

# Preliminary Commercial Impact Study

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Bolton North Hill Residential Expansion



Prepared for Bolton North Hill Landowners Group  
by IBI Group  
December 21, 2021

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# 1 Introduction & Summary of Findings

IBI Group Professional Services Inc. (IBI or IBI Group) has been retained by the Bolton North Hill Landowners Group (BHNLG) to conduct a Commercial Impact Study in support of a Local Official Plan Amendment (LOPA) application for the Bolton Residential Expansion Study (BRES) Option 1/2 lands in the Town of Caledon, herein referred to as the “Bolton North Hill Lands” or the “subject lands”. The subject lands total approximately 178 gross ha (440 gross acres) and are located north of the intersection of Highway 50 and Columbia Way between the existing Bolton Settlement Area Boundary and the limits of the Greenbelt.

Through a settlement of Regional Official Amendment (ROPA) 30 at the Ontario Land Tribunal (OLT), approximately 32 hectares of the subject lands will be brought into the Bolton Rural Service Centre Settlement Area to accommodate population and employment growth to 2031. The remainder of the Bolton North Hill lands will need to be brought in through a future Municipal Comprehensive Review (MCR) process, one of which is currently being undertaken by the Region of Peel to accommodate growth to 2051.

To advance the portion of the Bolton North Hill lands which have been brought into the Settlement Area Boundary through ROPA 30, the BHNLG are submitting a LOPA application to re-designate the lands to permit development. Understanding that these lands comprise only a portion of the larger lands holdings, the BHNLG have taken a comprehensive planning approach to create a complete community plan for all of the Bolton North Hill lands to ensure that the necessary policy, infrastructure and community services are provided for residents.

As per Section 5.4.3.13.b of the Caledon Official Plan, a Commercial Impact Study may be required where there is a major new commercial designation proposed in any settlement area and may be required for local commercial sites in the Bolton Area. On this basis, IBI Group has prepared this Commercial Impact Study in support of the BHNLG’s LOPA application.

## 1.1 Summary of Findings

The following provides a summary of the findings of the Commercial Impact Study conducted by IBI Group:

- BHNLG is proposing 4,136 new residential units comprised of singles, townhouses, and medium-to-high density apartment buildings. The concept plan envisions a net developable area of 114.75 hectares, which is estimated to generate 12,470 new residents upon build-out. Only a portion of the subject lands can be accommodated to the 2031 planning horizon. The remaining growth will need to be accommodated through future 2051 population allocation to Bolton;
- The proposed commercial designated lands on the concept plan total 1.55 hectares (3.83 acres) and are estimated to yield approximately 50,050 sf of retail/service commercial space. Given the size of the proposed sites and the proximity to other commercial areas to the south, it is expected that the commercial designated lands will have a local neighbourhood function to service the immediate needs of the surrounding population.
- The Bolton retail structure is comprised of five main areas: the Bolton Core Commercial Area, the Bolton South Hill Commercial Area, the Bolton Community Shopping Centre Commercial Area, the Bolton Highway 50 Commercial Area, and the Bolton North Hill Commercial Area. The subject lands are located to the north of the Bolton North Hill

Commercial Area and are approximately 2km north of the Bolton Core Commercial Area;

- IBI Group has adopted the same Trade Area as identified in the Kircher Research Associates Ltd. report entitled "Retail Market Demand Analysis for 2031 – Bolton, Ontario" (Kircher Report) which was prepared for the Town of Caledon to inform the amount of retail and service commercial space to be provided through the BRES process;
- The inventory indicates that Bolton has some 1.38 million sf of retail/service commercial space, including 213,150 sf of Food Store Type Merchandise (FSTM), 647,700 sf of Non-Food Store Type Merchandise (NFTM) space, 14,800 sf of Other Retail space, 463,000 sf of service space and 41,500 sf of vacant space;
- The Bolton Rural Service Centre is forecasted to grow from a population of 28,250 in 2021 to 39,900 in 2031; an increase of 11,650 people. The Kircher Report recommended that approximately 350,000 sf of new retail and service commercial space would be warranted in one major commercial centre in either the Option 1 or Option 3 area to service the expected population growth to 2031;
- The estimated build-out population of the Bolton North Hill lands is anticipated to yield a market opportunity of **338,550 sf to 481,350 sf** of space. A portion of this space will be required within the 2031 planning horizon, while the majority of it will be required post-2031;
- The Kircher Report predated the ROPA 30 hearing. Given the ROPA 30 settlement, the viability of implementing the retail demand as envisioned in the Kircher report would not be as effective given the dispersion of the new population to different areas of Bolton (i.e. Option 6/Triangle Lands, Option 3, Rounding Out Area B, and Option 1). The provision of smaller retail opportunities throughout the different option areas to provide more localized commercial offerings, would likely be a more effective method to achieve stronger coverage to meet resident's commercial needs.
- The 50,050 sf of retail/service commercial space represents 3% of the overall retail/service and vacant commercial space in Bolton and is not anticipated to impact the overall function of Bolton's existing commercial areas. Additional retail/service commercial opportunities may be available through potential at-grade retail on the proposed high density apartment sites.
- Further assessment of the parking, loading and urban design standards may be required when further details for the commercial developments are brought forth through future planning processes.

Based on the findings of the opportunity analysis and the impact assessment, future growth in Bolton is expected to generate demand for new retail and service commercial space. In the context of the Bolton North Hill lands, the proposed commercial sites are expected to have a local retail function and are not anticipated to have adverse impacts on the existing inventory of space or the planned commercial hierarchy. The future commercial uses will help to meet the forecasted commercial demand in Bolton.

