



# Corporate Report

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**DATE:** March 10, 2009

**TO:** Chair and Members of Planning and Development Committee  
Meeting Date: March 30, 2009

**FROM:** Edward R. Sajecki  
Commissioner of Planning and Building

**SUBJECT:** **2008 Growth Forecasts – Supplementary Report**

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- RECOMMENDATION:**
1. That the Region of Peel be requested to amend the Regional Official Plan to provide for the High Growth Scenario for the City of Mississauga prepared by Hemson Consulting Ltd. contained in the report titled “*2008 Growth Forecasts – Supplementary Report*” dated March 10, 2009 from the Commissioner of Planning and Building.
  2. That the High Growth Scenario for the City of Mississauga prepared by Hemson Consulting Ltd. contained in the report titled “*2008 Growth Forecasts – Supplementary Report*” dated March 10, 2009 from the Commissioner of Planning and Building, be endorsed for the purpose of service and infrastructure planning and the Development Charges Review.
  3. That the report titled “*2008 Growth Forecasts – Supplementary Report*” dated March 10, 2009 from the Commissioner of Planning and Building, be circulated, by the City Clerk, for information to the City of Brampton, Town of Caledon and Region of Peel.

**BACKGROUND:** Hemson Consulting Ltd. was retained to update the growth forecasts as part of the Mississauga Plan Review process and to comply with the growth targets of the *Growth Plan for the Greater Horseshoe (Growth Plan)*.

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The growth forecasts are an input to several City projects, including the Development Charges By-law Review. As such, it is critical that a decision be made and a growth forecast scenario be selected.

The forecasts will also be used by the Region of Peel as part of their exercise to allocate the growth mandated by the *Growth Plan* to the area municipalities.

On January 12, 2009, the report titled “*2008 Growth Forecasts – Mississauga Plan Review*” was presented to Planning and Development Committee. That report recommended, among other things, that the High Growth Scenario prepared by Hemson Consulting Ltd., be adopted as the City’s growth forecasts.

Subsequently, on January 21, 2009, City Council adopted the following recommendation:

PDC-0004-2009:

“That the Corporate Report dated December 9, 2008 from the Commissioner of Planning and Building with respect to the “*2008 Growth Forecasts – Mississauga Plan Review*” be referred back to staff in order to provide additional information including financial impacts and other related matters, as discussed at the Planning and Development Committee Meeting on January 12, 2009.”

In response to this direction, Hemson Consulting Ltd. was retained to provide comments on the following two questions:

1. Should the growth targets for the Region of Peel contained in the *Growth Plan* be revised?
2. What are the financial implications of selecting the High Growth Scenario for the City of Mississauga?

Hemson Consulting Ltd. is uniquely qualified to address these matters as they prepared the Greater Golden Horseshoe forecasts for the Province, Mississauga’s growth forecasts and have been retained by the Finance Division for the Development Charges By-law Review. The response from Hemson Consulting Ltd. is attached as Appendix 1.

**COMMENTS:****Two Growth Forecast Scenarios Prepared**

Two growth forecast scenarios were prepared by Hemson Consulting Ltd. reflecting varying assumptions regarding growth. As Mississauga has nearly completed its greenfield growth, most of the forecast growth will be through intensification and redevelopment.

The lower Reference Scenario is what Hemson Consulting Ltd. considers the most likely scenario for growth; whereas, the High Growth Scenario would require a stronger demand for higher density forms. To achieve the High Growth Scenario, policy and financial investments to improve the City's competitiveness for high density development forms would be required. This includes the provision of community services and investments in the public realm, including the transportation system, parks, streetscapes, cultural amenities and the arts.

The following table presents the results of the two growth scenarios.

<b>Total Population 2006 – 2031</b>						
<i>Including Net Undercoverage</i>						
Census Year	Reference Scenario		High Growth Scenario		Difference	
	Total Population	Growth	Total Population	Growth	Total Population	Growth
2006	698,000	-	698,000	-	-	-
2011	737,000	39,000	738,000	40,000	1,000	1,000
2016	753,000	16,000	757,000	19,000	4,000	3,000
2021	763,000	10,000	775,000	18,000	12,000	8,000
2026	773,000	10,000	793,000	18,000	20,000	8,000
2031	783,000	10,000	812,000	19,000	29,000	9,000
Total	-	85,000	-	114,000	-	29,000
<b>Total Employment 2006 – 2031</b>						
Census Year	Reference Scenario		High Growth Scenario		Difference	
	Total Employment	Growth	Total Employment	Growth	Total Employment	Growth
2006	431,000	-	431,000	-	-	-
2011	454,000	23,000	455,000	24,000	1,000	1,000
2016	479,000	25,000	483,000	28,000	4,000	3,000
2021	492,000	13,000	500,000	17,000	8,000	4,000
2026	498,000	6,000	509,000	9,000	11,000	3,000
2031	505,000	7,000	519,000	10,000	14,000	3,000
Total	-	74,000	-	88,000	-	14,000

The difference between the two growth scenarios is modest – 1,450 persons and 700 employees on an average annual basis which amounts to a total of 29,000 persons and 14,000 employees by the year 2031. In percentage terms, this represents an additional 3.7% population and 2.8% employment in 2031. On a population and employment base the size of Mississauga's, these differences would be within the margin of error of any forecast scenario selected.

### **The High Growth Scenario Supports the Draft Strategic Plan**

Mississauga has recently prepared a draft Strategic Plan that developed a vision of the future for the City. Supporting this vision are the following five Strategic Pillars for Change:

- Developing a Transit-Oriented City
- Ensuring Youth, Older Adults and New Immigrants Thrive
- Completing Our Neighbourhoods
- Cultivating Creative and Innovative Businesses
- Living Green

The High Growth Scenario supports Mississauga's city-building initiatives as envisioned in the draft Strategic Plan. Action 55 of the draft Action Plan for the draft Strategic Plan states the following:

***“We will increase the population target – use growth to fund infrastructure. The City's current population forecast of 768,000 for 2031 will not achieve the “complete” city objective. More realistic population targets need to be developed and growth directed to nodes and corridors in order to create the city we want. This growth will assist in funding required infrastructure.”***

The High Growth Scenario supports the vision contained in the draft Strategic Plan by encouraging transit-oriented development in order to support higher-order transit.

Cities are dynamic organisms that must continually renew themselves to remain strong and vibrant. Without growth, cities stagnate or decline as structures age and growth related revenue streams are not available for reinvestment in municipal services and infrastructure. In a low growth scenario, the existing property tax

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base would increasingly be expected to fund the replacement of aging infrastructure.

As Mississauga moves into its second generation of development, higher growth can support the vision that emerged through the “Our Future Mississauga” engagement process. Creating a strong downtown and a series of nodes and corridors that support transit initiatives and create focal points for the City as a whole and for communities within the City, was a theme that emerged. This will support the existing resident population by providing a greater array of services to allow for aging-in-place. It will also be important to attract young adults and families that are making location and employment choices based on the quality of life that is offered.

Mississauga is no longer in the greenfield market and is in competition with other municipalities for higher density development. This applies to both residential development as well as employment, particularly office development. Previously, Toronto was Mississauga’s principal competition, however, because the *Growth Plan* requires all municipalities in the Greater Golden Horseshoe to intensify, there will be greater competition for higher density development. Mississauga is well positioned in this new environment based on its strong economic base, residential amenities, solid financial record and many municipal initiatives such as higher-order transit.

