

II THE RESIDENTIAL GROWTH OUTLOOK

This chapter describes the residential growth outlook for the City of Vaughan over the period to 2031 within the context of the *Growth Plan* rules and targets and the forecasts shown in the York Regional Council-adopted *Region of York Official Plan*.

Under the *Growth Plan*, the Region of York has been allocated a total population of 1.5 million in 2031 and is responsible for allocating that forecast to the local municipalities. The Region has allocated to the City of Vaughan a total population of 418,800 in 2031 representing growth of 170,000 from the 2006 population of 248,800. This represents a significant amount of growth, both in absolute terms and relative to other GGH communities.

Consistent with the minimum 40% intensification rule in the *Growth Plan*, the Region's forecast for the City of Vaughan includes a target for significant intensification. In order to achieve the Region's target, however, a shift in the demand for family-oriented housing will need to be encouraged: from a range of ground-related housing (single and semi detached and some rowhouse units) to more rowhouse and apartment units. An advantage that the City has to this end is a relatively large supply of rowhouse units, which are typically somewhat better suited for families than apartment units.

A three-step analysis has been undertaken to allocate the housing growth to the geographic locations defined by the *Growth Plan* and to estimate how much housing growth may need to be accommodated on new urban land:

1. Estimate the supply of residential units both inside and outside the built boundary;
2. Identify the demand and where it needs to be met to conform to the *Growth Plan* targets; and
3. Compare supply and demand to identify the amount and location of new urban lands.

A. VAUGHAN HAS A SIGNIFICANT POTENTIAL FOR RESIDENTIAL INTENSIFICATION

The first step in the housing analysis is to estimate the City's residential unit supply. As noted, the residential unit supply is made up of two main parts:

- The supply of residential units on remaining vacant lands and through intensification opportunities within the built boundary, and
- The supply in greenfield locations outside the built boundary.

The residential unit supply used for this analysis is based on information originally prepared by Urban Strategies as part of the *Where & How to Grow* report, subsequently updated through the fall of 2009. The residential unit supply information has been adjusted by Hemson Consulting Ltd. to a mid-2006 base for comparison to Census information and stated in terms of the housing unit types required for the second step of the analysis.

The residential unit supply is shown in three parts:

- The supply of units on remaining vacant lands inside the built boundary;
- The supply of units to be accommodated through intensification inside the built boundary; and
- The supply of units on designated greenfield lands outside the built boundary.

As shown in Table 1, there is a total estimated supply of 3,400 residential units that can be accommodated on remaining vacant lands inside the built boundary.

| Units | Single and Semi | Row | Apt | Total |
|--|-----------------|-------|-----|-------|
| Units on Remaining Vacant Land Inside the Built Boundary | 2,320 | 1,080 | 0 | 3,400 |

Source: Urban Strategies Inc. and Hemson Consulting Ltd., incorporating some Region of York and City of Vaughan data.

As shown in Table 2, there is a total estimated supply of 30,430 units that could be accommodated within the City's identified intensification areas, including the VMC, other major and local centres and the primary intensification corridors. For the purposes of this analysis, some of the unit potential for the major centres is not shown, since this is to be determined later through more detailed secondary planning.

| Table 2 | |
|--|---------------|
| Identified Housing Intensification Opportunities Inside the Built Boundary (in units) | |
| Vaughan Metropolitan Centre | 12,000 |
| <u>Major Centres</u> | |
| Yonge and Steeles Avenue | 4,800 |
| Steeles Corridor | 5,400 |
| Weston and Highway 7 | tbd* |
| Bathurst and Centre Street North Side | 1,350 |
| Bathurst and Centre Street South Side | tbd* |
| Vaughan Mills | tbd* |
| Jane and Major Mackenzie Drive | tbd* |
| | 11,550 |
| <u>Local Centres</u> | |
| Kleinburg Core | 80 |
| Woodbridge Core | 900 |
| Maple Core | 400 |
| Thornhill Core | 150 |
| Concord GO Station | tbd* |
| Vellore Village Core | 900 |
| | 2,430 |
| <u>Primary Intensification Corridors</u> | |
| Highway 7 | 2,500 |
| Centre Street | 400 |
| Dufferin and Centre Street | tbd* |
| East of Dufferin | 450 |
| Major Mackenzie Drive | 600 |
| Rutherford Road | 400 |
| Jane Street | 100 |
| | 4,450 |
| Total | 30,430 |

Source: Urban Strategies and Hemson Consulting, incorporating some Region of York and City of Vaughan data.

Notes: *to be determined through a secondary plan process.