## 2 Study Methodology & Scope of Work

From Section 5.4.3.12.2 of the Caledon Official Plan, a Commercial Impact Study will include, as appropriate, the following:

- a) *An examination of the trading area (existing and potential), the related impacts of the proposed uses on existing uses, and an assessment of the need for the proposed uses;*
- b) *A thorough examination of the proposal including:*
  - i. *the appropriate siting of the use as it would best serve the trading area, the uses proposed, and the design parameters of the site proposed;*
  - ii. *the transportation network related to the proposed site, including network links for possible future public transit systems, and its existing /potential capacity to accommodate the proposed use(s); and,*
  - iii. *a complete analysis of the site area to ensure there is adequate provision for potential expansion of the use, access/egress locations, on-site parking, loading, screening, buffering, and other areas considered appropriate including the design policies in Section 5.4.9."*

Based on the Official Plan requirements, IBI Group has generated a work plan based on primary research and a quantitative opportunity analysis. The study approach is outlined below:

- Site and access assessment;
- A detailed inventory of existing competitive retail/service commercial facilities, including a review of proposed / planned retail commercial developments;
- An examination of retail trends;
- Trade Area delineation and population forecast; and,
- Retail commercial opportunity and impact assessment.

### 2.1 Study Assumptions

Understanding the challenges associated with forecasting future demand based on a process that is still in its early stages of planning, IBI Group has used a set of assumptions to underpin the Commercial Impact Study. This report and its recommendations should be reviewed in light of these basic assumptions, which are outlined below:

- Long range planning as part of the Region of Peel's ongoing municipal comprehensive review and the subsequent Caledon municipal comprehensive review could impact the population, employment, land and density assumptions which underpin the Bolton North Hill concept plan. Results of this Commercial Impact Study may require updates should the MCR process' impact these assumptions.
- Detailed planning of the Bolton North Hill concept plan has yet to occur. Any changes to the plan could result in changes to the build out population estimates, the unit counts, the underlying land uses, and the cost assumptions for infrastructure. Additional revisions may be required should changes to the plan occur.

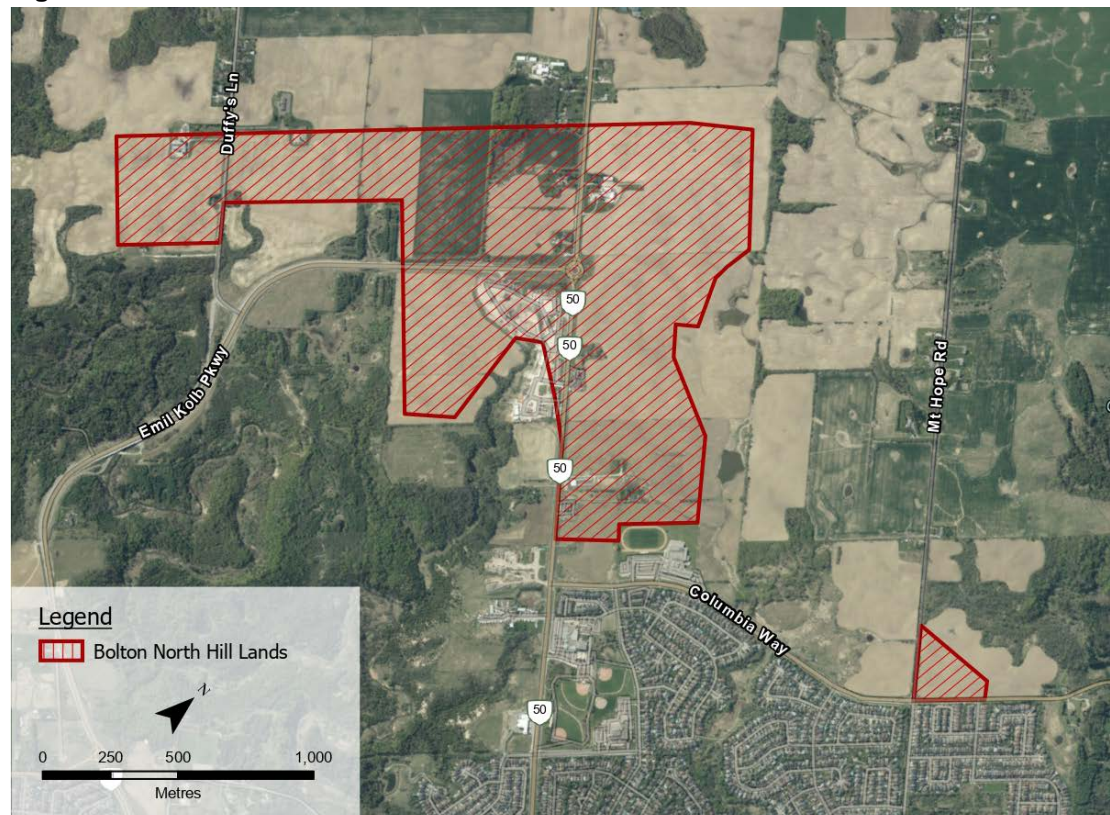


- IBI Group has estimated the potential for new retail/service commercial space on these sites based on typical coverage assumptions for greenfield commercial developments, but the identified commercial space in this report is subject to change based on further detailed planning.
- The population forecasts in this report are based on the Caledon Official Plan and are assumed to be accurate. The build-out projections for the subject lands are based on persons per unit (PPU) assumptions derived from the 2019 Caledon Development Charges Background Study (DCBS). Any changes to the PPU assumptions through future growth management process could impact the ultimate growth forecast for the Bolton North Hill lands.
- This report is being prepared during the COVID-19 pandemic, which is likely to have impacted the existing inventory of space and shift shopping habits toward e-commerce. Overall, it is our opinion that the analysis in this report remains appropriate during pandemic conditions primarily due to its longer term approach to market demand.

## 2.2 Site Location & Context

The Bolton North Hill lands are located along Highway 50, to the north of Columbia Way between the existing Bolton Settlement Area Boundary and the limits of the Greenbelt. The subject lands total approximately 178 gross ha (440 gross acres) and are currently designated as Prime Agricultural Areas and Environmental Policy Areas within Caledon's Official Plan. Surrounding uses include the Bolton North Hill Commercial Area, low density residential, environmental/open space policy areas and prime agricultural areas.