To ensure the City’s success a number of actions are required. Hemson’s report titled “*Long-Range Forecasts City of Mississauga 2006-2031*” dated December 2008 states that to achieve a higher level of growth the following actions will be required:

- *“Planning for community services will increasingly need to cater to an aging population, including planning for better transit service, health care and for better access and mobility throughout the community;*
- *Financial planning will increasingly need to focus on maintenance issues and the task of keeping in good repair existing urban infrastructure. Key financial challenges will include declining Development Charge revenue and a shifting assessment base; and*

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- *Investment in the public realm will be critical. In order to maintain – and enhance – the appeal of high density living, all aspects of the urban environment will need to be well maintained and upgraded, including the transportation system (transit, roads and rail), parks, streetscapes, cultural amenities and the arts.”*

To become the City of the 21<sup>st</sup> Century envisioned in the draft Strategic Plan, growth will be necessary to fund municipal investments that create a strong public realm, shift transportation choices towards transit and attract new businesses in the creative and knowledge economy and the resident labour force to sustain local businesses.

### **Updating the Forecasts in the Province’s Growth Plan**

The *Growth Plan* allocates a population of 1,640,000 persons and 870,000 employees to the Region of Peel in 2031. This forecast used 2001 Census of Canada results and, among the assumptions made, was that this growth would be accommodated in 544,000 dwelling units.

Of central importance in the translation of dwelling unit forecasts to population forecasts is the average household size. It was assumed that household sizes would continue to decline as they have in the past and that by 2006 the average household size in the Region of Peel would be 3.13 persons per unit. By 2031, it was assumed that average household sizes would be 2.88.

As Hemson notes in Appendix 1, rather than declining, the average household size in the Region of Peel rose between 2001 and 2006. Instead of 3.13, the average household size in 2006 was 3.21. While such a difference may appear minor, across the entire housing base of the Region of Peel in 2006, this difference results in an additional population of approximately 30,000 persons.

Consequently, Hemson has also adjusted the forecast 2031 average household size for the Region of Peel. Instead of 2.88 persons per unit, the new forecast is 3.02. If this household size assumption is applied to the 544,000 dwelling units originally used for the Province’s growth forecasts, the resulting population would be 105,000 persons higher in the Region of Peel.

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The resultant population would be 1,745,000 instead of 1,640,000 as in the *Growth Plan*.<sup>1</sup>

Hemson concludes that in light of the unexpected shifts in household sizes “*it would not be unreasonable to consider the relatively small increase in the overall Regional target from 1,640,000 to 1,670,000 to accommodate the City of Mississauga’s aspirations for higher growth through greater intensification. The related small increase in the employment target would be consistent with the higher population target.*”

Provincial staff has indicated that the growth forecasts contained in the *Growth Plan* must be adhered to as they are part of the “Places To Grow” legislation and that changes to these numbers will not be considered at this time. They do, however, acknowledge that periodic reviews of the forecasts are in order and have indicated that such a review will be undertaken after the current round of official plan conformity reviews.

### **Meeting the 40% Intensification Target for the Region of Peel**

In the January 12, 2009 report titled “*2008 Growth Forecasts – Mississauga Plan Review*”, it was noted that between 2016 and 2031, 40% of the Region of Peel’s growth must be accommodated through intensification to comply with the *Growth Plan*.

Based on preliminary work undertaken by Regional staff, and assuming Brampton and Caledon are allocated the amount of growth they have forecasted, adoption of Mississauga’s High Growth Scenario would be necessary for the Region to meet the Province’s 40% intensification target. Even with Mississauga’s High Forecast, the Region only just meets its intensification requirements and for some years growth will need to be reassigned to achieve the intensification requirement.

With Mississauga’s Reference Scenario, the Region’s intensification is in the mid-30% range. This would mean that some growth currently assigned to greenfields would have to be reallocated to intensification areas and would have implications for urban boundary expansions

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<sup>1</sup>However, due to adjustments to the average household size, adjustments to the housing unit forecast are also in order. The most likely outcome is that while population will be somewhat higher, housing production will be somewhat lower. This would also have implications for the mix of housing type, and hence, final average household sizes. The table on page 5 of Hemson’s letter shows these adjustments.

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currently being contemplated in Caledon. Further, it should be noted that the Region's total growth forecasts using either Mississauga's Reference Scenario or High Growth Scenario exceeds the Province's population targets for the Region of Peel. (See Appendix 2.)

Based on the above considerations, Regional staff favour Mississauga's High Growth Scenario. To address the matter of achieving the Provincial target population and employment figures for 2021 and 2031, Regional and area municipal staff concur that the existing municipal forecasts should be utilized but minor adjustments to the timing of growth be made. For example, the forecasts prepared by the area municipalities suggest that the Province's 2031 population target of 1.64 people for Peel will be achieved two or three years earlier. Given the margin of error inherent in any forecast, such an adjustment is reasonable.<sup>2</sup>

Regional staff also propose to add wording to their Official Plan that would allow service and infrastructure planning studies to utilize growth forecasts that may vary somewhat from those contained in the Official Plan, in recognition that the underlying assumptions (e.g., household sizes) and pace of growth may change.

### **The Distribution of Additional Growth Within Mississauga**

The assumption underlying the distribution of the additional growth included in the High Growth Scenario is that it is distributed primarily to the Downtown, nodes and corridors as identified in the Growth Management Strategy. (See Appendices 3 and 4.)

The additional 29,000 persons forecast in the High Growth Scenario are to be accommodated in an additional 11,300 dwelling units. Approximately 6,400 units (57%) will be in the Downtown and nodes - half to the Downtown and the other half distributed amongst the two Major Nodes and ten Community Nodes.

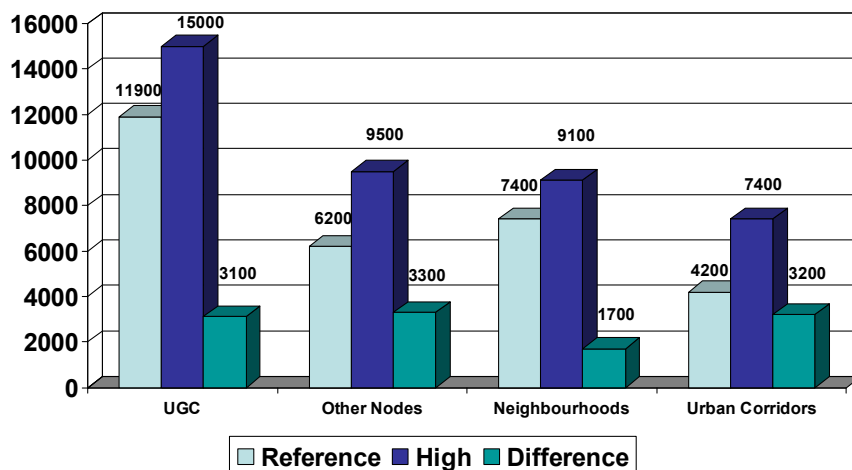
The remaining additional 4,900 units (43%) would be located in Neighbourhoods and in Urban Corridors. The results of the forecast indicate that Neighbourhoods would accommodate 1,700 units (15%) and Urban Corridors 3,200 units (28%).

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<sup>2</sup> Additional discussion with the Province will be required to address the discrepancy between the Regional and Provincial forecasts for 2011 forecasts.



### Dwelling Unit Growth 2011- 2031 Reference and High Growth Scenarios



The Growth Management Strategy proposes that neighbourhoods only receive infill growth and limited redevelopment that is compatible with their existing character. Where increases in density within neighbourhoods are envisioned along corridors, however, development is limited to four storeys unless specific policies indicate another height restriction. Further, growth along corridors will be required to be compatible with adjacent stable residential neighbourhoods and be transit-supportive (e.g., in proximity to transit services).

