

Clause 12 in Report No. 17 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on November 19, 2015.

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York Region 2041 Preferred Growth Scenario

Committee of the Whole recommends:

1. Receipt of the presentation by Valerie Shuttleworth, Chief Planner and Paul Bottomley, Manager of Policy, Research and Forecasting.
2. Receipt of the following deputations:
 1. Eric Mark, Dillon Consulting Limited on behalf of the owner of the lands at 12441 Woodbine Ave. regarding extending the urban boundary of the Town of Whitchurch-Stouffville.
 2. David Stewart, TACC Developments Inc. regarding limiting growth intensification targets in York Region.
 3. Don Given, Malone Given Parsons Ltd. on behalf of landowners in the Town of East Gwillimbury and the City of Markham regarding limiting growth intensification targets.
 4. Jim Robb, Friends of the Rouge Watershed regarding limiting urban expansion and protecting greenspace in York Region.
 5. Daniel Belli, Trinistar Corporation regarding the lands at 12470 Weston Road regarding extending the urban boundary of the Township of King.
3. Receipt of the following communications:
 1. Michael Bissett, Bousfields Inc. on behalf of Lesa Cozzi dated November 4, 2015 regarding extending the urban boundary in the City of Vaughan.
 2. Rosemarie Humphries, Humphries Planning Group Inc. on behalf of Western Point Builders Inc. dated November 4, 2015 regarding 11421 Weston Road.
 3. Rosemarie Humphries, Humphries Planning Group Inc. on behalf of Crisdan Holdings Inc. and Star Westview Inc. dated November 4, 2015 regarding 13580 and 13500 Highway 27.

4. Cam Milani, Milani Group dated November 4, 2015 regarding limiting growth intensification targets in York Region.
5. David Riley, SGL Planning on behalf of Westlin Farms Inc., dated November 4, 2015 regarding lands located at 12470 and 12480 Weston Road.
4. Adoption of the following recommendations:
 1. Receipt of the report dated November 5, 2015 from the Commissioner of Corporate Services and the Chief Planner.
 2. That Regional staff be instructed to analyse the provincially mandated 40% growth intensification target (as per the Growth Plan) compared to the staff recommended 45% growth intensification scenario, to provide a detailed analysis of the impacts and risks of both scenarios and also demonstrate where growth can be accommodated.
 3. That Regional staff complete a comparative analysis of the provincially mandated 40% intensification target relative to the 45% intensification target for the four local municipalities undergoing urban expansions (Town of East Gwillimbury, Township of King, City of Markham and City of Vaughan) and this analysis shall also compare the provincially mandated 50 persons and jobs per hectare and the Region's 70 persons and jobs per hectare for the Whitebelt area.
 4. That development in new communities should be consistent with the provincially mandated standard of 50 persons and jobs per hectare.
 5. That opportunities for intensification be concentrated along Regional transit corridors and nodes (Bus Rapid Transit and subways, etc.).
 6. Whereas the selection of a 2041 preferred growth scenario as part of York Region's Municipal Comprehensive Review, based on a 45% intensification target and a projected population of 497,000 and 321,000 jobs for the City of Vaughan will result in the need for an expansion of the City's 2031 urban boundary;

Whereas the City of Vaughan is working with landowners to advance the New Community Secondary Plans in Blocks 27 and 41 and in the review of block plans for the 400 North Employment lands;

Whereas the Region has indicated that servicing for north Vaughan for the New Community Secondary Plans, the 400 Employment Areas, and potential lands that could be added as a result of the Region's Municipal Comprehensive Review is not scheduled to be completed until 2028;

Whereas the Region is targeting Q2 2016 for a report back on the Infrastructure Master Plan updates;

Therefore be it resolved that Regional staff continue to meet with landowners within the New Communities Areas, the Highway 400 Employment Areas, and on lands identified by the Region and City of Vaughan for potential expansion of the settlement areas (Blocks 28, 42, 66) to determine options for accelerating the delivery of services for north Vaughan including partnership approaches and interim servicing arrangements, and report back on options and a preferred strategy so that this can be considered concurrently with amendments to the York Region Official Plan resulting from the Regional Comprehensive Review and reporting on the updates to the Infrastructure Master Plans.

7. Whereas the City of Vaughan Economic Development Department continues to receive strong market interest in the acquisition of large available lots in the West Vaughan Employment Area;

Whereas significant growth is underway in West Vaughan due to various factors including planned construction of Highway 427, the existing CP Intermodal Yard and other locational factors;

Whereas the Region's Municipal Comprehensive Review is contemplating a modest proposed expansion of the settlement area in West Vaughan for employment uses in Block 66;

Whereas the inclusion of additional land into the settlement area in West Vaughan for employment purposes may help create conditions for cost sharing and earlier delivery of infrastructure that will in turn support additional investment;

Therefore be it resolved that staff be directed to study and report back on the merits of including remaining vacant lands in Northwest Vaughan outside of the Greenbelt, the proposed Natural Heritage Network, and lands required for infrastructure for employment purposes including Blocks 66 and 67 as part of the Municipal Comprehensive Review.

8. The Regional Clerk circulate this report to the local municipalities, the Building Industry and Land Development Association and the Ministry of Municipal Affairs and Housing.

Report dated November 5, 2015 from the Commissioner of Corporate Services and the Chief Planner now follows:

1. Recommendations

It is recommended that:

1. Council endorse the preferred growth scenario as outlined in this report and the following Attachment reports as the basis for further discussion, analysis and refinement:
 - a. Attachment 1 – 2041 Draft Growth Scenarios Evaluation
 - b. Attachment 2 – York Region 2041 Population and Employment Forecasts
 - c. Attachment 3 – York Region 2041 Intensification Strategy
 - d. Attachment 4 – York Region Land Budget
 - e. Attachment 5 – Consistency and Conformity with Provincial Policy
2. The Regional Clerk circulate this report to the local municipalities, the Building Industry and Land Development Association and the Ministry of Municipal Affairs and Housing.