**Figure 1: Site Location**



Source: IBI Group, 2021

## 2.3 Site Accessibility

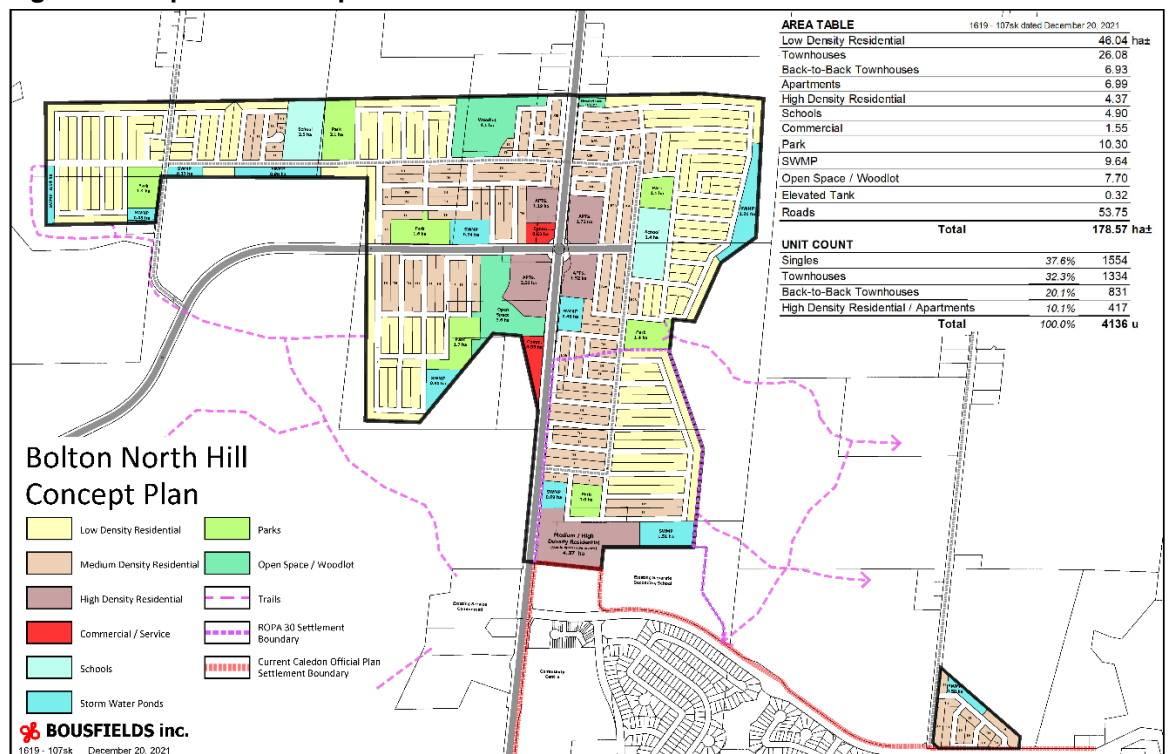
The subject lands are centered on an existing arterial road network. Highway 50, which runs through the land holdings, is the main north-south high capacity arterial road in Bolton and provides strong access to the commercial areas to the south of the site. Emil Kolb Parkway, which runs east-west through the middle of the concept plan, is part of the Bolton Arterial Road network, and provides additional north-south access for the subject lands to connect to the employment area to the south as well as the City of Brampton. Columbia Way, which is located at the south end of the land holdings, runs east-west through the Bolton North Hill lands and connects the lands to existing uses in the northeast Bolton area.

## 2.4 Proposed Concept Plan

The BHNLG have taken a comprehensive approach to planning the Bolton North Hill lands to ensure that a complete community is created with the necessary policies, infrastructure and community services to meet the needs of future residents. Through this approach, the BHNLG have created a build-out concept plan for all of the subject lands, which goes beyond the identified Settlement Area expansion from the ROPA 30 settlement.

BNHLLG is proposing to develop 4,136 new residential units comprised of singles, townhouses, and medium-to-high density apartment buildings. The concept plan envisions a net developable area of 114.75 hectares, which is estimated to generate an additional 12,470 new residents upon build-out. In addition to the residential uses, BHNLLG is proposing two new school sites totaling 4.9 hectares and 10.3 hectares of parks.