Concern was expressed that if growth were directed to the Downtown and to nodes, additional growth would adversely impact the adjoining low density residential areas. On the contrary, additional growth in nodes is expected to be an asset to surrounding residential areas by providing focal points for the neighbourhoods where a greater range of services are available that can be readily accessed by a short trip, including an easy walking or cycling trip. Also, the official plan will be amended to take growth pressures off stable residential areas.

Additional employment growth associated with the High Growth Scenario would be distributed in a different manner. Approximately 70% of the additional employment growth would be in the Downtown (City Centre and Cooksville) or major employment growth areas (Airport Corporate, Gateway, Meadowvale Business Park and the Northeast Planning District). This growth would include office development and diversified employment opportunities (e.g.,

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manufacturing). Employment growth in neighbourhoods is primarily associated with population growth (e.g., service related employment) and would be distributed to the same locations as additional population growth.

**FINANCIAL IMPACT:** Hemson Consulting Ltd. was asked to comment on the financial impact of selecting the High Growth Scenario versus the Reference Scenario. Their comments are based on “order of magnitude observations” and are contained in Appendix 1. Highlights of their comments are provided below.

- It is unlikely that the City-Wide Engineering capital program would have to be increased to accommodate the additional population. If an increase would be required it would be entirely accommodated by development charges and not require any additional capital from the tax base.
- Development charge revenue at current rates does not fully fund transit’s growth-related capital costs. However, the High Growth Scenario would make an additional \$18 million available that would contribute to system requirements already required by the lower Reference Growth Scenario. To maximize the development charge funding an additional \$1.8 million would be required to be raised from the tax base or other non-development charge funding.
- For Recreation and Library services, additional capital could be provided through development charges (approximately \$33 million) and the 10% discount share from the tax base (approximately \$3.3 million).
- Additions to the Fire capital program could accommodate the additional population contemplated in the High Growth Scenario and, as such, no additional capital funding would be required. (Finance staff note that we would likely not have enough Development Charge Revenues to fund another new fire station because the Fire reserve fund is in a negative position and is projected to stay that way for the 10-year forecast period.)

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- Additional capital infrastructure and facilities will increase the City's operating costs and program-specific revenues. However, per capita costs are unlikely to be higher and, for several services, marginal net operating costs per capita could be lower. The following impacts are expected:
    - increased fare-box revenue from increased transit ridership would marginally reduce the average net cost per capita of the transit system;
    - marginal reductions to the average per capita cost of maintaining the road system are anticipated given that the same road infrastructure would be supported by a slightly larger tax base;
    - the cost of operating the fire service would depend on the number of additional crews required, however, average per capita net operating costs are expected to remain similar to present averages;
    - although capital additions for soft services such as recreation and library may be required, the per capita operating costs would be somewhat lower due to more system users.

In summary, average net operating costs for services are expected to be marginally lower in the High Growth Scenario than in the lower Reference Scenario.

- Given that the additional growth is expected to largely be in the form of condominium apartments and the assessment per capita is higher for these units than other unit types, the property tax revenue per capita would be marginally higher under the High Growth Scenario.
- The marginally higher property tax assessment embodied in the High Growth Scenario would marginally shift the Regional apportionment toward Mississauga.

Based on the above considerations, Hemson concludes that *"the fiscal impact of the High Growth forecast would be only marginally different than that under the Reference forecast"*.

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**CONCLUSION:**

Two growth scenarios have been prepared for the City of Mississauga. It is imperative that a decision be made regarding which scenario will be supported. The growth forecasts are a necessary input to the Development Charges Review. The existing Development Charges By-law will expire in July 2009.

A decision on the growth forecasts is also critical for various official plan reviews currently underway. Although the City of Mississauga has asked for an extension to the June 2009 conformity deadline established by the *Growth Plan*, the Province has requested that the City adhere to the deadline. In discussions with the Province, it was agreed to bring forward a conformity amendment to meet the June, 2009 deadline. That report is also scheduled for this meeting of Planning and Development Committee.

The Mississauga Official Plan is largely in conformity with the *Growth Plan* and with the recent preparation of the Growth Management Strategy and various other studies an official plan amendment that meets the remaining minimum requirements of the *Growth Plan* is feasible. However, one outstanding matter is the growth forecasts which must form part of the official plan amendment.

Mississauga forecasts are required for the Region of Peel Official Plan which must also meet the June 2009 *Growth Plan* conformity deadline. Should Mississauga select the lower Reference Forecast, adjustments to greenfield expansions in Caledon may be required and will have implications for the official plan studies underway in those municipalities.

It is recommended that the High Growth Scenario be adopted. The High Growth Scenario supports the vision in the draft Strategic Plan, and other city-building initiatives, achieves the Regional intensification requirement of the *Growth Plan*, and has marginally higher financial impacts than the Reference Scenario.

**ATTACHMENTS:**

APPENDIX 1: Letter from Hemson Consulting Ltd. dated February 27, 2009

## APPENDIX 2: Growth Forecasts for the Region of Peel and Area Municipalities

## APPENDIX 3: Growth Management Strategy

## APPENDIX 4: Reference and High Growth Scenarios

*Original Signed By:*

Edward R. Sajecki  
Commissioner of Planning and Building

*Prepared By: Angela Dietrich, Manager, Policy Planning*

# HEMSON

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Via email

February 27, 2009

Angela Dietrich  
City of Mississauga  
300 City Centre Drive  
Mississauga, ON, L5B 3C1

Dear Ms. Dietrich:

**Re: Implications of City of Mississauga High Growth Forecast**

Hemson Consulting Ltd.'s recent forecast report prepared for the City of Mississauga provided both a "Reference" and a "High" forecast for the City. The High Forecast resulted in a population of 812,000 in the City in 2031, some 29,000 higher than the 783,000 population in the Reference Forecast. The higher population forecast is largely based on the City attracting more apartment development to its designated intensification areas. Likewise the high employment forecast would be 519,000 in 2031, about 15,000 higher than the Reference Forecast, as result of additional jobs to serve the additional population and attracting additional office development to the City's intensification areas.

Staff of the City of Mississauga has indicated interest in planning to meet the high forecast rather than reference forecast. This letter reviews the basis for the higher forecast and its key implications both in large-scale planning terms and in financial matters for the City of Mississauga.

**1. What Would Adopting the High Growth Forecast Mean within the Region of Peel?**

The Reference forecast was based on the Region of Peel population and employment forecasts to 2031 contained with the *Growth Plan for the Greater Golden Horseshoe*<sup>1</sup>. As

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<sup>1</sup>The current economic downturn is delaying anticipated growth, so we have not attempted to prepare forecasts that meet the population and, especially, employment forecasts for 2011 within the Growth Plan.

part of our integrated modelling exercise and of our concurrent work with the City of Brampton, the forecast took account of the planned growth in both the City of Brampton and the Town of Caledon. In particular, the Reference forecast is consistent with Caledon meeting its adopted growth targets, Brampton building out its planned greenfield development resulting in little or no need for “unallocated” development in Peel Region to meet the *Growth Plan* targets<sup>1</sup>.

One of the concerns raised about the High Forecast was whether it was reallocating growth from elsewhere in the Region of Peel, something which would have significant implications for the planning currently underway at the Region of Peel as well as in Brampton and Caledon.