2. Purpose

This report seeks Council's endorsement of the preferred growth scenario as part of the Region's Municipal Comprehensive Review (MCR) to conform with Amendment 2 to the *Growth Plan for the Greater Golden Horseshoe (Growth Plan)*. Attachment reports with supporting background material for the preferred growth scenario are also presented.

3. Background

The *Growth Plan* forecasts a population of 1.79 million and 900,000 jobs for York Region by 2041

Amendment 2 to the *Growth Plan* came into effect in June 2013 and provides updated population and employment forecasts for 2031 and introduces new population and employment forecasts for 2036 and 2041 for municipalities in the Greater Golden Horseshoe (GGH), including York Region.

These forecasts are to be used for planning and managing growth in the GGH. York Region is forecast to grow to a population of 1.79 million and employment of

900,000 by 2041 (see Table 1), representing growth of approximately 656,000 residents and 335,000 jobs over the 2014 year-end base. York Region Official Plan-2010 (YROP-2010) must be brought into conformity with Amendment 2 by June 17, 2018.

Table 1
Growth Plan Schedule 3 Forecasts

York Region	2014*	2031	2036	2041
Population	1,133,900	1,590,000	1,700,000	1,790,000
Employment	564,600	790,000	840,000	900,000

Source: Growth Plan for the Greater Golden Horseshoe, 2006, Office Consolidation, June 2013

*Note: 2014 figures are York Region Long Range Planning Division estimate.

Council endorsed the work plan for undertaking a Regional Municipal Comprehensive Review in May 2014

In early 2014, regional staff initiated an MCR to address the updated *Growth Plan* forecasts to 2041. The MCR is a primary component of the mandatory five year review and update of the YROP-2010, a requirement under the *Planning Act*. The MCR is being coordinated with the Transportation and Water and Wastewater Master Plan updates and consists of the following components:

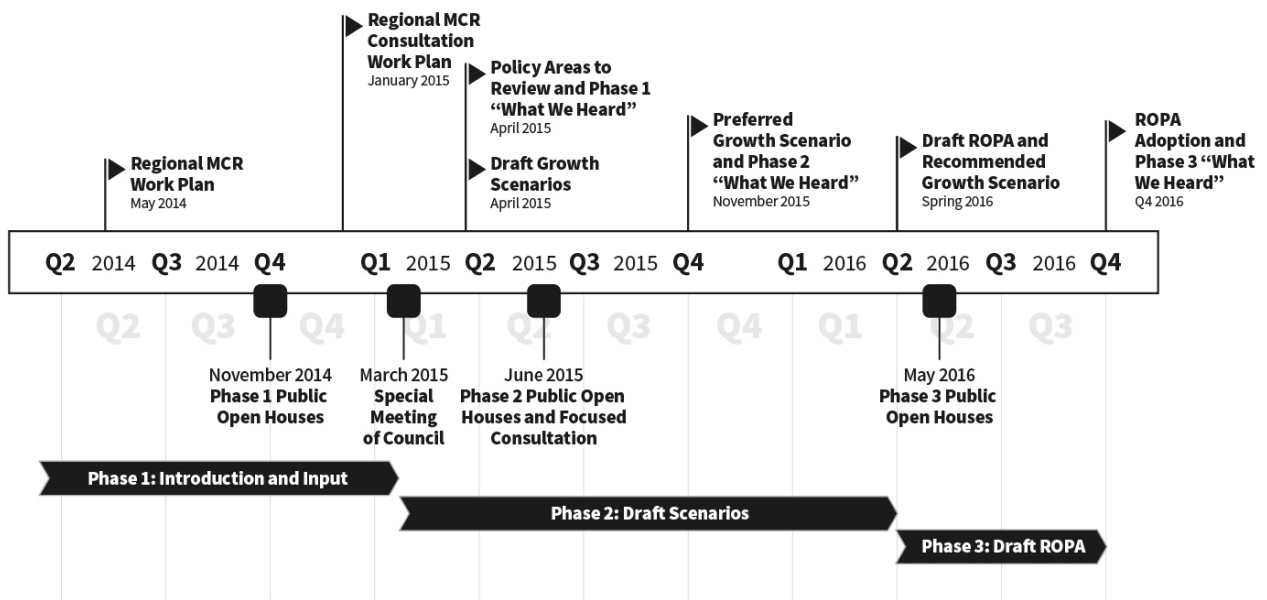
- Employment land and major office inventories (completed June 2014)
- Residential inventory and intensification analysis (completed March 2015)
- Three draft growth scenario forecasts for York Region and the nine local municipalities (completed April 2015)
- An evaluation of the three draft growth scenarios (see Attachment 1)
- Development of a preferred growth scenario (see Attachment 2)
- A York Region 2041 Intensification Strategy (see Attachment 3)
- A Regional land budget (see Attachment 4) exercise to determine land required to accommodate future population and employment growth. This work also includes a number of associated studies:
 - A retail trends study (completed March 2015),
 - An employment trends study (completed October 2015), and
 - A Cemetery Needs analysis (being undertaken through this MCR in response to matters arising through the YROP-2010 Ontario Municipal Board process)

- YROP-2010 policy review and update
- A provincial conformity report (see Attachment 5)
- An extensive public consultation program (see Attachment 6)

Figure 1 below shows the timeline for the YROP-2010 review and MCR.