Figure 2: Proposed Concept Plan



Source: Bousfields Inc., December 20, 2021



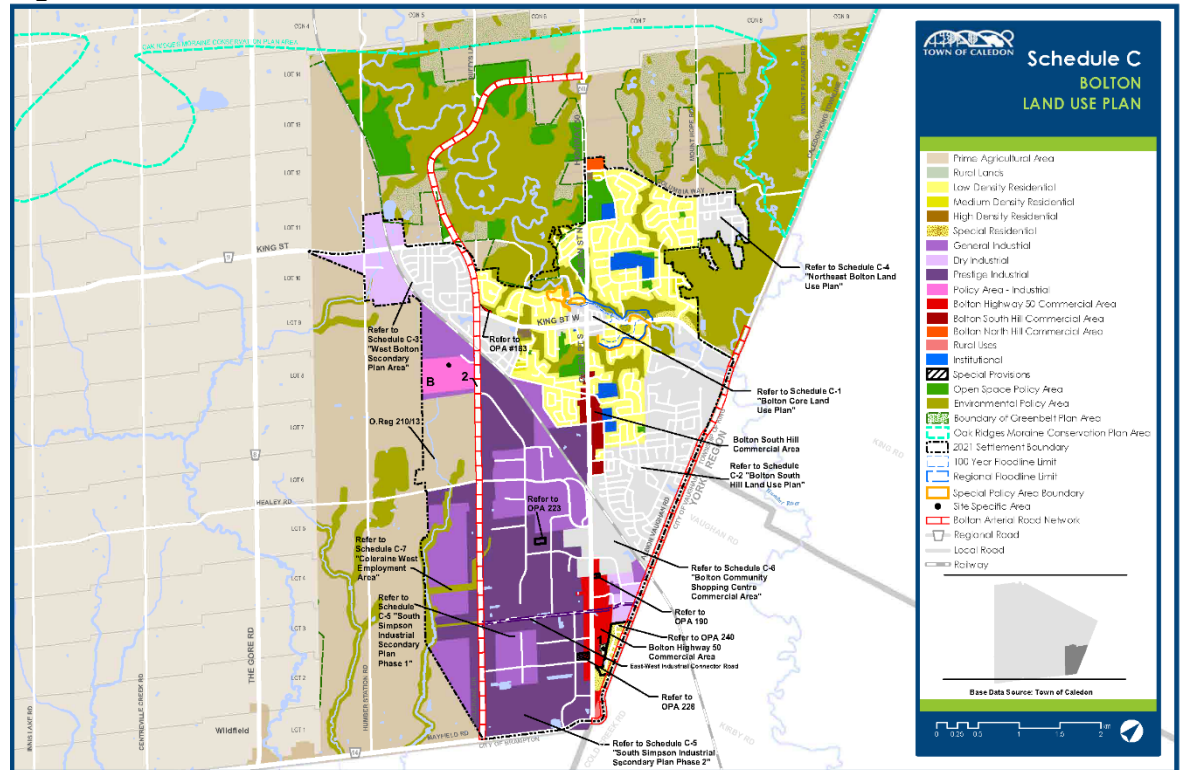
Two commercial sites (identified in Red in Figure 2) are proposed for the Bolton North Hill lands; one site at the northwest corner of Highway 50 and Emil Kolb Parkway and the other site on the west side of Highway 50 between Emil Kolb Parkway and Columbia Way. In total, the two site will provide 1.55 hectares (3.83 acres) of commercial designated lands to service future residents and are estimated to yield approximately 50,050 sf of retail/service commercial space based on 30% coverage.

Given the size of the proposed sites and the proximity to other commercial areas to the south, it is expected that the commercial designated lands will have more of a local neighbourhood function to service the immediate needs of the future population in the subject lands.

### 3 Bolton Commercial Hierarchy

As per the Caledon Official Plan, the Bolton retail structure is comprised of five main areas: the Bolton Core Commercial Area, the Bolton South Hill Commercial Area, the Bolton Community Shopping Centre Commercial Area, the Bolton Highway 50 Commercial Area, and the Bolton North Hill Commercial Area. The following provides a brief overview of each.

**Figure 3: Bolton Land Use Plan**



Source: Town of Caledon Official Plan, Schedule C

#### 3.1.1 Bolton Core Commercial Area

The Bolton Core Commercial Area is located around the intersection of Highway 50 and King St. W. and is intended to function as the principal centre for personal service and professional office uses in the community. The Core Commercial Area is located approximately 1.8 km south of the Bolton North Hill lands.

Permitted uses and include retail/service activities, including tourism services such as antiques, gifts, souvenirs, and eating and drinking facilities (Section 5.10.4.5.4.2). The Bolton Core Commercial Area is differentiated from the other three primary commercial designations, by virtue of its pedestrian accessibility and small store sizes. As such, highway commercial uses or big box retail uses are not permitted.

### **3.1.2 Bolton South Hill Commercial Area**

The Bolton South Hill Commercial Area is located along Highway 50 between King St. and the CP Rail Spur and is intended to function as one of the principle centres for non-food store retail in the Bolton community (Section 5.10.4.5.5.2). A wide range of retail and service activities, including accommodation, apparel, automotive, clinic, convenience, department store, furniture, grocery, hardware, office, personal service, pharmacy, professional/office commercial services, restaurant, and other similar uses are permitted. Additionally, mixed-use commercial/residential uses shall be encouraged in order to strengthen the commercial function of the area and promote intensification (Section 5.10.4.5.5.4).

### **3.1.3 Bolton Community Shopping Centre Commercial Area**

The Bolton Community Shopping Centre Commercial Area is located just south of the CP Rail spur along Highway 50 and is intended to function as a commercial shopping centre for large-scale retail facilities servicing the community of Bolton (Section 5.10.4.5.7.2). Development is expected to balance function and design in a “new format” retail centre with traditional open-centre and freestanding pad facilities. Permitted uses include a wide range of retail, service, and office commercial uses are concentrated and form an integrated shopping complex.

### **3.1.4 Bolton Highway 50 Commercial Area**

The Bolton Highway 50 Commercial Area is located in the south end of Bolton between Mayfield Road and the Bolton Community Shopping Centre Commercial Area and intended to function as the principal centre for automotive-related uses and commercially-related recreational uses in the Bolton (Section 5.10.4.5.6.2). Permitted uses include tourist accommodation, automotive, recreation, restaurant, and other similar uses as well as large-scale business and professional office uses, and high quality prestige industrial type uses.

