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MEMORANDUM

To: Frank Marzo, City of Vaughan
Liz Howson, Macaulay Shiomi Howson

From: Russell Mathew and Lara Nelson, Hemson Consulting

Date: October 25, 2019

Re: Vaughan Promenade Centre Secondary Plan – Population and
Employment Estimates

Hemson Consulting Ltd. is engaged to provide supporting analysis for the Promenade Centre Secondary Plan being undertaken by a multi-disciplinary team for the City of Vaughan and led by Macaulay Shiomi Howson Ltd. (MSH). A housing analysis and draft population and employment estimates have been prepared for consideration by the Consulting Team and City staff.

This memorandum provides the draft analysis and results, including commentary on relevant growth management policy targets, development potential in the Secondary Plan Area (SPA) and preliminary estimates of population and employment to 2041. A Minimum (Min) and Maximum (Max) scenarios have been prepared to present a range on the development potential that could be planned for the area within the context of planning conformity with mandated minimum targets, notably for Major Transit Station Areas (MTSAs).

The results will be refined over the course of the study based on feedback received, additional analysis and consultation, and finalized based on a preferred growth concept to be established through the Secondary Plan study process.

1. Planning For Promenade Centre SPA Undertaken Within Context Of Provincial, Regional And City Growth Management Policy

The housing analysis and population and employment estimates prepared for the Promenade Centre SPA take into account, and are consistent with, relevant policy guidance and minimum targets set out in the following Provincial, Regional and City documents:

- *A Place to Grow: Growth Plan for the Greater Golden Horseshoe (A Place to Grow)*, 2019, provides the population and employment forecasts (Schedule 3) that the Region must use as a basis for planning, including allocating growth to the City of Vaughan. *A Place to Grow* also provides key growth management targets to guide patterns of development, including minimum targets for intensification (residential development occurring within delineated built boundaries) (s.2.2.2.), directing significant growth to intensification areas, and providing minimum densities of development in Designated Greenfield Areas (s.2.2.7), Urban Growth Centres (s.2.2.3) and Major Transit Station Areas (MTSAs) (s.2.2.4). Of relevance to this analysis, the Promenade Centre SPA lies within an MTSA and the area must be planned to meet a minimum density of 160 persons and jobs per ha (ppj/ha).
- The *York Region Official Plan* (YROP) implements *A Place to Grow* in York. The YROP establishes the regional structure, provides local growth allocations and guidance for intensification and density. The YROP provides a 40% intensification target, in accordance with the *Growth Plan, 2006*. The *Growth Plan* has been revised twice since, most recently in May, 2019. *A Place to Grow, 2019* revised the Built-Up Area targets and their application such that the Region of York in allocating growth to the local municipalities is now required to plan for a minimum of 50% residential development within Built-Up Areas from the time of the next Municipal Comprehensive Review (MCR). The Region is currently in the process of updating the growth forecasts and targets that will bring the Regional official plan into conformity with the *A Place to Grow, 2019*. This MCR will include longer-term growth allocations and targets for the City of Vaughan to a 2041 horizon.
- The *City of Vaughan Official Plan, 2010*, (VOP 2010), implements Provincial and Regional growth management direction at the local level, including establishing the urban structure and localized targets. Section 2.2.5 of the VOP 2010 provides direction for Intensification Areas. The Promenade Centre CIP is within an Intensification Area and designated Primary Centre and High-Rise Mixed-Use on Schedule 1 of VOP 2010. These designations provide for higher density development, with a focus on mid-rise and high-rise residential and

- mixed-use development. There are also provisions for low-rise residential, townhouses and stacked townhouses, within a 70 m proximity to lower density neighbourhoods. The Promenade is also identified as an area of regional retail serving significance with potential for intensification and redevelopment, incorporating a wider range of uses on the site (VOP 2010, s.5.2.3.).

2. Development Potential Based on Range of Assumptions

A range of assumptions provided a basis for assessing development potential and determining a range of estimated population and employment that could be accommodated within the SPA.

• Phase One Approved Lands

- A Phase One development plan for a portion of the SPA was approved by Vaughan Council in June 2019 (Official Plan Amendment File OP.18.003 and Zoning By-law Amendment File Z.18.020). For the purposes of this analysis, the planned units and non-residential space as described in a June 4, 2019 Staff Report to the Committee of the Whole are taken as a given for that portion of the site, based on direction from City staff.

• Existing Development

- There are a number of existing uses within the SPA outside of the mall site that are assumed to remain, including residential areas, a woodlot, park and library. The population and employment is accounted for in the overall estimates.
- Within the mall area, it is assumed that a significant amount of commercial employment, relative to existing employment in the current mall, will continue. The continued retail activity would include a regional-serving retail component. Maintenance of this retail function is assumed to continue whether or not the balance of the mall structure — beyond that already planned under Phase One — is maintained over the long term or redeveloped.

