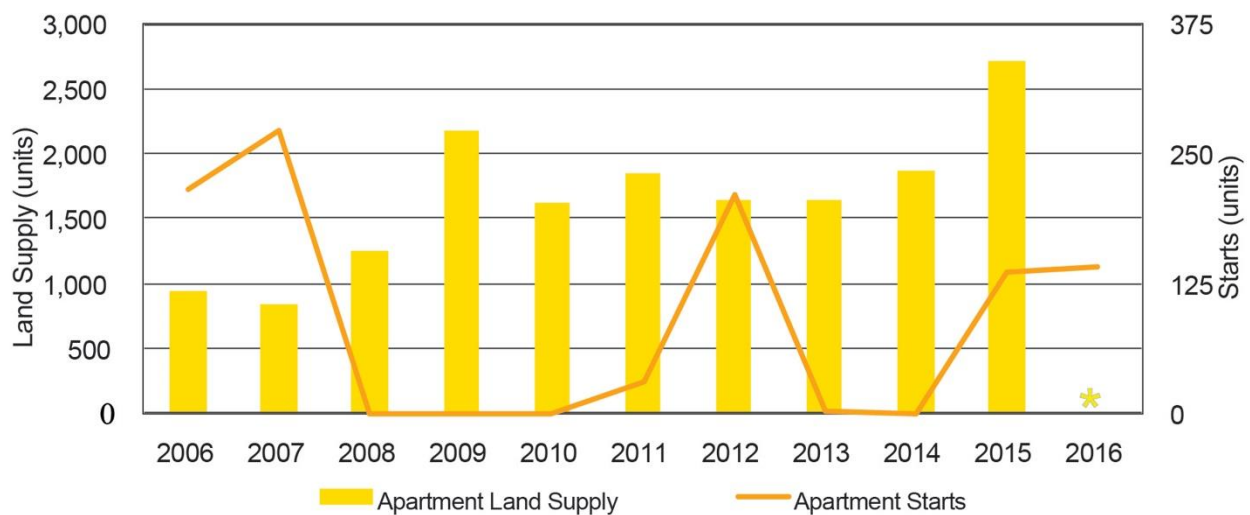
\* Land supply data are not available for 2016 as of March 2017.  
Source: CUR based on data in Appendix Tables 1 and 2.

## 2.4 Apartment

The land supply (units in the “development pipeline”) reported by the Town of Whitby is for plans of subdivision. The supply of apartment land is likely underrepresented because of the exclusion of infill and intensification units.

Apartment land supply increased between 2006 and 2015. Apartment starts, by contrast, have decreased since the highs in 2006 and 2007. Five of the last ten years have had no starts. Over the last decade, short-term land supply was highest at the end of 2015. Much of the land supply in December 2015 (41%) was a result the Brookfield Development in Port Whitby.

**Figure 6:**  
**Apartment Housing Starts and Short-Term Land Supply, Town of Whitby, 2006 - 2016**



\* Supply data are not available for 2016 as of March 2017.  
Source: CUR based on data in Appendix Tables 1 and 2.

## APPENDIX: TECHNICAL NOTES AND BACKGROUND DATA

### Year's Land Supply of Short-Term Land

Hemson Consulting produced housing demand forecasts in 2005 and 2013 for single and upper tier municipalities as a background report for the 2006 *Growth Plan*. The report does not include a forecast specific to the Town of Whitby, a lower-tier municipality. In place of this forecast, the historical 10-year average of housing starts is used as an approximation of demand. Whitby's years' land supply was calculated by dividing annual land supply (see Appendix Table 1) by housing starts (see Appendix Table 2). Land supply data was reported in Whitby's *Annual Housing Monitoring Report*. In the annual report, the Town of Whitby also estimates the years' supply of land, though using a different calculation than this report. Whitby's annual report calculated years' supply by dividing supply by average annual building permits.

Appendix Table 3 contains the data used to produce Figures 1 and 2.