### **3.1.5 Bolton North Hill Commercial Area**

The Bolton North Hill Commercial Area is adjacent to the subject lands and is located at the northeast corner of Highway 50 and Columbia Parkway. The area is intended to be used for a food supermarket and ancillary retail purposes and is expected to serve the existing North Hill neighbourhood, while maintaining the viability of the Bolton Core Commercial Area. Permitted uses include ancillary retail and service commercial uses include apparel, convenience and grocery stores; clinics, limited offices, personal services, pharmacies, banking, hair salons, dry cleaning, and restaurants (Section 5.10.4.5.16.2)

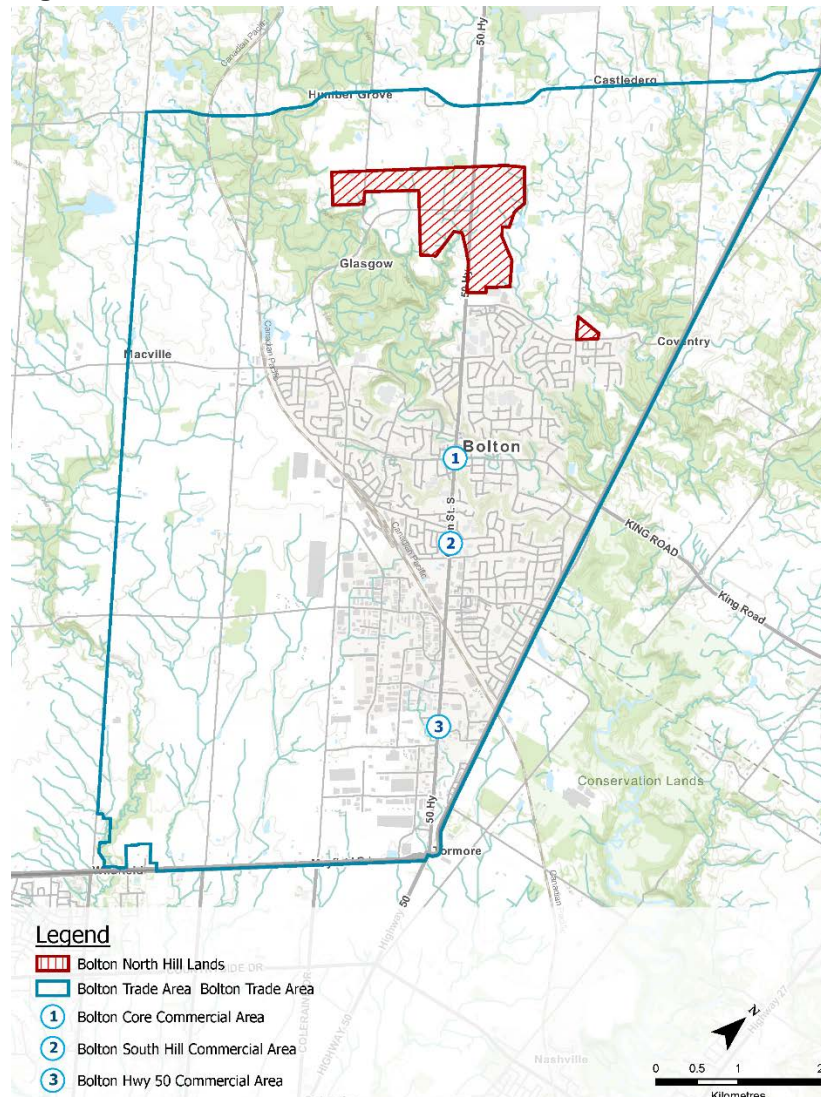
## 4 Bolton Retail & Service Commercial Context

### 4.1 Bolton Trade Area

The geographic area of influence from which a commercial development could typically expect to derive between 70.0% and 95.0% of the total sales volume is defined as the Trade Area. The extent of a Trade Area depends on numerous factors including the size and type of planned retail development, accessibility and visibility of the site.

Although this study is primarily concerned with the amount and impacts of the retail/service space on the subject lands, it is necessary to study the total Bolton market demand in order to better understand the overall demand that could be required. IBI Group has adopted the same Trade Area as identified in the Kircher Research Associates Ltd. report entitled "Retail Market Demand Analysis for 2031 – Bolton, Ontario" (Kircher Report) which was prepared for the Town of Caledon to inform the BRES process.

**Figure 4: Trade Area**



## 4.2 Retail/Service Commercial Inventory

IBI Group conducted an inventory of the retail and service commercial space within Bolton in November 2021 using CoStar Analytics data as the basis for the inventory. Through desktop research, IBI Group conducted checks of the market area to update the inventory as required.

The inventoried space has been categorized into four major groupings of space: Food Store Type Merchandise (FSTM); Non-food Store Type Merchandise (NFTM); Other Retail; and; Services. From there, the measured space was further divided into retail nodes which generally reflect the overall commercial hierarchy within Bolton. All retail to the south of the CP Rail spur has been classified into one node (Node 3).

The inventory indicates that Bolton has some 1.38 million sf of retail/service commercial space, including 213,150 sf of FSTM space, 647,700 sf of NFTM space, 14,800 sf of Other Retail space and 463,000 sf of service space. It is estimated that there is currently 41,500 sf of vacant retail and service commercial space in the community, which is based on lease listings through CoStar Analytics. This level of vacancy (3%) indicates a competitive market as a healthy vacancy rate generally ranges between 4% and 8%.