The High Forecast was described in Hemson’s December 2008 report, *Long Range Forecasts, City of Mississauga 2006–2031*, as:

The high forecast could result from one of two future events:

- A broad, metropolitan-wide shift in favour of higher density housing in the GTAH, with Mississauga maintaining a similar market share as anticipated under the reference forecast; or
- The more likely event that the City of Mississauga would be successful in attracting a higher share of the high density market as a result of efforts to improve the market attraction of the community for accommodating demand for such development. This result would generally be contrary to the *Growth Plan* which expresses a clear interest in greater amounts of higher density housing development in many locations across the Greater Golden Horseshoe.

The very premise of this forecast is that, in either of the above views, the growth associated with the high forecast in Mississauga is over and above the growth that would otherwise be occurring in Mississauga and the rest of the Region of Peel. The planning implications, at least with respect to the amount of growth occurring, are likely to lie more with the City of Toronto or Region of Halton than with elsewhere in Peel.

Where there is a challenge, then, is in the total population of the Region of Peel incorporating the Mississauga High Forecast. This level of population would exceed the

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<sup>1</sup>Our most recent analysis results in a small unallocated population of about 5,000 people. However, 22 years from now on a total population of 1.64 million, this 3% of the population should be considered as little more than a rounding error and should not be seen to carry any significant planning implications for the current Growth Plan conformity work being undertaken by the Region or the local municipalities in Peel.

*Growth Plan* 2031 forecast target of 1,640,000 by the 30,000 additional population in Mississauga.<sup>1</sup>

Forecast Comparison of Reference and High Forecast Mississauga and the Region of Peel			
	Mississauga	Rest of Peel	Total Peel
<b>2031 Reference</b>	783,000	856,000	1,639,000 rounded to 1,640,000
<b>2031 High</b>	812,000	856,000	1,668,000 rounded to 1,670,000

On a similar logic the additional 15,000 employment in Mississauga would also be over and above the *Growth Plan* forecast employment in Peel, since most of that employment would occur in natural course of events with the additional population growth.

## 2. What Would Adopting the High Growth Forecast Mean in the Larger Context of Growth in the GTAH and the *Growth Plan*?

The *Growth Plan* currently indicates a 2031 population of 1,640,000 for the Region of Peel. This result was based on the forecasts prepared by Hemson Consulting Ltd. in the *Growth Outlook for the Greater Golden Horseshoe* in January of 2005. Generally speaking the forecast population growth within each of the Regions of the GTAH was based on a forecast of housing by type taking account of the ability of each location to accommodate different types of housing.

The Compact Scenario forecast, on which Schedule 3 to the *Growth Plan* was based, indicated 1,640,000 population accommodated in 544,000 occupied housing units at an average household size of 2.88 in 2031, declining from a then-forecast 2006 starting point of 3.13 persons per unit<sup>2</sup>.

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<sup>1</sup> Depending on the market dynamics of how and why the additional development might come to pass in Mississauga, the effect could also suggest up to 10,000 additional population elsewhere in Peel Region — the premise of the additional population in Mississauga being is the attraction of more medium and high density development from elsewhere in the GTAH. This might also indicate some increase in other parts of Peel, primarily Brampton, where the apartment market is, as we know, inter-related with the Mississauga market.

<sup>2</sup> Note that 544,000 units at 2.88 persons per unit is about 1,570,000. The difference between this figure and the 1,640,000 in the *Growth Plan* is the addition of non-household (institutional population) and the Census net under coverage.



In all of the Greater Golden Horseshoe, one of the most surprising results from the 2006 Census was the rise in the average household in the Region of Peel between 2001 and 2006 with an actual persons per unit of 3.21 in 2006 rather than the 3.13 that had been expected. This shift was mainly the result of the high number of new households in Peel with a particularly high average household size relative the average size elsewhere in the GTAH. While the difference between 3.13 and 3.21 may not seem large, across the entire household base of the Region of Peel in 2006, this difference amounts to about 30,000 people.

As a result of this shift in the base information, the forecast average household size in 2031 in Peel Region is now 3.02 rather than the 2.88 used as the basis for the population in the *Growth Plan*. This means the population target of 1,640,000 that was originally based on 544,000 households in Peel is now met with 516,000 housing units, a reduction of 28,000 units. This is quite significant since the land use planning is actually based on the physical supply of units, not on the people who happen to move into those units. Therefore from a physical planning perspective, current planning in Peel is based on many fewer units, keeping in mind other physical attributes the current and future development of the Region has changed in these few years.

If the 544,000 households (rather than the 1,640,000 population) had been the *Growth Plan* target, the change in the persons per unit would mean a 2031 Peel Region Population of 1,745,000, some 105,000 higher than the 1,640,000 in the *Growth Plan*.

For clarity the table following provides a summary of this discussion:

Comparison of Units and Population Targets Region of Peel					
Basis for Calculation	Year	Units	Persons per Unit	Household Population	Total Population (including net under coverage)
Growth Outlook for GGH, Compact Scenario: Basis for Growth Plan (2005)	2006	368,000	3.13	1,149,000	1,205,000
	2031	544,000	2.88	1,564,000	1,640,000
Peel Region meeting the Growth Plan population, with adjusted household size based on 2006 Census results	2006	355,000	3.21	1,152,000	1,210,000
	2031	516,000	3.02	1,560,000	1,639,000
Peel Region meeting the original household forecast, with adjusted household size based on 2006 Census results	2006	355,000	3.21	1,152,000	1,210,000
	2031	544,000	3.05	1,660,000	1,745,000
Peel Region accommodating the Mississauga High Forecast, with adjusted household size based on 2006 Census results	2006	355,000	3.21	1,152,000	1,210,000
	2031	529,000	3.01	1,589,000	1,670,000

In bears repeating that all of the variations described above and in the table are all related to changing person per unit factors and population targets, but *not* the result of any change in the physical land use planning environment of the Region of Peel.

The kinds of unexpected shifts in patterns, such the Peel Region persons per unit, are the very reason that forecasts are reviewed from time to time, including the *Growth Plan* forecasts which suggest a review every 5 years. As a result of the patterns shown here, within the current policy environment, we would fully expect that the Peel Region population forecast to 2031 after such a review would be higher than the current 1,640,000.

In light of this expectation, it would not be unreasonable to consider the relatively small increase in the overall Regional target from 1,640,000 to 1,670,000 to accommodate the City of Mississauga's aspirations for higher growth through greater intensification. The related small increase in the employment target would be consistent with the higher population target.

### 3. What Are the Fiscal Implications of the High Forecast Scenario?

The fiscal implications of the High Growth forecast that are discussed here are not based on detailed analysis and should, therefore, be considered as order of magnitude observations. As noted above the increased growth in the high forecast will be

accommodated primarily in apartments at various locations in the City and concentrated in various planned nodes. The UGC would be expected to take much of the added growth, but other nodes would be expected to grow as well, particularly Hurontario–Eglinton and Erin Mills Town Centre.

We have estimated the potential additional growth-related capital costs that could be required by the additional residential and non-residential growth based on the assumption that the City would wish to provide the historic level of service embodied in its present development charges policy to this added population and employment. The following table summarizes the findings:

**SUMMARY OF POTENTIAL ADDITIONAL CAPITAL REQUIREMENTS  
AND FUNDING SOURCES FOR HIGH GROWTH FORECAST**

	Capital Expenditure to Maintain Historic Service Levels (\$'000)						
	General Government	Library	Fire	Recreation	Transit	Public Works (Fleet & Bldgs)	City-Wide Engineering
Development Charges <sup>(1)</sup>	\$1,740	\$4,288	\$4,037	\$25,264	\$15,947	\$2,699	\$62,631
Non-DC Revenue (10% DC Discount) <sup>(2)</sup>	\$193	\$476	\$0	\$2,807	\$1,772	\$295	\$0
<b>Total Growth-Related Capital</b>	<b>\$1,933</b>	<b>\$4,765</b>	<b>\$4,037</b>	<b>\$28,071</b>	<b>\$17,719</b>	<b>\$2,995</b>	<b>\$62,631</b>

Notes: (1) Development charge revenue based on rates as of February 1, 2009 applied to additional residential and non-residential growth in the High Growth forecast.