• Developable Land Areas

- The developable land area is based on plans provided by the City of Vaughan. This developable land area includes roadways within the site area, but not the road rights-of-way of the bounding arterial roads. A total land area of 38.59 ha was identified. A 3.39 ha woodlot was removed, consistent with Growth Plan method for the calculation of density in an MTSA. A 35.2 gross ha developable land area provides a basis for determining overall density in the SPA.

- **Net-to-Gross Adjustment**

- For those lands outside of the approved Phase One and existing development areas, adjustments were made to the gross developable areas to establish a net developable supply for determining unit and non-residential development potential. An initial estimate of, a 20% adjustment for roads, and 10% for parks was applied. Needs for road rights-of-way may be adjusted later in the process as development block areas are determined. As well, the need for parks and the ability to secure parkland under the new Community Benefits Charge system may require revision to this general assumption.

- **Density**

- The SPA is designated Primary Centre and High-Rise Mixed-Use in the VOP 2010. Unit counts from existing development and the Phase One approved lands are taken as given in both the minimum and maximum draft scenarios.
- For the balance of developable lands to be planned through the Secondary Plan process, a range of average densities is applied, based on meeting or exceeding prescribed minimum densities for MTSAs and High-Rise Mixed-Use designations, and taking into account development densities of the Phase One approved lands, surrounding existing residential uses and development industry standards.
- At this stage in the analysis, residential units are grouped into two categories: mid-rise/high-rise; and low-rise/stacked towns. The unit breakdown, densities and ultimate unit potential will be refined over the study as appropriate, as a preferred development concept evolves through the process.
- A review was undertaken of existing development within the Promenade Centre SPA and surrounding areas in order to test density ranges consistent with other residential uses in the area and policy guidance. The existing larger high rise apartment buildings, shown on Parcels 6 and 9 of the attached mapping, are about 500-600 units per ha and the townhouses to the west are about 60 units per ha. The densities tested provide for a range of residential forms that fit within the policy direction and character of the Phase One planned lands and surrounding developments.
- Taking into account the above considerations, the density range for the preliminary estimates provided in this memorandum is as follows:

Unit Type	Min Units per net	Max Units per net
Mid-Rise/High-Rise	150	500
Low-rise/Stacked Towns	60	100

- **Average Household Size/Persons Per Unit (PPU)**
 - Population potential in the SPA is determined based on applying an average household size (persons per unit or PPU) to the estimated housing units under each scenario.
 - The person per unit assumptions are based on prior work undertaken for the City of Vaughan by Hemson Consulting, including recent Development Charges Background studies and more recent secondary planning work in the City.¹
 - The assumed PPUs are as follows
 - Mid-Rise/High-Rise Apartments – 1.68
 - Low-rise/Stacked Towns – 2.10
- **Floor Space Per Worker (FSW)**
 - Average floor space per worker assumptions are applied to the estimated non-residential space in order to estimate the number of jobs that may be accommodated within the SPA. The FSW assumptions are similarly determined (as with the PPU assumptions), based on Hemson’s development charges and land use planning work for the City of Vaughan, including analyses undertaken for the Block 27 and Vaughan Metropolitan Centre secondary plans.. The following FSW assumptions are applied, all on a floor area basis and including an ongoing standard vacancy rate for office space:
 - Retail – 40 m2 per employee
 - Office – 23 m2 per employee
 - Hotel – 185 m2 per employee

3. Draft Population and Employment Estimates

Based on the above policy targets, developable land area, assumptions and consultation with the Consulting Team and City Staff, draft estimates of housing units, population, non-residential space and employment potential in the Promenade Centre Secondary Plan Area have been made. Minimum and maximum scenarios have been prepared based on varied density and unit mix assumptions. The results are shown in the table that follows. Detailed parcel-based information is provided as attachment.

¹ Development Charges Background Study, Consolidation Study, 2018, Hemson Consulting.

Draft Population and Employment Estimates to 2041, Promenade Centre Secondary Plan