**Figure 5: Bolton Retail and Service Commercial Inventory**

	Node 1	Node 2	Node 3	
	Core Commercial Area	South Hill Commercial Area	Hwy 50 Commercial Area	Total Bolton
Supermarkets & Grocery	0	168,600	0	168,600
Other Food <sup>1)</sup>	28,000	7,550	9,000	44,550
<b>Total FSTM</b>	<b>28,000</b>	<b>176,150</b>	<b>9,000</b>	<b>213,150</b>
Department Stores	0	0	140,450	140,450
Warehouse Membership Club	0	0	0	0
HATBA	0	0	111,650	111,650
Other General Merchandise	0	38,600	9,500	48,100
Health and Personal Care	4,450	19,300	2,500	26,250
Clothing & Accessories Stores	350	24,650	30,650	55,650
Furniture & Home Furnishings	1,250	2,450	31,850	35,550
Other Specialty Retail	1,850	30,850	21,400	54,100
Home Improvement Related	0	0	175,950	175,950
<b>Total NFTM</b>	<b>7,900</b>	<b>115,850</b>	<b>523,950</b>	<b>647,700</b>
<b>Subtotal FSTM/NFTM</b>	<b>35,900</b>	<b>292,000</b>	<b>532,950</b>	<b>860,850</b>
Second Hand Merchandise	0	0	0	0
Liquor / Beer / Wine	0	0	14,800	14,800
Miscellaneous	0	0	0	0
<b>Total Other Retail</b>	<b>0</b>	<b>0</b>	<b>14,800</b>	<b>14,800</b>
Entertainment & Fitness	0	9,150	33,400	42,550
Financial Services	12,100	20,650	13,350	46,100
Restaurants	17,950	45,100	77,700	140,750
Medical Services	7,650	14,850	23,950	46,450
Other Professional Services	13,950	9,750	12,900	36,600
Other Services	9,200	2,250	28,150	39,600
Personal & Laundry	16,600	22,450	16,300	55,350
Repair & Maintenance	3,750	0	51,850	55,600
<b>Total Services</b>	<b>81,200</b>	<b>124,200</b>	<b>257,600</b>	<b>463,000</b>
<b>Total Occupied Space</b>	<b>117,100</b>	<b>416,200</b>	<b>805,350</b>	<b>1,338,650</b>
Vacant Space	14,500	0	27,050	41,550
<b>Total Retail and Service Commercial Space (sq.ft.)</b>	<b>131,600</b>	<b>416,200</b>	<b>832,400</b>	<b>1,380,200</b>

Notes:

Inventory Data from CoStar, December 2021

1) Other Food includes Convenience Stores as part of Gas Stations



The following provides an overview of the commercial nodes.

#### 4.2.1 Node 1: Core Commercial Area

Node 1: Core Commercial Area is the smallest of the three nodes in Bolton, accounting for 131,600 sf or 9.5% of all retail/service commercial space. The node is primarily comprised of service space, which account for 81,200 sf or 61% of space in the node. Currently, Node 1 has approximately 14,500 sf of vacant retail/service commercial space, which represents just over a third (34.9%) of all vacant space in Bolton.

#### 4.2.2 Node 2: South Hill Commercial Area

Node 2: South Hill Commercial Area is the second largest node in Bolton, accounting for a third (416,200 sf or 30.2%) of all retail/service commercial space. The node is home to highest proportion of FSTM space, as Bolton's three grocery stores (Zehrs, Food Basics and Garden Foods) account for 168,600 sf or 40.5% of all space in the node. Node 2 has the highest proportion of Other General Merchandise Space (38,600 sf or 80.2% and Health and Personal Care Stores (19,300 sf or 73.5%) in Bolton. Currently, there are no vacancies.

#### 4.2.3 Node 3: Highway 50 Commercial Area

Node 3: Highway 50 Commercial Area is the largest node in Bolton, accounting for two thirds (832,400 sf or 60.3%) of all retail/service commercial space. As the location for big box retail, the node includes major tenants such as Walmart (140,450 sf), Canadian Tire (90,500 sf), Home Depot (104,000 sf) and SportChek (16,550 sf) and is the largest node for Liquor/Beer/Wine retail and restaurant space.

Currently, Node 3 has 27,050 sf of vacant retail/service commercial space, which represents two thirds of all vacant space in Bolton.

### 4.3 Planned and Proposed Development

In order to understand future retail and service commercial space that could be introduced into the Trade Area, IBI Group collected information on planned and proposed developments using on the Town's Current Development Application website. The following provides an overview of new developments that have been approved or are in the development pipeline as of December 2021.

**Figure 6: Bolton Planned & Proposed Commercial Development**

Property	Planned/Proposed Use	Status	Commercial Space (sm)	Commercial Space (sf)
12544 Highway 50	Gas Station	ZBA	844	9,085
12563 & 12599 Highway 50	Mixed Use Development	OPA/ZBA	3,179	34,218
<b>Total</b>			<b>4,023</b>	<b>43,303</b>

Source: Town of Caledon Current Development Applications Website (Ward 5) – Accessed December 2021

In total, there is approximately 43,303 sf of planned/proposed commercial development in Bolton, the majority of which is located in the proposed mixed use development at 12563 & 12599 Highway 50 (34,218 sf of 79% of all planned/proposed commercial area).



## 5 Demand Profile & Market Opportunity

### 5.1 Historic and Planned Population

As per the Caledon Official Plan, the majority of population growth within the Town will be directed to the Rural Service Centres of Caledon East, Bolton and Mayfield West. Specifically focusing on the Trade Area, the Bolton Rural Service Centre is forecasted to grow from a population of 28,250 in 2021 to 39,900 in 2031; an increase of 11,650 people. Growth in Bolton represents over half (55%) of the expected population growth in the Town over this planning horizon.

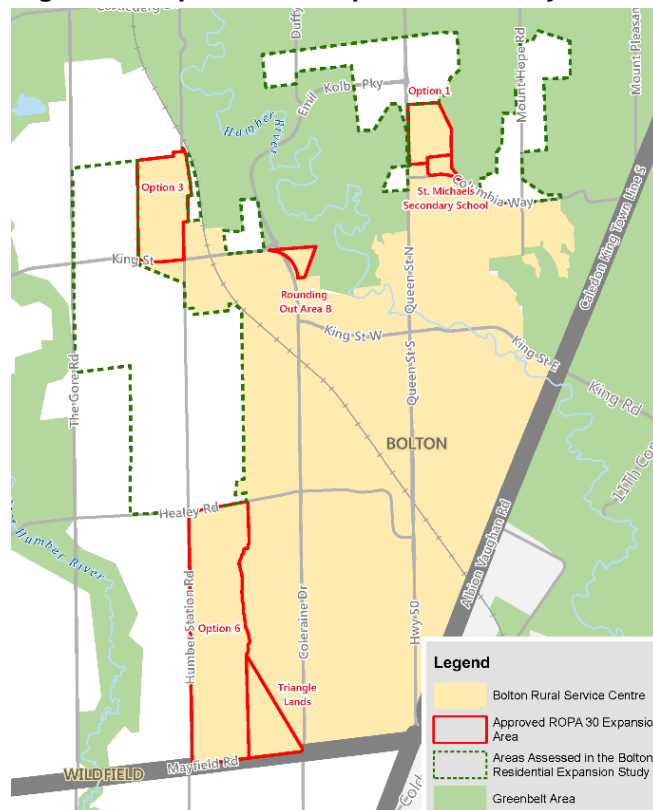
**Figure 7: Historic and Forecasted Population Growth, Bolton and Caledon**