(2) Revenue required from non-development charge sources to support the potential growth-related capital program.

(3) Estimates exclude stormwater management development charges of \$64,740 per ha.

The table is based on calculating the development charge revenue that would be paid by the additional population and non-residential development using current development charge rates.<sup>2</sup> For services that require a 10% discount under the *Development Charges Act (DCA)*, the development charge revenue is “grossed up” to indicate the capital cost that would have to be expended by the City in order to justify the development charge revenue shown. Several observations should be made:

- It is unlikely that the City-Wide Engineering capital program would necessarily increase by the nearly \$63 million shown above since the majority of roads capital infrastructure would likely already be sized appropriately for development of either 783,000 population (the Reference forecast) or for 812,000 population. Additionally, from a fiscal perspective, even if the road program had to increase by \$63 million, this would be accommodated entirely by development charges and not require any additional capital from the tax base.

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<sup>2</sup> Current development charge rates as indexed to February 2009 are used here since the update to the 2009 Development Charges Background Study is still underway.

- In the case of transit, even though development charge revenue at current rates falls far short of funding Transit's full growth-related capital costs, the additional \$18 million could be available to add marginally to the system requirements that would already be required by the lower-growth Reference forecast. Tax or other non-development charge funding of \$1.8 million would be required to maximize the development charge funding shown here.
- For Recreation and Library services the additional capital that could be provided through development charges and the 10% discount share from the tax base would be sufficient to provide additional facilities, play fields, library materials and so on at service levels embodied in the current development charge policy. For the two services, capital additions totalling nearly \$33 million could be available with about \$3.3 million in funding from the tax base.
- Additions to the Fire capital program could accommodate additional station expansions and additional fire vehicles (likely aerial units) and equipment required for the additions (largely apartment units) included in the High Forecast. No additional tax funding would be required to achieve additional capital funding of \$4 million.
- The addition of any of the capital infrastructure and facilities reviewed above would also increase the City's operating costs and program-specific revenues. It is unlikely that the per capita net operating costs for any of the services would be higher than the average being experienced in the City presently. For several services, it would likely be the case that the marginal net operating costs per capita could actually be lower than the average.
- This would likely be the case for the Transit service, for example, where there would be more riders utilizing virtually the same Transit system as the lower-growth Reference forecast. More fare-box revenue from any increased ridership would marginally reduce the average net cost per capita of the system.
- For the roads system, which can be anticipated to be largely equivalent under either the High or Reference forecast, additional population would likely marginally reduce the average per capita cost of maintaining the system.
- The average per capita net operating cost for the Fire service would depend largely on the number of additional crews that would be added. It is likely that the average per capita operating cost would remain similar to present averages.
- For soft service such as Recreation and Library, even though capital additions may be required, it is considered likely that the per capita net operating costs would be somewhat reduced with the addition of more system users.

- In summary, it is expected that the average net operating cost for services would be marginally lower under the High Growth forecast than under the Reference forecast.
- In addition, and very importantly, even though the vast majority of housing units for the High Growth forecast are anticipated to be condominium apartments, the assessment per capita (and resulting property tax per capita) is higher for condominiums than the average per capita assessment for singles, semis and townhouses.<sup>3</sup> Therefore, it can be expected that property tax revenue per capita would be marginally higher under the High Growth scenario.
- Finally, although the fiscal impact on the Region of Peel has not been examined, the marginally higher property tax assessment embodied in the High Growth forecast would, all other things being equal, very marginally shift the Regional apportionment toward the City.

From this order of magnitude review it is likely that the fiscal impact of the High Growth forecast would be only marginally different than that under the Reference forecast.

We trust this will be of assistance to you and Council.

Yours truly,

HEMSON Consulting Ltd.



Russell Mathew  
Partner

Fred Koenig  
Partner

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<sup>3</sup> Based on average assessed values and per person occupancy levels by unit type included in the 2004 Development Charge Background Study.

## Growth Forecasts for the Region of Peel and Area Municipalities

### Population Forecasts:

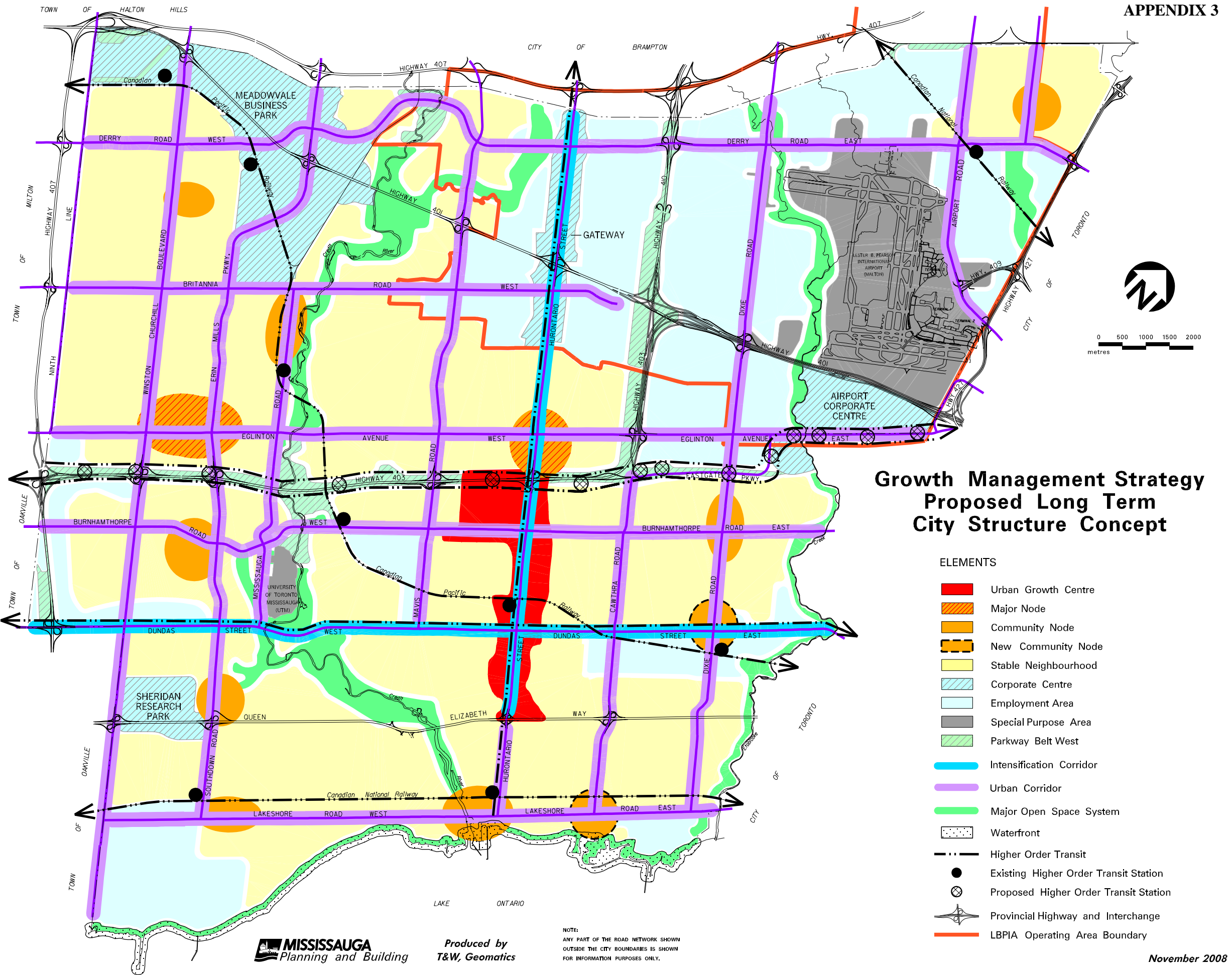
Mississauga Reference Scenario				
Municipality	2006 Census	2011	2021	2031
Brampton	434,000	534,000	659,000	758,000
Caledon	57,000	75,000	88,000	113,000
Mississauga	698,000	737,000	763,000	783,000
Total Region	1,189,000	1,346,000	1,510,000	1,654,000
Growth Plan Target	NA	1,320,000	1,490,000	1,640,000
Region's Variance from Target	NA	+26,000	+20,000	+14,000
Mississauga High Scenario				
Municipality	2006 Census	2011	2021	2031
Brampton	434,000	534,000	659,000	758,000
Caledon	57,000	75,000	88,000	113,000
Mississauga	698,000	738,000	775,000	812,000
Total Region	1,189,000	1,347,000	1,522,000	1,683,000
Growth Plan Target	NA	1,320,000	1,490,000	1,640,000
Region's Variance from Target	NA	+27,000	+32,000	+43,000