There is also a total estimated supply of 31,630 units planned to be accommodated on the City's designated greenfield lands, as shown in Table 3.

| Table 3 | | | | |
|--|--------------------|-------|-------|--------|
| Identified Housing Supply Potential in City of Vaughan Designated Greenfield Land (Adjusted to a Mid-2006 base, in units) | | | | |
| Units | Single and Semi | Row | Apt | Total |
| Carrville | 8,430 | 1,060 | 7,180 | 16,670 |
| Block 20 | 400 | 90 | 60 | 550 |
| Vellore | 5,600 | 1,450 | 1,340 | 8,390 |
| Block 52 | 40 | 0 | 0 | 40 |
| Kleinburg-Nashville | 3,780 | 1,200 | 1,000 | 5,980 |
| Sub-Total Designated Greenfield Lands | 18,250 | 3,790 | 9,590 | 31,630 |
| Share (%) | 58% | 12% | 30% | 100% |

Source: Urban Strategies Inc. and Hemson Consulting Ltd., incorporating some Region of York and City of Vaughan data.

The City's total housing supply is determined by adding the three elements: remaining vacant lands within the built boundary; intensification opportunities; and units on designated greenfield lands. The City's total housing unit potential is shown in Table 4 and includes a significant number of apartment and rowhouse units, primarily provided through intensification opportunities.

| Units | Single and Semi | Row | Apt | Total |
|--|-----------------|---------------|---------------|---------------|
| Remaining Vacant Inside Built Boundary | 2,320 | 1,080 | 0 | 3,400 |
| Intensification Inside Built Boundary | 0 | 6,090 | 24,340 | 30,430 |
| Greenfield Land Outside Built Boundary | 18,250 | 3,790 | 9,590 | 31,630 |
| Total | 20,570 | 10,960 | 33,930 | 65,460 |
| Share (%) | 31% | 17% | 52% | 100% |

Note: For the purposes of the unit type analysis, the identified intensification unit supply of 30,430 units is assumed to be made up of 80% apartments and 20% rowhouse units.

Source: Urban Strategies Inc. and Hemson Consulting Ltd., incorporating some Region of York and City of Vaughan data and CMHC housing construction data.

B. DEMAND OUTLOOK INCLUDES SIGNIFICANT RESIDENTIAL INTENSIFICATION

In the September 2009 initial analysis of population growth and residential unit demand, a range of residential unit counts and unit types had been analysed. The Region has subsequently updated its growth and land budget analysis to the information now incorporated into the Council-adopted *Region of York Official Plan* and its background documents.

With this finalized analysis in hand and recognizing the need for the *City of Vaughan Official Plan* to conform to the Region's plan, the analysis presented in this report is consistent with the Region's residential demand analysis. Table 5 shows the housing unit demand and resulting population for the City of Vaughan for the 2006 to 2031 period based on the Region's analysis and the total population allocated to Vaughan in the Council-adopted *Region of York Official Plan*.

| | |
|---|---------------|
| Existing Units 2006 | 69,540 |
| Units Added 2006–31 | <u>66,180</u> |
| Total Units 2031 | 135,720 |
| Persons per unit | 2.94 |
| Household population | 399,200 |
| Total population including institutional population and Census net under-coverage | 418,800 |

Source: Region of York and Hemson Consulting Ltd.

Note: Totals may not add due to rounding.

Table 6 indicates where the housing units will be accommodated in terms of *Growth Plan* areas, that is, areas inside the built boundary (intensification) and areas outside the built boundary (greenfield lands).

| Table 6 | | |
|--|------------|---------------|
| Vaughan Housing Demand | | |
| | Units | |
| Total units added 2006–31 | 66,180 | |
| <u>Where will the new units be located?</u> | | |
| Infill of remnant vacant lower density sites within built boundary | 4% | 2,320 |
| Intensification units within the built boundary | 44% | 29,300 |
| Units provided through greenfield development | <u>52%</u> | <u>34,560</u> |
| Total new unit growth | 100% | 66,180 |

Source: Region of York and Hemson Consulting Ltd.

Note: Totals may not add due to rounding.

C. DEMAND–SUPPLY COMPARISON INDICATES A NEED FOR SOME ADDITIONAL GREENFIELD LANDS

The supply potential in Table 4 and the demand indicated in Tables 5 and 6 are compared to determine the adequacy of the land supply and the need for potential additional urban residential lands in the City, shown in Table 7. From Tables 2 and 4, it can be seen that the supply potential for residential intensification within the built boundary of Vaughan is sufficient to meet the demand for the 31,620 units assigned. These units are made up of the 2,320 infill on remnant vacant lower-density sites plus the 29,300 units of intensification.