Figure 1

York Region Official Plan Review and MCR Timeline



Three draft growth scenarios (40% intensification, 50% intensification and a "no urban expansion" scenario) were endorsed in principle by Council in April 2015

Three draft growth scenarios were prepared based on varying levels of intensification: a 40% intensification scenario, a 50% intensification scenario, and a "no urban expansion" scenario. These three draft growth scenarios were endorsed in principle by Council in April 2015 (Clause 6 of Committee of the Whole Report No. 7) for use in an evaluation to determine a preferred growth scenario.

The three draft growth scenarios differ with respect to the share of residential growth expected to occur annually within the provincially defined Built Boundary (2006), and consequently the amount of urban expansion lands that would be

necessary to accommodate future growth to 2041. Table 2 below provides a summary of the three draft growth scenarios. See Appendix A of Attachment 3 for an illustration of the Built-up Area, Designated Urban Area and Whitebelt Area. The Built-up Area is defined by the Built Boundary.

Table 2
Draft Growth Scenario Comparison

	40% Intensification Scenario	50% Intensification Scenario	“No Urban Expansion” Scenario
New Ground-Related Units	66%	59%	53%
New Apartment Units	34%	41%	47%
Total New Units (2011-2041)	100%	100%	100%
Total 2041 Stock Ground-Related/Apartments	79% / 21%	75% / 25%	71% / 29%
Whitebelt Land Requirements (hectares)	2,460	1,260	0
Community Lands	2,300	1,100	0
Employment Lands (hectares)	160	160	0

In September 2015 (Clause 10 of Committee of the Whole Report No. 13), Council endorsed a number of factors and inputs used to evaluate the three draft growth scenarios based on a wide range of land use planning, infrastructure master planning and financial considerations (See Attachment 1).

Provincial plans and the Provincial Policy Statement provided context for the preparation of the preferred growth scenario

The preferred growth scenario has been prepared within the context of the *Provincial Policy Statement, 2014 (PPS)*, and a number of provincial planning documents including the *Growth Plan*, the *Greenbelt Plan*, the *Oak Ridges Moraine Conservation Plan* and the *Lake Simcoe Protection Plan*.

The *PPS* provides policy direction on land use matters that are of Provincial interest. All planning decisions must be consistent with *PPS* policies. Within York Region there is significant overlap between the requirements of the *PPS*, the *Growth Plan* and other plans. The preferred growth scenario considered the fundamental guiding principles contained in both the *PPS* and the *Growth Plan*, including the building of strong, healthy, complete communities, supporting a

strong and competitive economy, making wise use and management of natural resources and optimizing and making efficient use of infrastructure.

Attachment 5 provides an overview of the consistency and conformity between the preferred growth scenario and relevant Provincial policy.

4. Analysis and Options

A variety of stakeholders were consulted on the three draft growth scenarios and YROP-2010 policy areas

York Region staff continue to reach out to the public and stakeholders through three phases of public consultation. Phase 1, which concluded in April 2015, provided information on the Official Plan Review process and sought input on growth management considerations and policy areas to be reviewed.

Phase 2, which is currently underway and includes the development of a preferred growth scenario, is scheduled to be completed in the spring of 2016 with Council endorsement of a recommended growth scenario and draft official plan policies and a draft ROPA. Phase 2 consultations have included input on the three draft growth scenarios and the policy areas identified for review during Phase 1.

Attachment 6 to this report summarizes the Phase 2 consultation process to date and provides commentary on submissions received. The consultation process has been extensive:

Table 3
Phase 2 Consultation Activities

Activities	
Council Reports	2
Public Open Houses	4
On-line Survey (Metroquest)	1
Local Municipal Council Presentations	9
Local Municipal Staff Meetings	14
Technical Advisory Committee Meetings	1
Stakeholder/Landowner Meetings	18
Meeting with Provincial Ministries	2
Focused Internal Meetings	13

Stakeholders consulted also included First Nations, the agricultural community, development industry, conservation authorities, school boards and York Region police.

Comments received covered a wide range of topics, although a number of recurring themes emerged: Providing transportation choice remains a key issue for the public and local councils and concern was expressed regarding population growth preceding the delivery of infrastructure.

The building industry expressed support for the 40% intensification scenario, while the public indicated support for higher intensification, including strong support for the “no urban expansion” alternative.

Written submissions were received from landowners, the conservation authorities, the police and a number of local municipalities

A number of written submissions were received from landowners, conservation authorities, York Region police and local municipalities. Attachment 6 provides a commentary on these submissions. Thirty-two site-specific requests for urban designation or employment land conversion were also received. Staff anticipate additional landowner submissions before the recommended growth scenario is finalized in Q2 of 2016. Scheduling permitting, additional submissions received will be considered when developing the recommended growth scenario.

YROP-2010 review will include policy, technical and mapping updates and alignment of Regional policy with Provincial Plan policy

Input received from Phase 2 consultation confirms support for existing policy direction. Most policy modifications will be minor amendments to update references, language and improve clarity. The *YROP-2010* review will include mapping updates and a number of technical updates to ensure consistency in terminology and definitions throughout the document. Staff are considering the appropriateness of the ‘Towns and Villages’ designation for some areas in the Region and potential modifications may be proposed through the draft ROPA in 2016, following discussions with local municipal staff.

The workplan also includes the alignment of Regional policy with Provincial Plan policy. Regional staff have begun the exercise of ensuring conformity with Provincial Plans including the *PPS* and Source Water Protection Plans and are monitoring the Provincial Plan review process. Transportation related issues are being evaluated through the Transportation Master Plan update. *YROP-2010* transportation policy updates will be co-ordinated with policy direction determined through the Transportation Master Plan.

Phase 2 consultation also confirmed that the protection of employment lands remains important. Recent changes to the *PPS* permit municipalities to plan for the long term protection of employment areas. Approaches under consideration include a Regional Official Plan designation and only considering conversions, in consultation with local municipalities and stakeholders, at the time of a Regional MCR.