### Employment Forecasts:

Mississauga Reference Scenario				
Municipality	2006 Census	2011	2021	2031
Brampton	155,000	203,000	274,000	320,000
Caledon	21,000	28,000	38,000	49,000
Mississauga	431,000	454,000	492,000	505,000
Total Region	607,000	687,000	803,000	874,000
Growth Plan Target	NA	730,000	820,000	870,000
Region's Variance from Target	NA	-43,000	-17,000	4,000
Mississauga High Scenario				
Municipality	2006 Census	2011	2021	2031
Brampton	155,000	203,000	274,000	320,000
Caledon	21,000	28,000	38,000	49,000
Mississauga	431,000	455,000	500,000	519,000
Total Region	607,000	685,000	805,000	888,000
Growth Plan Target	NA	730,000	820,000	870,000
Region's Variance from Target	NA	-44,000	-8,000	18,000

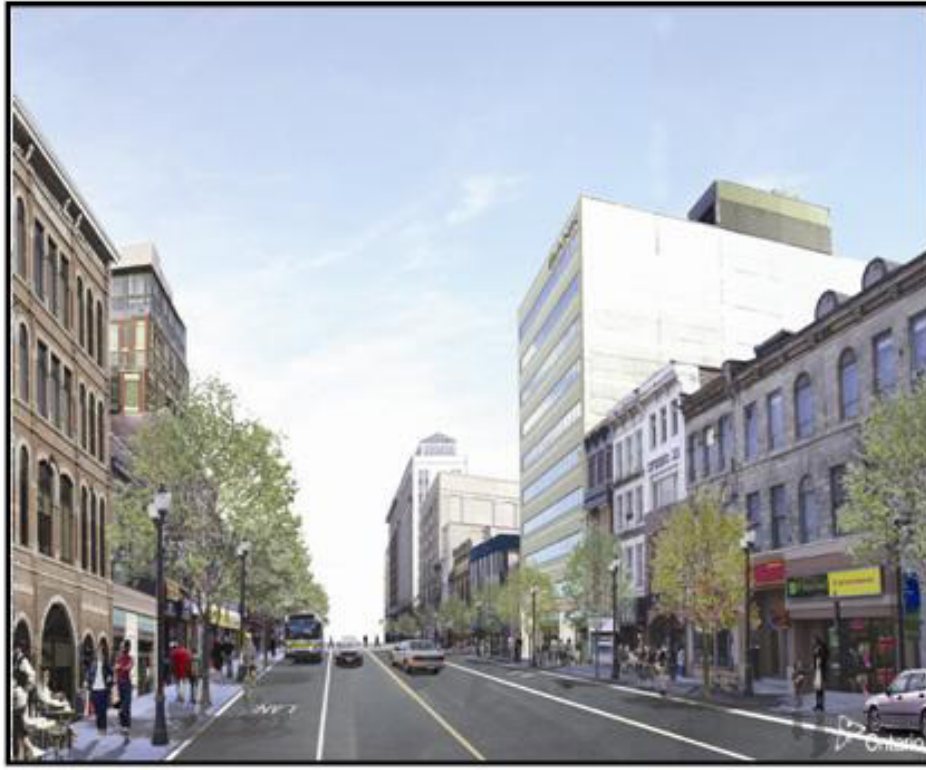
#### Notes:

1. Brampton numbers are interim numbers to be finalized in 2009.
2. Caledon numbers are based on *Report 2006-49 Town of Caledon Population and Employment Forecasts and Allocations: Final Recommendations, endorsed by Caledon Town Council*.
3. Numbers have been rounded.





### Major Node



- Relatively densely developed, compact mixed-use areas that are well-served by public transit and may contain specialized employment, cultural or institutional services outside of the UGC.
- Focus for intensification at a density range of 200-300 persons-plus-jobs/hectare and a population-to-employment ratio of 2:1 to 1:2.
- Streetscape design that supports walking, cycling and seamless transit integration (city-wide and some regional).

### Higher Order Transit Station



- Compact, mixed-use, transit-oriented development located within 500 m or a 5-10 minute walking distance from higher-order, Bus Rapid Transit and GO Transit commuter rail stations.
- Mixed-use development where feasible, appropriate and at densities required to sustain transit services.
- Transportation infrastructure investments and land use planning to be coordinated with Metrolinx Regional Transportation Plan.

### Community Node



- Will serve as the focus for a range of day-to-day activities for one or more communities while place-making efforts will contribute to a sense of community identity.
- A total of ten community nodes are proposed based on historical development and context: traditional village type, mall-based and corridor-based.
- Focus for intensification at a density range of 100-200 persons plus jobs per hectare and a population-to-employment ratio of 2:1 to 1:2 to ensure a more compact and mixed-use development and range of housing that serves the local community.