Vaughan Promenade Secondary Plan, DRAFT Summary Population and Employment Estimates, 2041						
	Common to Both Scenarios		Min Scenario		Max Scenario	
	Phase 1 Approved (A)	Existing Development (B)	Redevelopment Areas (Min Scenario) (C)	Total Secondary Plan Area (Min Scenario) (A+B+C)	Redevelopment Areas (Max Scenario) (D)	Total Secondary Plan Area (Max Scenario) (A+B+D)
Residential						
Mid-Rise/High-Rise	790	1,610	960	3,350	3,940	6,340
Low-rise/Stacked Towns/Rows	-	-	330	330	230	230
Total Units	790	1,610	1,290	3,680	4,170	6,570
Est. Population	1,330	2,700	2,300	6,330	7,110	11,130
Census Net Undercoverage	40	80	70	190	210	340
Total pop incl. u/c	1,370	2,780	2,370	6,520	7,320	11,470
Non-Residential						
Non-Res Space (m ²)	125,710	4,500	73,750	203,960	123,320	253,520
Est. Place of Work Employment	2,720	60	1,800	4,580	3,070	5,850
Work @ home Emp	50	110	90	250	280	430
Total Employment						6,280
Total Persons plus Jobs	4,140	2,950	4,260	11,340	10,670	17,750
Gross Developable Area (ha)	2.8	14.7	17.8	35.2	17.8	35.2
PPJ/ha	1,500	201	240	322	601	504

Source: Hemson Consulting based on Statistics Canada Census data and information provided by the City of Vaughan.

* Figures rounded to nearest 10.

It is anticipated that the estimates provided above will be refined as the study evolves based on a preferred development concept to be determined through the range of analyses and consultation to be undertaken over the Secondary Plan process.

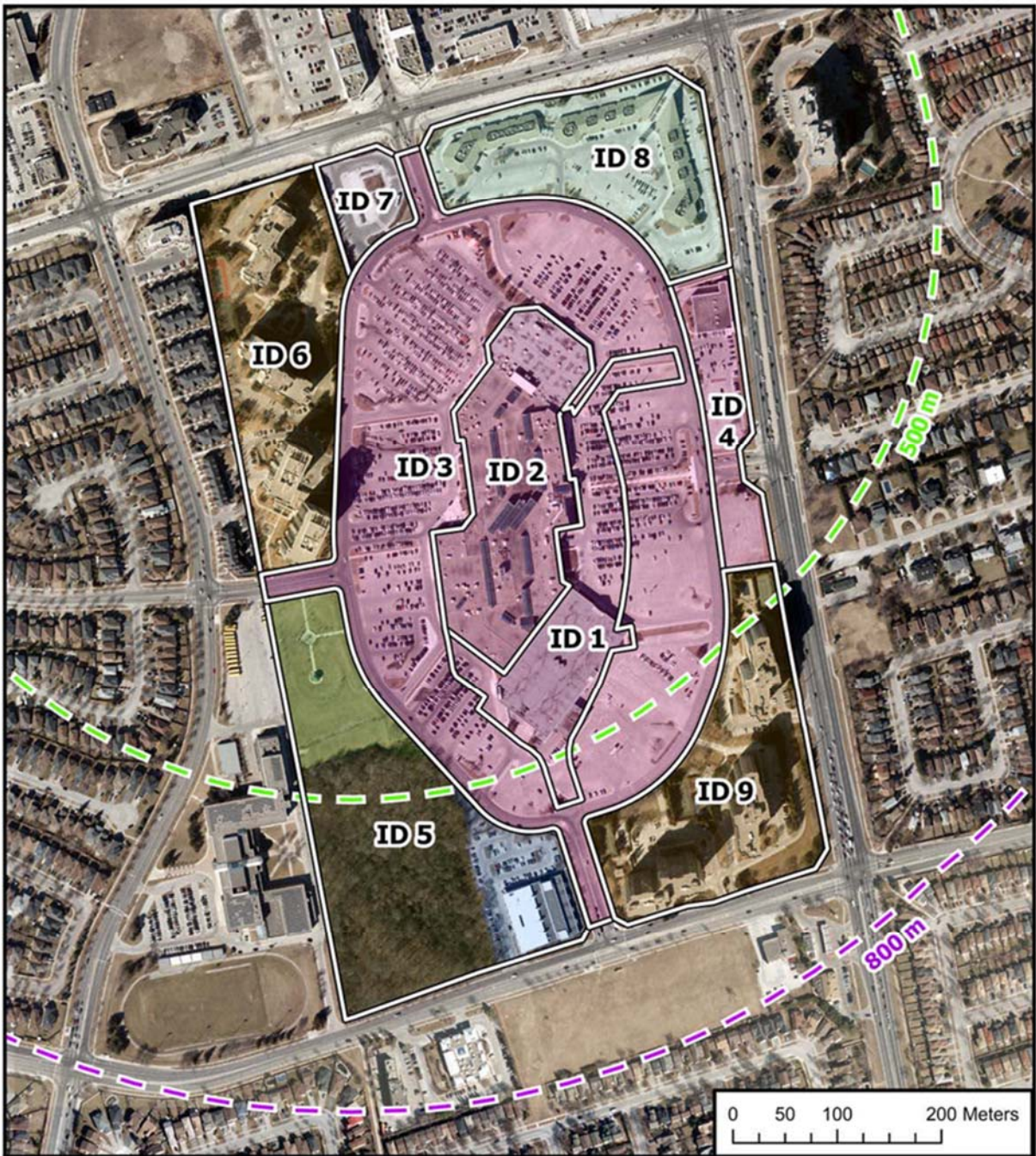
4. Next Steps

The preliminary draft housing, employment and population estimates provided in this memorandum will be refined during the next stages of the study. The amount of population and employment contemplated will be further considered within the context of planned growth in other Primary Centres within Vaughan, the broader urban and regional structures of the City and York, as well as updates to forecasts and growth management targets being undertaken by the Region of York through its A Place to Grow, 2019 conformity work.