Draft Growth Scenario Evaluation

Land use and infrastructure planning, market feasibility and financial implications were considered in the evaluation of the three draft growth scenarios

The three draft growth scenarios were evaluated based on a number of factors within the context of land use planning, infrastructure master planning, housing market feasibility and financial considerations. These factors included:

- The planned urban structure of centres and corridors that provides a focus for intensification, mixed use development and live/work opportunities
- Transit supportive and pedestrian oriented, complete communities
- Protection of the Greenbelt and Oak Ridges Moraine and agricultural and rural areas
- Transit investment to support intensification
- The pace of growth and timing of required infrastructure investment for water and wastewater and transportation
- The capital investment of water & wastewater services and transportation services
- The long-term financial impact of growth and fiscal responsibility
- Job creation to match labour force growth that requires the identification and protection of employment lands
- Housing diversity and affordable housing to offer Regional residents housing choices and for attracting a more diverse and skilled labour force
- The assessment of options for accommodating urban expansion

Attachment 1 to this report provides a detailed commentary of the evaluation process, analysis and results. Landowner submissions were also considered in

the development of the preferred growth scenario. A list of landowner submissions is included in Appendix C of Attachment 6.

The land use and infrastructure planning component of the evaluation indicated a preference for the “no urban expansion” option

Each of the six main goals areas of YROP-2010 with supporting policies from Vision 2051, the *PPS* and the *Growth Plan* were examined as part of the land use policy component of the review. As outlined in Attachment 1, this included a discussion on protecting and enhancing the natural environment, the health and well-being of residents, a competitive economy, enhancing the Region’s urban structure, the provision of services, and the protection of agriculture and rural areas. The analysis indicated that the goals and objectives of the YROP-2010 and supporting documents are best supported by higher intensification levels.

Transportation and water and wastewater infrastructure required for the three draft growth scenarios were evaluated as part of the ongoing Master Plan updates. Key transportation considerations included a.m. peak period trips for transit and autos, total vehicle km and hours traveled per capita and greenhouse gas emissions. Environmental services’ considerations included energy consumption and greenhouse gas emissions related to additional pumping and treatment needs, managing risks associated with additional inflow and infiltration and per capita water use. Overall, roads, transit, water and wastewater interests are best provided for in the “no urban expansion” scenario. Attachment 1 provides more detail on the conclusions of the review.

Financial considerations were an important part of the draft growth scenario evaluation

Early stage fiscal analysis by Finance staff indicates that the capital requirements for the scenarios are reasonably similar, although the “no urban expansion” scenario is the lowest cost.

Master planning work is currently underway and is expected to be completed in early 2016. Departments are expected to have a much clearer understanding of growth infrastructure needs once these processes have been completed. In addition, the Development Charges By-Law review is scheduled to begin in 2016. These studies and analysis will form the main inputs for a robust fiscal impact analysis on the recommended growth scenario to be presented in Q2 2016.

Under all scenarios, it is likely that an increase in development charge rates will be needed to pay for the infrastructure to support future growth. Furthermore, development charges are not expected to cover the full capital cost of the necessary infrastructure.

Based on Hemson Consulting's market analysis, discussed later in the report, there are risks and uncertainties associated with selecting an intensification level of 50% or higher. The risks relate to whether the market will support the forecast increase in demand for apartments. This would likely result in a failure to accommodate planned population growth as people look outside York Region to locations that provide ground-related housing options. This would have fiscal implications as development charge collections and the investment and timing of capital infrastructure will be affected.

A policy and infrastructure planning approach to accommodating growth must be balanced with housing market analysis

The current planning policy regime in Ontario and York Region places an emphasis on sustainable growth through intensification. In this context, the land use and infrastructure planning evaluation clearly indicates higher support for the "no urban expansion" scenario. Financial analysis undertaken to date suggests that there are minimal differences between the capital and operating expenditures under each of the three draft growth scenarios.

It is of paramount importance to balance those components of the evaluation with consideration of the degree to which the forecasted housing type under each of the three draft growth scenarios can be absorbed over time.

Hemson Consulting was retained by the Region to study the housing market feasibility of the three draft growth scenarios. The analysis considered the overall reasonableness or likelihood of achieving each scenario comparing the types of housing that households want and need based on demographic, income and other market characteristics to policy directions that seek a different, typically denser form of development. This market analysis has also been undertaken in response to the building industry's concerns of what the market will likely absorb. Hemson Consulting's market feasibility analysis is included in Appendix B to Attachment 1.

The housing market evaluation indicates the "no urban expansion" scenario does not meet the test of being a reasonable outlook

The Hemson study indicates the "no urban expansion" scenario would require an unreasonably high level of apartment unit growth and an unrealistically high share of the total Greater Toronto and Hamilton Area (GTHA) apartment market over the forecast period. In essence it would mean accommodating all growth after 2031 in rows and apartments. This would most likely result in some of York Region's forecasted growth occurring outside York Region, where ground-related housing was available. This scenario would be reasonable only under a circumstance where a "no urban expansion" approach was applied consistently across the GTHA and surrounding municipalities.

The “no urban expansion” scenario would, therefore, likely result in a failure to accommodate planned population growth as people look outside York Region to locations that provide ground-related housing options. This would have financial implications as the Region’s return on capital investment in infrastructure would not be realized. In that regard, from a market analysis perspective, the “no urban expansion” scenario does not meet the test of being a reasonable outlook.

The study indicates that exceeding the minimum 40% intensification is a reasonable policy position. In determining the appropriate level of intensification, the key factor relates to the continued market shift required in housing demand to meet the scenario. Currently, most housing growth in York Region comes from family households. The degree to which families can be accommodated in row houses and apartments versus single and semi-detached housing, generally preferred by families, is a primary determinant in the level of intensification that is achievable.