	2016 Census	2021 <sup>1)</sup>	2026 <sup>2)</sup>	2031	Growth 21-31
Bolton	26,400	28,250	28,279	39,900	11,650
Caledon	66,500	54,850	54,900	75,050	20,200

- 1) Source 2021 & 2031 population forecasts: Town of Caledon Official Plan Table 4.3  
2) 2026 population based on average annual population growth between the 2021 and 2031 forecasts

As per the approved ROPA 30 settlement, the forecasted population growth within Bolton will be divided up amongst the Option 6/Triangle lands, a portion of the Option 3 lands, Rounding Out Area 'B' and a portion of the Option 1 lands. The full build-out of all Option lands will require additional population allocation to Bolton beyond the 2031 planning horizon.

**Figure 8: Proposed Development Summary**



Source: Region of Peel, 2020

### 5.1.1 Planned Growth for the Bolton North Hill Lands

The ultimate build-out of the Bolton North Hill lands is forecasted to yield 4,136 units and a population of 12,470 residents. Only a portion of this growth will be accommodated to the 2031 planning horizon, with the remainder of the growth to be accommodated through future population allocation to Bolton.

**Figure 9: Proposed Development Summary**

Unit Type	Units	PPU <sup>1)</sup>	Population
Single/Semi-Detached	1,554	3.7	5,690
Townhouse	1,334	2.8	3,720
Back-to-Back Townhouse	831	2.8	2,320
Apartment	417	1.8	740
<b>Total</b>	<b>4,136</b>		<b>12,470</b>

Source: Bousfields Inc., December 20, 2021. Numbers rounded to nearest 10

1) PPU based on the Town of Caledon Development Charges Background Study, 2019

For the purposes of understanding the overall market impacts of the subject lands, IBI Group's analysis will factor in the expected full build-out of the concept plan.

## 5.2 Market Opportunity Analysis

### 5.2.1 Retail Market Demand Analysis to 2031 -

The Kircher Report was prepared for the Town of Caledon to assess the retail market demand for the Bolton Residential Expansion. The report recommended that approximately 350,000 sf of new retail space, primarily in a new major commercial centre, would be warranted in either the Option 1 or Option 3 area to service the expected population growth to 2031.

At the time of the report, forecasted growth through BRES was expected to be allocated to a single option to allow for the development of a comprehensive community area. With the settlement of ROPA 30 and the division of the growth to multiple option areas throughout the community, the viability of implementing the retail demand as envisioned in the report would not be as effective given the dispersion of the new population to different areas of Bolton. The provision of smaller retail opportunities throughout the different option areas to provide more localized commercial offerings, similar to what is being proposed on the concept plan, would likely be a more effective method to achieve stronger coverage to meet resident's commercial needs.

### 5.2.2 Market Opportunity – Bolton North Hill Lands Build-Out

As indicated by the Kircher Report, population growth in Bolton will generate demand for additional retail/service commercial facilities beyond the current inventory of space in the community. Understanding this, IBI Group's analysis will instead focus on the market opportunity to be created through the build-out of the Bolton North Hill lands. The analysis uses a standard square foot per capita analysis and is predicated on the following methodology:

- Based on IBI Group's experience in other retail market studies, an estimated range of commercial space per capita has been assigned by retail category. The square foot per capita assumptions were multiplied against the build-out population of the market area to provide an estimate of total commercial space. Overall, IBI Group has provided a range of space per capita, from 35.5 sf/capita for the low scenario to 51.0 sf/capita for the high scenario;

- An estimate of market capture is applied to the total demand to determine the amount of space to be expected within the market area. Local shares are always less than 100%, as residents can be influenced by stores located out of the Trade Area, the convenience of completing shopping at larger shopping centres, as well as the ease of access of a shopping centre. Target captures for the market area range by retail category, but are generally reflective of the methodology used in the Kircher Report;
- Inflow rates, which are the estimated influence of surrounding populations, passing by traffic, or potential employment opportunities within the market area, are estimated based on characteristics of the market, the type of commercial space being analyzed, the ease of access of the commercial centre, and the inventory of competitive facilities. Given the location of the Bolton North Hill lands in the north area of Bolton, IBI Group has adjusted the inflow rates used in the Kircher Report to reflect a more limited market area.

The build-out population of the Bolton North Hill lands it is estimated to generate the market opportunity for **338,550 sf** to **481,350 sf** of space. A portion of this space will be required within the 2031 planning horizon, while the majority of it will be required post-2031. See **Figure 10**.