### Waterfront

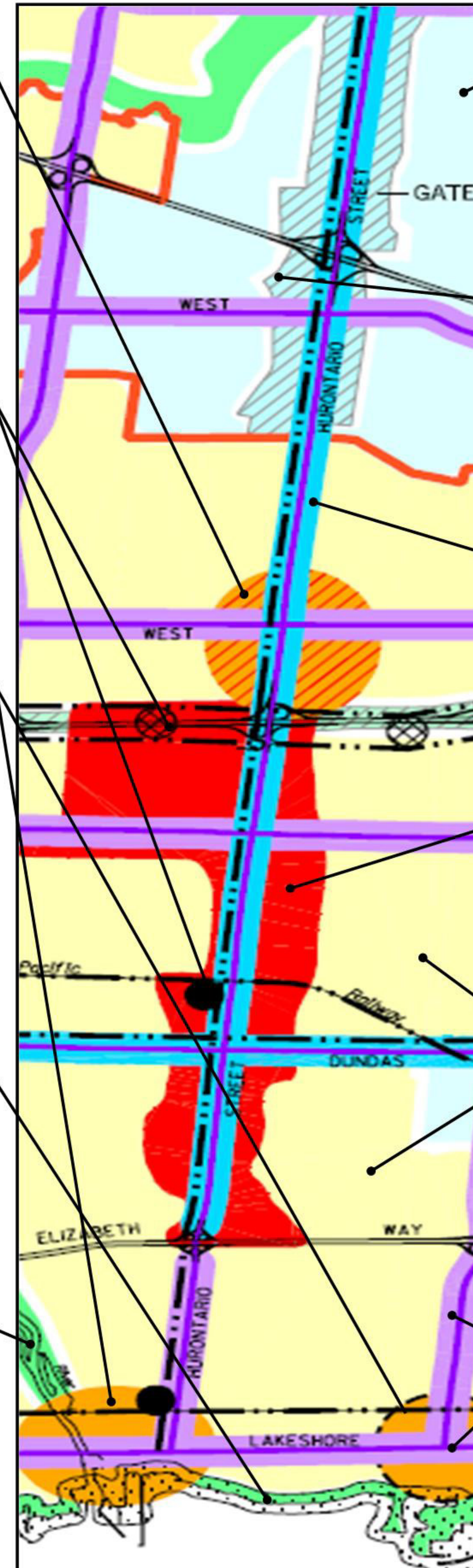


- Refers to Lake Ontario Waterfront which has regional significance as an important destination and focus for waterfront, recreation, tourism and economic development.
- While a stable area the promotion of environmentally compatible activities contributing to the public enjoyment of the waterfront is encouraged.

### Major Open Space System



- Prominent linear open space corridors that provide an ecological function but also an important natural linkage between communities and city destinations.
- Includes the Credit River, Etobicoke and Mimico Creeks and the Lake Ontario Waterfront.
- Stable areas that are to be protected and enhanced through adjacent development.



### Employment Areas

- Will contain a variety of employment uses, such as industrial/business employment, and play an important role in the provision of goods and services within Mississauga and the GTA.
- Employment locations are expected to remain stable and are not expected to achieve compact form or high employment densities.



### Corporate Centres

- Will contain a mixture of employment and office uses.
- There will be a greater focus on prestige office employment, as well as other higher density employment uses.
- Transit service (HOT in some locations) will provide alternative transportation.



### Intensification Corridor

- Linear mixed-use areas that will be served by higher-order transit and where intensification will be encouraged.
- Densities will be supportive of transit services and built form will be compact and pedestrian-oriented.
- Transit connections to adjacent municipalities.



### Urban Growth Centre

- Represents the City's downtown core, central business district, cultural centre and regional hub.
- Contiguous area with distinct character area precincts supported by higher-order transit.
- Focus for intensification at a density range of 300-400 persons-plus-jobs/ha and population-to-employment ratio of 1:1.



### Stable Neighbourhoods

- Stable settlement areas which contain housing and other services and facilities geared to the residential population.
- Major physical changes will not occur in these areas.
- Growth will be comprised of the infill of vacant or underdeveloped sites and/or the redevelopment of brownfield or greyfield sites in order to complete the existing community.



### Urban Corridor

- Arterial streets where gradual mixed-use development that addresses the street is to be promoted along with frequent bus transit service.
- Provides linkages and connections to all nodes, activity hubs and destinations within the City.





## Reference and High Growth Scenarios

## Population Forecasts:

Residential Planning Districts (including corridors & excluding nodes)	Reference Forecast			High Forecast			Difference		
	2011	2021	2031	2011	2021	2031	2011	2021	2031
Applewood	37,200	37,100	37,400	37,200	37,300	38,100	0	200	700
Central Erin Mills	30,300	30,600	31,300	30,300	30,800	32,100	0	200	800
Churchill Meadows	40,000	42,700	43,200	40,400	43,700	44,500	400	1,000	1,300
Clarkson - Lorne Park	38,100	37,900	38,200	38,100	38,100	38,800	0	200	600
Cooksville	25,300	25,100	25,500	25,300	25,300	26,700	0	200	1,200
Creditview	11,000	11,100	11,100	11,000	11,300	11,400	0	200	300
East Credit	65,200	66,900	68,200	65,200	67,800	70,100	0	900	1,900
Erin Mills	42,900	42,000	41,800	42,900	42,100	42,400	0	100	600
Erindale	23,100	22,600	22,500	23,100	22,700	22,900	0	100	400
Fairview	7,800	7,800	8,000	7,800	7,900	8,500	0	100	500
Hurontario	52,900	52,300	51,900	53,100	52,600	52,500	200	300	600
Lakeview	22,300	22,900	23,300	22,300	23,500	24,800	0	600	1,500
Lisgar	32,200	31,800	31,500	32,200	31,900	31,600	0	100	100
Malton	35,200	34,200	33,600	35,200	34,200	33,600	0	0	0
Meadowvale	38,600	37,900	37,600	38,600	37,900	37,900	0	0	300
Meadowvale Village	29,400	31,200	32,200	29,500	31,400	32,700	100	200	500
Mineola	9,800	9,700	9,900	9,800	9,800	10,200	0	100	300
Mississauga Valleys	13,400	13,400	13,500	13,400	13,500	13,900	0	100	400
Port Credit	5,700	5,600	5,700	5,700	5,700	6,000	0	100	300
Rathwood	29,200	28,900	29,000	29,200	29,000	29,400	0	100	400
Sheridan	14,600	14,400	14,400	14,600	14,400	14,800	0	0	400
Streetsville	10,500	10,300	10,300	10,500	10,400	10,500	0	100	200
<b>District Total</b>	<b>614,700</b>	<b>616,400</b>	<b>620,100</b>	<b>615,400</b>	<b>621,300</b>	<b>633,400</b>	<b>700</b>	<b>4,900</b>	<b>13,300</b>

Node	Reference Forecast			High Forecast			Difference		
	2011	2021	2031	2011	2021	2031	2011	2021	2031
Applewood-Rathwood	3,800	4,000	4,300	3,800	4,000	4,600	0	0	300
Cawthra - Lakeshore	500	600	700	500	600	800	0	0	100
Clarkson - Lorne Park	2,400	2,900	3,100	2,400	3,200	3,500	0	300	400
Dixie - Dundas	1,400	1,500	1,800	1,400	1,600	2,300	0	100	500
South Common	5,100	6,500	8,100	5,100	6,800	9,000	0	300	900
Malton	3,100	3,000	3,100	3,100	3,100	3,400	0	100	300
Meadowvale	3,000	3,200	3,500	3,000	3,300	3,800	0	100	300
Port Credit	6,200	6,700	7,200	6,200	6,900	7,700	0	200	500
Sheridan	3,600	3,500	3,500	3,600	3,600	3,700	0	100	200
Streetsville	1,700	2,400	2,800	1,700	2,600	3,400	0	200	600
Central Erin Mills	5,600	7,900	9,100	5,600	9,300	11,700	0	1,400	2,600
Hurontario "Uptown"	10,900	13,500	14,100	10,900	14,800	16,000	0	1,300	1,900
Downtown	74,300	89,700	100,300	74,300	92,700	107,800	0	3,000	7,500
<b>Node Total</b>	<b>121,600</b>	<b>145,400</b>	<b>161,600</b>	<b>121,600</b>	<b>152,500</b>	<b>177,700</b>	<b>0</b>	<b>7,100</b>	<b>16,100</b>
<b>City Total</b>	<b>737,000</b>	<b>763,000</b>	<b>783,000</b>	<b>738,000</b>	<b>775,000</b>	<b>812,000</b>	<b>700</b>	<b>12,000</b>	<b>29,400</b>