Over the past 10 years, there has been an enormous shift in the new housing market in the GTHA, especially evident in Toronto where the condo boom is well documented. A significant market shift has also been observed in York Region, where apartments that comprised fewer than 10% of new unit completions in the 1980’s have reached a share of around 30% in the most recent five year period.

York Region is becoming more urban in character creating additional demand for a more varied housing mix

York Region is a maturing municipality with a population that is increasingly more diversified and more urban in character. Trends such as increases in the number of non-families, lone parent families and people living alone, the ageing of society, and millennials who prefer a more urban lifestyle are impacting the demand of housing type in York Region and across the GTHA. The planning that has been completed for the Region’s four urban growth centres and corridors as mixed-use and live/work environments served by rapid transit will act as a catalyst in creating additional demand for a more varied housing mix.

Although these trends will continue to influence housing type in York Region, future housing demand in the Region will still largely be based on accommodating family households who typically seek ground-related housing.

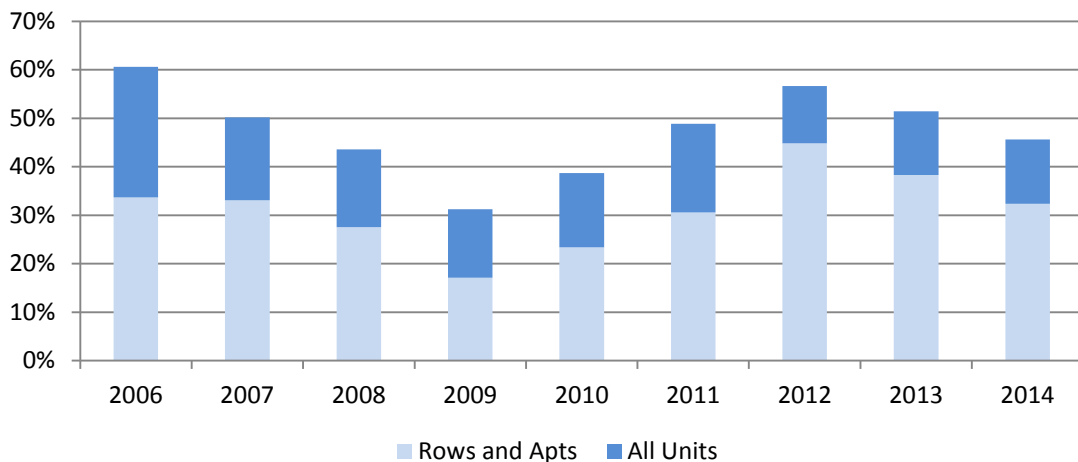
The study concludes that on a balance of policy and market, the most reasonable scenario from a market feasibility perspective likely lies between 40% and 50% intensification. Hemson indicates, “As is often the case in planning, policy needs to strike a balance between reaching for a result that is desirable from a social, economic or environmental perspective, while not overreaching to either fail in the policy objective or to create unintended undesirable consequences.”

The Region's intensification rate has fluctuated since the implementation of the Growth Plan in 2006

As York Region matures and becomes more urban, intensification levels are anticipated to increase. Figure 2 below shows the share of building permits within the Built-up Area for both rows and apartments and for all unit types from 2006 to 2014.

Figure 2

York Region Share of Units in the Built-Up Area



Row and apartments are the common unit types associated with intensification and were the basis for the Table 2 intensification targets in the YROP-2010. A portion of development since 2006 within the Built-up Area is related to the build-out of greenfield subdivisions on the edges of the Built-up Area. In future, a much larger share of the units developed in the Built-up Area will be in the Region's Centres and Corridors, where more rows and apartment units will be constructed.

As Figure 2 illustrates, intensification levels fluctuate on an annual basis. Since the YROP-2010 was approved by the Province in 2010, the level of intensification has ranged between 39 percent and 57 percent.

An intensification rate of 50% or higher would represent an aggressive policy option that risks forcing the market too far, too quickly

Regional staff are of the view that the 50% draft growth scenario places an overly optimistic expectation for York Region to absorb a higher share of the GTHA's apartment growth. This presents unwarranted risk associated with forcing a market shift too far, too quickly.

Support for a 50% scenario would require greater Provincial support for capital spending on infrastructure for transit, subway expansions, Regional Express Rail, and on other projects in a more aggressive time period than currently envisioned. Staff presented a report to Council in September 2015 (Clause 8 of Committee of the Whole Report No. 13) entitled “Report of the Regional Planning Commissioners, Regional Public Works Commissioners and Regional Single-Tier Treasurers on the Provincial *Growth Plan* Review” that confirmed that successful implementation of the *Growth Plan* requires a long-term Provincial Infrastructure Plan that conforms to the *Growth Plan* and a long term commitment by the Federal Government for transit funding.

Hemson Consulting, in evaluating the three draft growth scenarios, indicated that the 50% draft growth scenario was a “more aggressive policy option” that would likely undermine other planning goals including attracting the forecast population to York Region and providing affordable ground-related housing.

Preferred Growth Scenario

A growth scenario that balances the goals, objectives and policies of the YROP 2010 with the housing market lies somewhere between the 40% and 50% growth scenarios

The overall evaluation of the three draft growth scenarios finds that the scenario that best achieves the goals, objectives and policies of the Region and the Province, while ensuring fiscal responsibility, and best reflects the market’s ability to realize the forecasted growth, lies somewhere between the 40% and 50% growth scenarios. A mid-point between this 40% to 50% range strikes an appropriate balance between the YROP-2010’s social, economic and environmental objectives and what the housing market is likely to deliver.