### Annual Housing Starts and Short-Term Land Supply

Figures 3 to 6 compare the trends in short-term land supply and housing starts. Land supply is from the Town of Whitby's *Annual Housing Monitoring Report* (see Appendix Table 1). The land supply is categorized as:<sup>4</sup>

- Council Approved, but not Registered (draft approved)
- Registered, but not built

The land supply is only based on plans of subdivision and does not include infill, intensification and plans of subdivision under review.

The Town of Whitby's land supply data are assumed to be an accurate representation of land supply.

Housing start data are from the Canada Mortgage and Housing Corporation and the data are found in Appendix Table 2.

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<sup>4</sup> Status are from the Town of Whitby's *Annual Housing Monitoring Report*

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**Appendix Table 1:****Short-Term Land Supply in the Town of Whitby by Type of Housing Unit, 2006-2015\***

<b>Year</b>	<b>Singles/ Semis</b>	<b>Townhouse</b>	<b>Ground- Related**</b>	<b>Apartment</b>	<b>Total</b>
			<b>Units</b>		
<b>2006</b>	2,755	591	3,346	945	4,291
<b>2007</b>	2,953	711	3,664	837	4,501
<b>2008</b>	3,941	1,374	5,315	1,249	6,564
<b>2009</b>	4,053	1,264	5,317	2,168	7,485
<b>2010</b>	1,826	607	2,433	1,631	4,064
<b>2011</b>	1,220	593	1,813	1,846	3,659
<b>2012</b>	923	664	1,587	1,638	3,225
<b>2013</b>	875	519	1,394	1,638	3,032
<b>2014</b>	766	977	1,743	1,870	3,613
<b>2015</b>	2,537	1,755	4,292	2,706	6,998

\* Short-term land supply includes what the Town of Whitby calls “in the development pipeline,” which includes council approved but not registered units (generally referred to as draft approved subdivision) and registered units. Intensification and infill units are not included.

\*\*Ground-related housing includes singles/semis and townhouses.

Source: Town of Whitby. *Annual Housing Monitoring Report*. 2006 to 2015.

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**Appendix Table 2:****Housing Starts by Type of Unit in the Town of Whitby, 2006-2016**

<b>Year</b>	<b>Singles/ Semis</b>	<b>Townhouse</b>	<b>Ground- Related*</b>	<b>Apartment</b>	<b><u>Total</u></b>
			<b>Units</b>		
<b>2006</b>	659	173	832	216	1,048
<b>2007</b>	564	192	756	271	1,027
<b>2008</b>	506	258	764	0	764
<b>2009</b>	273	32	305	0	305
<b>2010</b>	437	193	630	0	630
<b>2011</b>	520	159	679	30	709
<b>2012</b>	284	140	424	211	635
<b>2013</b>	190	39	229	2	231
<b>2014</b>	155	118	273	0	273
<b>2015</b>	170	142	312	136	448
<b>2016</b>	218	178	396	140	536
<b>10-Year Average (2006 - 2015)</b>	376	145	520	87	607

\*Ground-related housing includes singles/semis and townhouses.

Source: CMHC. Starts and Completions Survey, 2006 to 2016.

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**Appendix Table 3:****Years' Supply of Short-Term Land by Type of Unit in the Town of Whitby, December 31, 2015**

<b>Year</b>	<b>Singles/ Semis</b>	<b>Townhouse</b>	<b>Ground- Related*</b>	<b>Apartment</b>	<b>Total</b>
			<b>Years</b>		
<b>2006</b>	7.3	4.1	6.4	10.9	7.1
<b>2007</b>	7.9	4.9	7.0	9.7	7.4
<b>2008</b>	10.5	9.5	10.2	14.4	10.8
<b>2009</b>	10.8	8.7	10.2	25.0	12.3
<b>2010</b>	4.9	4.2	4.7	18.8	6.7
<b>2011</b>	3.2	4.1	3.5	21.3	6.0
<b>2012</b>	2.5	4.6	3.0	18.9	5.3
<b>2013</b>	2.3	3.6	2.7	18.9	5.0
<b>2014</b>	2.0	6.8	3.3	21.6	6.0
<b>2015</b>	6.8	12.1	8.2	31.2	11.5

\*Ground-related housing includes singles/semis/links and townhouses.

Sources: Appendix Tables 1 and 2.

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