Note: Numbers may not add due to rounding

## Dwelling Unit Forecasts:

Residential Planning Districts (including corridors & excluding nodes)	Reference Forecast			High Forecast			Difference		
	2011	2021	2031	2011	2021	2031	2011	2021	2031
Applewood	12,800	13,100	13,400	12,800	13,200	13,800	0	100	400
Central Erin Mills	8,700	9,100	9,500	8,700	9,200	9,800	0	100	300
Churchill Meadows	11,500	12,800	13,200	11,600	13,200	13,700	100	400	500
Clarkson - Lorne Park	12,700	13,000	13,300	12,700	13,100	13,500	0	100	200
Cooksville	8,200	8,400	8,800	8,200	8,500	9,300	0	100	500
Creditview	3,100	3,300	3,300	3,100	3,300	3,500	0	0	200
East Credit	17,000	18,200	19,000	17,000	18,500	19,700	0	300	700
Erin Mills	13,100	13,300	13,500	13,100	13,300	13,700	0	0	200
Erindale	7,300	7,300	7,500	7,300	7,400	7,600	0	100	100
Fairview	2,100	2,100	2,300	2,100	2,200	2,500	0	100	200
Hurontario	14,700	15,000	15,200	14,800	15,200	15,500	100	200	300
Lakeview	8,600	9,100	9,400	8,600	9,400	10,000	0	300	600
Lisgar	9,000	9,100	9,200	9,000	9,200	9,300	0	100	100
Malton	8,900	8,900	8,900	8,900	8,900	8,900	0	0	0
Meadowvale	12,700	12,800	13,000	12,700	12,800	13,100	0	0	100
Meadowvale Village	8,000	8,800	9,200	8,100	8,900	9,400	100	100	200
Mineola	3,400	3,400	3,500	3,400	3,500	3,700	0	100	200
Mississauga Valleys	4,200	4,400	4,500	4,200	4,400	4,600	0	0	100
Port Credit	2,600	2,600	2,700	2,600	2,600	2,800	0	0	100
Rathwood	9,100	9,300	9,500	9,100	9,300	9,600	0	0	100
Sheridan	4,500	4,600	4,700	4,500	4,600	4,800	0	0	100
Streetsville	3,700	3,800	3,900	3,800	3,800	4,000	100	0	100
<b>District Total</b>	<b>185,900</b>	<b>192,400</b>	<b>197,500</b>	<b>186,300</b>	<b>194,500</b>	<b>202,800</b>	<b>400</b>	<b>2,100</b>	<b>5,300</b>

Node	Reference Forecast			High Forecast			Difference		
	2011	2021	2031	2011	2021	2031	2011	2021	2031
Applewood-Rathwood	1,500	1,600	1,700	1,500	1,600	1,800	0	0	100
Cawthra - Lakeshore	200	200	300	200	300	300	0	100	0
Clarkson - Lorne Park	1,100	1,300	1,400	1,100	1,400	1,600	0	100	200
Dixie - Dundas	600	700	800	600	700	1,000	0	0	200
South Common	1,900	2,400	3,000	1,900	2,500	3,300	0	100	300
Malton	1,000	1,000	1,000	1,000	1,000	1,100	0	0	100
Meadowvale	1,200	1,300	1,400	1,200	1,300	1,500	0	0	100
Port Credit	3,100	3,400	3,600	3,100	3,500	3,800	0	100	200
Sheridan	1,100	1,200	1,200	1,100	1,200	1,300	0	0	100
Streetsville	800	1,000	1,200	800	1,100	1,400	0	100	200
Central Erin Mills	2,000	3,000	3,500	2,000	3,500	4,500	0	500	1,000
Hurontario "Uptown"	4,200	5,300	5,700	4,200	5,800	6,500	0	500	800
Downtown	28,300	35,300	40,200	28,300	36,500	43,300	0	1,200	3,100
<b>Node Total</b>	<b>47,000</b>	<b>57,700</b>	<b>65,000</b>	<b>47,000</b>	<b>60,400</b>	<b>71,400</b>	<b>0</b>	<b>2,700</b>	<b>6,400</b>

<b>City Total</b>	<b>232,900</b>	<b>250,100</b>	<b>262,500</b>	<b>233,300</b>	<b>254,900</b>	<b>274,200</b>	<b>400</b>	<b>4,800</b>	<b>11,700</b>
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Note: Numbers may not add due to rounding

**Employment Forecasts:**

Planning District	Reference Forecast			High Forecast			Difference		
	2011	2021	2031	2011	2021	2031	2011	2021	2031
Airport	21,000	22,900	23,700	21,000	22,800	23,700	0	-100	0
Airport Corporate	24,700	29,500	31,500	24,700	30,200	32,900	0	700	1,400
Applewood	3,900	4,000	4,100	3,900	4,100	4,300	0	100	200
Central Erin Mills	9,600	11,200	11,300	9,600	11,500	11,900	0	300	600
Churchill Meadows	2,300	4,200	4,600	2,300	4,200	4,700	0	0	100
City Centre	24,800	29,500	32,100	24,800	30,300	33,900	0	800	1,800
Clarkson-Lorne Park	5,400	5,500	5,500	5,400	5,600	5,700	0	100	200
Cooksville	13,800	14,700	15,400	13,800	15,100	16,300	0	400	900
Creditview	800	900	900	800	900	900	0	0	0
Dixie	18,500	19,100	18,900	18,500	19,300	19,200	0	200	300
East Credit	6,300	7,300	7,500	6,300	7,500	7,800	0	200	300
Erin Mills	5,800	6,200	6,200	5,800	6,200	6,500	0	0	300
Erindale	2,400	2,300	2,300	2,400	2,400	2,400	0	100	100
Fairview	2,200	2,300	2,300	2,200	2,300	2,400	0	0	100
Gateway	60,300	66,000	68,700	60,300	67,100	70,700	0	1,100	2,000
Hurontario	6,300	7,200	7,300	6,300	7,400	7,700	0	200	400
Lakeview	5,800	6,000	6,200	5,900	6,100	6,400	100	100	200
Lisgar	2,000	2,000	2,000	2,000	2,000	2,000	0	0	0
Malton	3,600	3,500	3,500	3,600	3,600	3,600	0	100	100
Mavis-Erindale	9,200	9,600	9,700	9,200	9,700	9,900	0	100	200
Meadowvale	3,800	3,900	4,000	3,800	4,100	4,100	0	200	100
Meadowvale Business	45,700	52,800	55,300	45,700	53,900	57,200	0	1,100	1,900
Meadowvale Village	2,500	3,400	3,500	2,600	3,400	3,500	100	0	0
Mineola	1,400	1,400	1,400	1,400	1,400	1,500	0	0	100
Mississauga Valleys	1,900	1,900	1,900	1,900	2,000	2,000	0	100	100
Northeast	129,200	128,800	127,500	129,200	130,100	129,200	0	1,300	1,700
Port Credit	3,400	3,800	3,900	3,500	3,900	4,000	100	100	100
Rathwood	3,100	3,100	3,100	3,100	3,200	3,300	0	100	200
Sheridan	3,800	3,900	3,900	3,800	3,900	4,000	0	0	100
Sheridan Park	6,800	7,700	7,800	6,800	7,800	7,900	0	100	100
Southdown	7,500	8,900	9,600	7,500	9,000	9,800	0	100	200
Streetsville	3,200	3,600	3,900	3,300	3,700	4,100	100	100	200
Western Business Park	13,200	15,000	15,200	13,200	15,300	15,500	0	300	300
<b>Total</b>	<b>454,200</b>	<b>492,100</b>	<b>504,700</b>	<b>454,600</b>	<b>500,000</b>	<b>519,000</b>	<b>400</b>	<b>7,900</b>	<b>14,300</b>

Note: Numbers may not add due to rounding