Regional staff are recommending that the preferred growth scenario be based on a 45% intensification level in consideration of the following:

- Emerging trends such as demographic shifts, changing housing preferences, economics and market trends all point towards higher levels of intensification over the longer term
- Market analysis, historical completions and applications in process demonstrate 45% is achievable over the next ten year period and beyond
- The investment already made in transit and in the Region’s centres and corridors is completely aligned with higher intensification:
 - A total of \$1.1 billion is being invested to extend the Spadina Subway to the Vaughan Metropolitan Centre (VMC) and a further

investment of \$1.8 billion in the Region's Viva rapid transit system is being planned along Regional corridors

- York Region is soon to be the only 905 municipality with a subway connection (Spadina-York to Vaughan) and the only location with a proposed second subway connection to the TTC through the Yonge subway extension to the Richmond Hill/Langstaff Centre
- All day two-way Regional Express Rail is proposed into York Region
- Collectively, the four Regional centres are planned to accommodate approximately 120,000 people and 88,000 jobs
- A higher intensification level strengthens the Region's economy by creating more attractive and vibrant centres, improving live/work opportunities and facilitating employment growth, including major office employment
- Higher intensification provides more housing choice attracting a more diverse and skilled labour force

York Region's preferred growth scenario considered the *Growth Plan's* key policy directions and is consistent with the *PPS*

The updated 2041 population and employment forecasts for York Region and the local municipalities, based on the preferred growth scenario, are shown in Tables 4 and 5 below.

More detail on the method and background information used to prepare the forecasts is included in Attachment 2. The forecasts are the product of a number of assumptions based on current social, demographic and economic trends and on Regional and local policy. Regional staff have consulted extensively with local municipal staff throughout the preparation of the forecasts and made appropriate changes based on their feedback.

Regional forecasts are consistent with the *PPS* and incorporate the *Growth Plan's* key policy directions that aim to manage and help shape growth over the coming decades and create transit supportive compact communities by improving the efficiency of land development.

Table 4
York Region Population Forecast by Local Municipality

Municipality	2011	2021	2031	2036	2041
Aurora	54,900	64,500	74,900	77,200	79,000
East Gwillimbury	23,200	39,600	77,800	104,700	118,700
Georgina	44,700	51,700	62,200	67,900	71,300
King	20,500	29,000	34,800	37,400	37,900
Markham	311,400	386,700	458,800	511,500	535,100
Newmarket	82,600	92,600	100,800	105,100	108,200
Richmond Hill	191,500	224,800	258,500	269,800	277,900
Vaughan	297,600	351,700	427,900	463,000	497,400
Whitchurch-Stouffville	38,800	53,000	62,000	63,400	64,500
York Region	1,065,200	1,293,600	1,557,700	1,700,000	1,790,000

Table 5
York Region Employment Forecast by Local Municipality

Municipality	2011	2021	2031	2036	2041
Aurora	21,900	31,600	35,500	37,000	38,500
East Gwillimbury	7,400	14,600	23,900	34,400	45,100
Georgina	7,700	12,500	17,400	20,900	24,500
King	8,200	11,200	13,000	14,200	16,000
Markham	154,800	200,500	233,700	252,000	269,200
Newmarket	42,800	45,900	49,400	50,800	52,400
Richmond Hill	69,300	88,000	99,600	104,600	109,800
Vaughan	185,100	250,000	286,400	303,800	321,500
Whitchurch-Stouffville	12,800	17,800	21,100	22,300	23,000
York Region	510,000	672,100	780,000	840,000	900,000

York Region's preferred growth scenario anticipates growth of 656,000 people and 335,000 jobs to 2041

As illustrated in Attachment 2, key highlights related to the preferred growth scenario include:

York Region 2041 Preferred Growth Scenario

- The majority of population growth (over 70%) and employment growth (approximately 75%) is anticipated to occur in Markham, Richmond Hill and Vaughan
- The average household size is anticipated to decline over the forecast period from 3.17 in 2011 to 2.95 in 2041
- A continued shift in the housing market towards row and apartment housing types will be required to accommodate 45% intensification
- Additional urban lands for both population and employment will be required to accommodate the growth forecast to 2041
- All local municipalities will be required to accommodate a share of their growth through intensification within existing built-up areas
- A number of municipalities have a diminishing supply of greenfield land (Newmarket, Aurora, Richmond Hill) and intensification will therefore play a more prominent role in accommodating their future growth
- The employment forecast has been prepared to support a strong and balanced relationship between residents (Table 4) and jobs (Table 5) for each local municipality and to improve the live/work relationship for York Region residents
- The forecasts have been co-ordinated with the current planned capacity and delivery timing of major Regional water and wastewater and transportation infrastructure in the Region's capital plan.

New intensification targets to 2041 have been established for the nine local municipalities

The York Region 2031 Intensification Strategy, adopted by Council in February, 2009 formed the basis for the intensification policies and local municipal targets in the YROP-2010. The 2031 Strategy included a Regional intensification target of 90,720 units to be accommodated within the Built-up Area between 2006 and 2031. This figure was then distributed to each of the nine local municipalities and included as Table 2 in the YROP-2010.

All local municipalities have completed, or are in the process of completing, their own intensification strategies as summarized in Attachment 3. This work provides the basis for the updated 2041 intensification targets and updated York Region 2041 Intensification Strategy.

The Region hired Meridian Planning Consulting to identify intensification potential as part of the vacant residential unit inventory exercise completed in 2014. As

discussed in Attachment 3, this work indicated a potential of 178,000 units (356,000 people) can be accommodated within intensification areas identified by local municipalities. Of this total, 43,880 residential units are under active development applications (subdivision, site plan or condominium). The 178,000 figure does not represent an ultimate intensification supply in the Region's Built-up Area, as there are other areas with future redevelopment potential that have not yet been identified with specific targets. The Region possesses the capacity to accommodate a variety of unit types and densities through intensification, infill and redevelopment plans in the future, up to and beyond the current planning horizon of 2041.