The draft results presented in this memorandum will be refined and updated based on additional analysis, review and consultation with City staff, the Technical Advisory Committee, public stakeholders and the study Consulting Team. Final population and employment figures will be determined based on a preferred growth concept for the SPA as the study progresses.

Attachment:

**Parcel Map and Draft Development Potential Estimates
Promenade Centre Secondary Plan Area**



DRAFT Promenade Secondary Plan Population and Employment Estimates

Land Use	Land Area		Land Area Area by Use				Units per ha		Units (Res) m ² (Non-res)		Space per Resident/Employee		Pop		Jobs		Pop + Jobs (Total)		PPJ/ (gross) ha	
	Gross Dev ha	Net ha	Min		Max		Min	Max	Min	Max	PPU	m ² /Employee	Min	Max	Min	Max	Min	Max	Min	Max
			(%)	(ha)	(%)	(ha)														
Study Area Total Land Area	38.59																			
Non-Developable (Woodlot)	3.39																			
Gross Developable	35.2																			
Parcel Developable Areas																				
ID 1	Phase One Approved																			
Residential																				
High-rise									790	790	1.7		1,327	1,327						
Non-Res																				
Retail									67,868	67,868		40			1,697	1,697				
Office									18,620	18,620		23			810	810				
Hotel									39,220	39,220		185			212	212				
Parcel Totals	2.76																4,045	4,045	1,466	1,466
ID 2	Remaining Mall Structure (Balance after Phase 1)																			
Residential																				
Mid-rise/High-Rise			75%	1.72	90%	2.06	150	500	258	1,030	1.7		433	1,731						
Low-rise/Stacked Towns/ Rows			25%	0.57	10%	0.23	60	100	34	23	2.1		72	48						
Commercial									31,171	62,341		40			779	1,559				
Parcel Totals	3.27	2.3															1,284	3,337	393	1,020
<i>Existing Commercial</i>																				
									62,341		37		1,700	1,700						
ID 3	Current Parking Lot (Less Phase 1 lands)																			
Residential																				
Mid-rise/High-Rise			30%	2.8	40%	3.7	150	500	414	1,840	1.7		695	3,091						
Low-rise/Stacked Towns/ Rows			40%	3.7	10%	0.9	60	100	221	92	2.1		464	193						
Non-Residential																				
Commercial			30%	2.8	50%	4.6			27,597	45,994		40			690	1,150				
Parcel Totals	13.1	9.2															1,849	4,434	141	337
ID 4	Within 70m of Low Density Res Neighbourhood																			
Residential																				
Mid-rise/High-Rise			0%	-	0%	-	150	500	-	-	1.7		0	0						
Low-rise/Stacked Towns/ Rows			100%	0.9	90%	0.8	60	100	56	90	2.1		117	189						
Non-Residential																				
Commercial					10%	0.1				927		25			0	37				
Parcel Totals	1.3	0.9															117	226	88	171
ID 8	Torgan Site																			
Residential																				
Mid-rise/High-Rise			80%	1.9	90%	2.1	150	500	286	1,074	1.68	0	481	1,803						
Low-rise/Stacked Towns/ Rows			10%	0.3	10%	0.2	60	100	20	24	2.10	0	43	50						
Commercial									14,985	14,985		46			326	326				
Parcel Totals	3.41	2.39															850	2,180	249	640
Existing Developed Areas, 2019																				
ID 5	SW Corner																			
Institutional	1.20								3,391	3,391	0.0	170	0	0	20	20	20	20		
Open Space	1.39																			
Woodlot	3.39																			
Parcel Totals	5.98														20	20	20	20	17	17
ID 6	NW Corner																			
Residential																				
High-rise							248	248	998	998	1.7	1.7	1,677	1,677						
Commercial									315	315	0.0	21			15	15				
Parcel Totals	4.03																1,692	1,692	420	420
ID 7	Transit Station																			
	0.69																			
ID 9	SE Corner																			
Residential																				
High-rise	3.98						153	153	608	608	1.7		1,021	1,064						
Commercial									790	790		29			27	27				
Parcel Totals																	1,048	1,091	263	274