| Table 7 | | | |
|---|----------------------------|--------------------|-----------------|
| Greenfield Unit Demand and Supply Analysis 2006 to 2031 | | | |
| | Ground Related Units | Apartment Units | Total Units |
| <u>How much potential supply is available?</u> | | | |
| Greenfield supply from Table 4 | 22,040 | 9,590 | 31,630 |
| <u>How much of the supply can reasonably be expected to be built by 2031?</u> | | | |
| Share Supply built by 2031 | 100% | 30% | 79% |
| Units built by 2031 | 22,040 | 2,890 | 24,930 |
| <u>How many units are needed on new urban land?</u> | | | |
| Greenfield demand | 31,670 | 2,890 | 34,560 |
| Less supply built by 2031 | <u>(22,040)</u> | <u>(2,890)</u> | <u>(24,930)</u> |
| Units to be accommodated on new urban land | 9,630 | 0 | 9,630 |

Source: Region of York and Hemson Consulting Ltd.

However, the portion of growth to be provided in greenfield areas — 34,560 units — cannot be satisfied within the existing designated supply. As indicated in Table 4, after considering unit type, a significant number of new units will need to be provided through the designation of additional urban residential lands.

At 20 units per hectare, the gross density used by the Region in its analysis, the 9,630 units would require an additional 480 hectares of urban greenfield land. The additional urban residential lands proposed in the draft *City of Vaughan Official Plan* are sufficient to meet this requirement.

The forecast of residential land need is consistent with the Region of York's updated land budgeting analysis, which indicates a need for 8,700 new residential units. The Region's land budget, however, assumes the conversion of some employment lands to residential use as part of the designated Greenfield category, which explains the difference between Hemson's requirement and the Region's.¹

¹ *The Region of York, in its updated March 2010 land budget report, provides an analysis of residential land requirements. In the Region's work, the "Block 60" lands — currently designated for employment — are included as residential lands which has the effect of reducing the number of new units required. For details see York Region 2031 Land Budget, prepared by York Region Planning and Development Services, March 2010.*

D. RESULTS INDICATE A MAJOR SHIFT IN THE WAY GROWTH WILL BE ACCOMMODATED IN VAUGHAN

Most of the housing unit potential identified for intensification is in medium- and higher-density forms. As shown previously in Table 4 (the residential unit supply), about 20% of the City's intensification potential is in rowhouse units and 80% is in apartment units.

The current housing supply is different from market demand, which is mostly for single and semi-detached family-oriented housing units. In order to conform to the *Growth Plan* targets and new Regional policies, a shift in the demand for housing units by type needs to be encouraged.

The result of this shift in market demand is that many fewer units would need to be accommodated in new urban areas than would be anticipated in the absence of Provincial and Regional policies to accommodate more growth through intensification. This result is consistent with one of the key goals of the *Growth Plan*. The units to be accommodated in new urban areas to 2031 represent just 15% of the total unit demand between 2006 and 2031.

Considering both new units inside the built boundary and new greenfield units, the summary housing growth outlook for the City is shown in Table 8. The growth outlook involves a significant shift in housing unit preference away from single and semi-detached units towards apartments.

| | Single & Semi | Row | Apt | Total |
|------------------------|---------------|--------|--------|--------|
| Inside Built Boundary, | 2,320 | 6,720 | 22,580 | 31,620 |
| Existing Greenfield | 18,250 | 3,790 | 2,890 | 24,930 |
| New Greenfield | 6,260 | 3,370 | 0 | 9,630 |
| Sub-Total | 26,830 | 13,880 | 25,470 | 66,180 |
| Share (%) | 40.6% | 20.9% | 38.5% | 100% |

Source: Hemson Consulting Ltd.

It is in achieving the market shift shown and described in this report — households that would otherwise desire lower-density housing being accommodated in medium- and high-density units — that is one of the key challenges for Vaughan in implementing the *Growth Plan*.

The shift to apartment units is shown in Table 9, where it can be seen that the proportion of new households being accommodated in apartment units shifts from below 15% currently to over 38% in the 2006 to 2031 period; about double the proportion that would otherwise be expected under a market or “business as usual” approach.

| | Single/Semi | Row | Apt | Total |
|-----------|-------------|-------|-------|-------|
| 1971–1986 | 83.5% | 4.2% | 12.3% | 100% |
| 1986–1996 | 81.1% | 7.4% | 11.5% | 100% |
| 1996–2006 | 71.9% | 14.1% | 14.0% | 100% |
| 2006–2031 | 40.6% | 20.9% | 38.5% | 100% |

Source: Hemson Consulting Ltd. and CMHC Housing completions data.

These conclusions represent significant change from past practice in how growth is accommodated. This result is consistent with provincial, regional and emerging local policies which seek a denser more urban character to development in the City of Vaughan, especially as a result of the VMC and the major transit investments being made in the City.