The Preferred 45% intensification Growth Scenario translates into a requirement of 98,590 new units constructed within the Built-up Area from 2016 to 2041. The Regional intensification target represents over half of the total planned build-out potential for the intensification areas identified by local municipalities.

Table 6
York Region Residential Intensification Targets by
Local Municipality, 2016-2041

Municipality	Intensification Units	% Intensification
Aurora	3,500	46%
East Gwillimbury	1,150	4%
Georgina	3,230	34%
King	1,420	30%
Markham	34,960	55%
Newmarket	8,060	86%
Richmond Hill	18,370	69%
Vaughan	26,250	42%
Whitchurch-Stouffville	1,650	22%
York Region	98,590	45%

Local municipalities will be required to update their intensification strategies to reflect the 2041 intensification targets in Table 6 above. These figures will be adopted as part of the YROP-2010 Review. The Region and each of the nine local municipalities will plan to meet and/or exceed the estimated 98,590 new units required to achieve the 45% intensification target.

Approximately 1600 hectares of urban land expansion is required to deliver the preferred growth scenario

York Region's forecast anticipates 1.79 million people, 583,550 households, and 900,000 jobs by 2041. This represents growth of 656,000 people, 229,400 households and 335,000 jobs from 2014 to 2041. An urban boundary expansion will be required to accommodate this growth.

The Region's MCR, as outlined in Attachment 4, complies with *Growth Plan* policies in considering the need for urban boundary expansions. The *Growth Plan* indicates that a municipality's MCR must include:

- Use of the *Growth Plan's* forecasts
- The completion of an intensification strategy that identifies a minimum 40% residential intensification target, and plans for a significant portion of future population and employment growth within the Built-up Area
- An assessment of the residential and employment land supplies and demonstrated need for the proposed urban expansion
- A demonstration of how the *Growth Plan's* minimum Designated Greenfield Area density target of 50 people and jobs per hectare is to be achieved
- An analysis of how a municipality's urban growth centres are planned to achieve a target of 200 people and jobs per hectare

The amount of additional urban land required and related observations are summarized below:

- A total of 1,618 developable hectares are required to accommodate residential and employment uses in order to achieve the 2041 forecast (1,458 ha community land, 160 ha employment land)
- Urban expansion requirements are distributed to four local municipalities (East Gwillimbury, King, Markham and Vaughan) based on the preferred growth scenario forecast
- Forty-five percent (45%) of residential growth and fifty-three percent (53%) of the Region's employment growth will be accommodated within the Region's Built-up Area
- The 2041 York Region Designated Greenfield Area density is 52 people and jobs per ha, slightly above the Growth Plan target

Regional staff have undertaken a review of the estimated 2016 supply of ground-related units in approved urban areas throughout the Region. This estimated supply of 92,700 units is adequate to accommodate demand to approximately 2031. The additional community land requirement of 1,458 hectares will satisfy overall household demand for all types of housing to the 2041 horizon.

Thirty-two site specific requests for urban designation or employment land conversion have been received to date. The preferred growth scenario does not propose any urban expansion onto Provincial Plan area lands. Some of the site specific requests fall within the proposed areas identified for urban expansion. Appendix C to Attachment 6 contains details on each of the site specific submissions received.

Regional staff are recommending a 2041 planning horizon for the proposed urban expansions

The Province recently produced a technical backgrounder to Amendment 2 to the *Growth Plan* stating that urban settlement area boundary expansions cannot address growth beyond 20 years. In September 2015, staff presented a report to Council (Clause 9 of Committee of the Whole Report No. 13) entitled "Technical Backgrounder - Implementation of Amendment 2 (2013) to the Growth Plan for the Greater Golden Horseshoe, 2006." Council endorsed staff's recommendation to supplement the Region's comments on the Co-ordinated Review of Provincial Plans. The recommendation proposes to amend *Growth Plan* policy 2.2.8.2(b) to allow for an urban expansion to accommodate but not exceed the forecasts provided in Schedule 3, allowing for a 25-year planning horizon.

The land budget in Attachment 4 includes analysis and relevant mapping (see Appendix I of Attachment 4) illustrating the proposed urban expansions for both a 20-year and a 25-year planning horizon to 2036 and 2041. Staff have included both options and can include the appropriate map in the proposed urban expansion amendment to the YROP-2010 once the Provincial response is known.

Proposed urban boundary expansions are based on good planning and logical boundaries

The proposed urban expansion areas have been assessed against Provincial Plans, including the *Growth Plan*, *Greenbelt Plan* and the *Oak Ridges Moraine Conservation Plan*, the *Lake Simcoe Protection Plan* and the *PPS*. All the policies of the YROP-2010 have also been reviewed in the evaluation. Attachment 5 provides a commentary on how the proposed urban expansions comply with the Provincial Plans and the *PPS*. An evaluation of the geographic locations for the proposed boundary locations forms part of the analysis included in Attachment 4 of the land budget work.

The proposed urban boundary expansions are based on good planning and logical boundaries consistent with YROP-2010 policy 5.1.12 that speaks to “clear and identifiable boundaries, such as concession streets, major natural features, rail or major utility corridors.” A portion of the lands proposed for urban expansion in the City of Vaughan are located within the proposed potential alignments for the GTA west corridor. These lands may be refined once additional information on a final alignment for the GTA west corridor is determined.

Path to the Recommended Scenario

The Preferred Growth Scenario will undergo further analysis and a recommended scenario will be presented to Council in Q2 2016

The preferred growth scenario for York Region, land budget and supporting background material is to be used as the basis for further discussion, analysis and refinement, leading to a recommended scenario to be presented to Council in Q2 2016. In finalizing the recommended scenario, staff anticipate additional landowner submissions. Scheduling permitting, those received will be considered when developing the recommended growth scenario.

Upcoming legislation from the Province could have direct implications on the Region’s MCR work

The Region’s MCR work is being undertaken while the Province has initiated its Co-ordinated Review of a number of significant Provincial Plans. In addition, the Province released proposed Bill 73 that deals with potential changes to the *Planning Act* and the *Development Charges Act*. It is anticipated that the Province will be releasing further material related to these reviews in the near future.

Upcoming legislation from the Province could have direct implications on the Region’s MCR work and the assumptions used in generating the preferred growth scenario and land budget. Staff will continue to monitor the Provincial review process and update Council when information becomes available. Based on the outcome of this provincial work, staff may review the workplan schedule for completion of the YROP-2010 update and MCR. It may be prudent to allow time for proposed changes to Provincial Plans and legislation to take effect.

An Amendment to YROP-2010 will be presented to Council for adoption in Q4 2016

The current workplan, if unadjusted as discussed above, targets the recommended growth scenario and a draft ROPA for Council consideration in Q2 2016. Subsequently, public open houses will be held to ensure further opportunities for all stakeholders to provide comments on the recommended

growth scenario are available. It is anticipated that a ROPA will be presented to Council for adoption in Q4 2016. The amendment will include:

- A revised Table 1 detailing the 2041 population and employment forecasts by local municipality
- A revised Table 2 detailing 2041 local municipal intensification targets
- Urban expansion areas required to accommodate growth to 2041 (or 2036, subject to a Provincial response on the planning horizon)
- Revised policy, mapping and technical updates for relevant sections of the YROP-2010

Forecasts, land budget and intensification will be carefully monitored

Regional population, household and employment forecasts provide a foundation for nearly all Regional initiatives and studies and play a vital role in the planning of future Regional services. They are a fundamental building block to virtually every major Regional study including the designation of settlement and land use boundaries, and the planning for infrastructure projects, housing needs, and various health and social programs such as new schools, hospitals and medical services, police and day care facilities. They also form the basis of Regional Development Charges By-Laws and are used by industry and business for investment decisions.

This staff report and attachments are the technical background information behind the forecasts that form the basis for infrastructure, human services and fiscal planning as well as detailed land use decisions and the potential defence of these decisions at the Ontario Municipal Board (OMB).

There is a level of uncertainty associated with any forecasting exercise. Consequently, long-term forecasts are to be used with caution. Unforeseen changes to the assumptions, such as a shift in current Federal immigration levels, could alter the outlook.

The preferred growth scenario has been co-ordinated with the Master Plan updates for Transportation and Water and Wastewater as well as the Region's capital plan. It is the Region's intention to continue to carefully monitor the forecasts. Careful and on-going monitoring and co-ordination of the timing of infrastructure delivery will be required in order to respond to potential changes in the market.

Link to key Council-approved plans

The MCR will result in an amendment to the YROP-2010 and include updates to the Regional and local municipal population and employment forecasts, intensification targets and associated policies.

The MCR supports all four of the *2015 to 2019 Strategic Plan* Priority Areas including – Managing Environmentally Sustainable Growth, Strengthening the Region's Economy, Supporting Community Health and Well-being and Providing Responsive and Efficient Public Service.

The MCR also supports Vision 2051's goal area of Creating Liveable Cities and Complete Communities through the preparation of the preferred growth scenario and proposed urban expansions that will provide the framework for future growth and the development of communities in the Region.

5. Financial Implications

The majority of the MCR work has been undertaken in-house by existing staff in the Planning and Economic Development branch with support from staff in other Regional branches and departments. Components of the MCR work such as the housing market feasibility analysis were completed by consultants within the existing Planning and Economic Development branch budget.

The preferred growth scenario has been co-ordinated with the Master Plans for Transportation and Water and Wastewater, as well as the Region's capital plan. The recommended growth scenario will form the basis for the growth forecast for the next Development Charge By-Law update which is required to be adopted in 2017. A more detailed fiscal impact analysis will be completed for the recommended growth scenario adopted by Council.

6. Local Municipal Impact

Local municipal staff are part of the MCR Technical Advisory Committee (TAC) and provided comments throughout the MCR process. The TAC has been meeting to discuss the MCR process, residential and employment land supply, the three draft growth scenarios, the preferred growth scenario, land budget, intensification, and the review of Regional Official plan policies. In addition, Regional staff have been meeting with each local municipality on an individual basis throughout the process. Staff also provided an MCR update to all nine local municipal councils in the spring and summer of 2015.

Appropriate adjustments to the forecasts and background material have been made based on local municipal feedback. Appendix B to Attachment 6 provides a

summary of the responses to local municipal input in the evaluation of the three draft growth scenarios. Seven of the nine local municipalities provided written submissions as part of the Phase 2 consultation.

Local municipal official plans will need to conform to the updated local municipal forecasts, proposed urban expansions, and local municipal intensification targets, once approved. The new forecasts will form the basis for local municipal infrastructure and service delivery planning.

7. Conclusion

The *Growth Plan* forecasts a population of 1.79 million and 900,000 jobs for York Region by 2041. A total of 1,617 additional developable hectares are required for residential and employment uses in order to achieve the 2041 forecast. In accommodating this level of growth, a preferred growth scenario based on 45% intensification, provides the best balance between the goals, objectives and policies of the YROP-2010 and the market.

This scenario and proposed areas for urban boundary expansions will be analyzed, discussed and refined over the coming months. A recommended growth scenario and a draft ROPA will be presented to Council for consideration in Q2 2016.

For more information on this report, please contact Paul Bottomley, Manager, Policy, Research and Forecasting at 905-830-4444 ext.71530.

The Senior Management Group has reviewed this report.

November 5 2015

Attachments (6) - Please visit our website at www.york.ca for online viewing

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Accessible formats or communication supports are available upon request