**Figure 10: Market Opportunity – Bolton North Hill Lands Build-Out**

**Bolton North Hill Build Out** 12,470

	Target Sq.ft. per Cap (Low)	Target Sq.ft. per Cap (High)	Target Capture	Estimated Inflow	Estimate of Retail Space Opportunity	
<b>Food Store</b>						
Supermarket & Grocery	3.0	4.0	80.0%	35.0%	46,050	61,400
Specialty Food Store	1.5	2.0	40.0%	35.0%	11,500	15,350
<b>Total Food Store</b>	<b>4.5</b>	<b>6.0</b>			<b>57,550</b>	<b>76,750</b>
<b>Non-Food Store</b>						
General Merchandise	3.0	4.5	50.0%	45.0%	34,000	51,000
Health and Personal Care Stores	1.0	1.5	75.0%	30.0%	13,350	20,050
Home Improvement Related	1.5	2.5	50.0%	45.0%	17,000	28,350
Other Non-Food Store Space	10.0	15.0	50.0%	30.0%	89,050	133,600
<b>Total Non-Food Store</b>	<b>15.5</b>	<b>23.5</b>			<b>153,400</b>	<b>233,000</b>
<b>Total Retail</b>	<b>20.0</b>	<b>29.5</b>			<b>210,950</b>	<b>309,750</b>
<b>Other Commercial &amp; Services</b>						
Beer, Liquor, Wine	0.5	1.0	60.0%	30.0%	5,350	10,700
Restaurant and Fast Food	3.5	4.0	60.0%	15.0%	30,800	35,200
Personal Services	2.0	2.5	60.0%	15.0%	17,600	22,000
Financial, Professional Services	1.0	2.5	60.0%	15.0%	8,800	22,000
Medical Services	1.5	3.0	60.0%	15.0%	13,200	26,400
Other Service and Office	6.5	7.5	60.0%	15.0%	57,200	66,000
<b>Total Service and Other</b>	<b>15.0</b>	<b>20.5</b>			<b>127,600</b>	<b>171,600</b>
<b>Total Estimated Retail and Service Commercial Opportunity</b>	<b>35.5</b>	<b>51.0</b>			<b>338,550</b>	<b>481,350</b>

## 6 Market Impact Assessment

As indicated in Section 5.2 of this report, growth in the Bolton Rural Service Center as well as the future build-out of the Bolton North Hill lands is expected to generate demand for additional retail and service commercial space beyond the existing inventory of stores.

### 6.1 Proposed Commercial Space on Site

The proposed commercial designated lands on the concept plan total 1.55 hectares (3.83 acres) and are estimated to yield approximately 50,050 sf of retail/service commercial space based on 30% coverage. In the context of the existing inventory of space, the proposed commercial designated lands would only represent 3% of the overall retail/service and vacant commercial space in Bolton.

**Figure 11: Market Opportunity – Bolton North Hill Lands Build-Out**

Property	Commercial Space (sf)	% of Total Space
Existing Inventory of Retail/Service Space	1,380,200	94%
Planned and Proposed Space	43,303	3%
Bolton North Hill Lands	50,050	3%
<b>Total</b>	<b>1,473,553</b>	<b>100%</b>

Given the size of the proposed sites and the proximity to other commercial areas to the south, it is expected that the commercial designated lands will have more of a local neighbourhood function to service the immediate needs of the future population in the Bolton North Hill lands. The location of the commercial sites in the north end of Bolton does not provide strong opportunities for significant commercial space outside of neighbourhood/ convenience space as there will be limited vehicular traffic and visibility when compared to other potential lands in Bolton. This is likely to impact the ability for sites in the area to attract larger, multi-national tenants.

Though it would not satisfy all retail and service commercial demand for the build-out of the subject lands, the provision of space within the concept will help to meet part of the local service demand, while not impacting the role and function of the other commercial areas, such as the Core Commercial Area which is located approximately 2 km south of the site. Expected retail and service commercial growth on the other lands identified through ROPA 30 (Option 6/Triangle lands and Option 3) will help to provide additional commercial space to meet the needs of residents to 2031. Both of these areas have stronger locational attributes (accessibility, visibility, surrounding population density) which would make them more ideal locations to accommodate larger commercial centres which could attract larger retail tenants.

Though not factored into this analysis, there is additional opportunity for commercial space on the plan through the provision of at-grade retail on the high density sites. While there are several challenges associated with retail uses in mixed-use buildings such as loading, parking and accessibility, the identified high density designations could offer additional retail and service commercial space to meet the future market demands.

## 6.2 Impacts of E-Commerce

The retail/commercial industries continue to change and evolve as e-commerce becomes more prevalent, especially in the context of the past year and the COVID-19 pandemic. As per the February 2021 Retail Trade publication by Statistics Canada, e-commerce sales by Canadian retailers accounted for 6.8% of the total retail trade, which represented an 84% year-over-year increase from February 2020. While the percentage share of e-commerce may fall back to pre-pandemic levels in the coming years, pivots and innovations by retailers to service customers throughout the pandemic may alter the way consumers purchase goods in the future.

Local serving retail/service commercial uses are typically less impacted by e-commerce as they provide a good or service that requires an in-person visit. While it is not expected that e-commerce will substantially impact these uses, the potential impact of e-commerce on district and regional serving uses could impact the supply and demand of retail/commercial space within market areas. Additionally, innovations in web-based ordering platforms (e.g. uberEats) and alternative web-based services (e.g. Zoom) could impact the design, parking and space requirements for businesses.

The Kircher Report estimates that the current replacement of traditional retail space by the internet ranges between 1 and 2 square feet per capita and is expected to grow to 4 square feet per capita by 2031. As such, Kircher reduced the demand for space by 80,000 sf in their analysis to account for the impacts of e-commerce.

A reduction for e-commerce has been factored into the IBI analysis through an adjustment of the estimated captures and expected inflow.

## 6.3 Viability of the Development

Detailed planning of the commercial designated lands in the concept plan has yet to occur as the BHNLG is still in the preliminary stages of studying this area. As such, details on ingress/egress, on-site parking, loading, buffering and urban design will be determined at a future stage in the planning process.

With respect to overall development parameters for commercial development, the following points highlight the locational attributes which support the viability of the sites for commercial uses:

- Both commercial sites have frontage onto Highway 50, which is a major arterial road. This would provide good visibility and access to residents of the area.
- Both commercial sites are located in an area in which future population growth is expected to occur. Population growth is required to generate demand for new space.
- There are minimal existing localized commercial uses in the area to compete with the proposed commercial sites.
- The southern commercial site is within walking distance to the GO bus transit services at Highway 50 and Columbia Way. There are currently no municipal transit services servicing Bolton.

## 7 Conclusions and Findings

The following provides a summary of the conclusions and recommendations of this retail market study:

- BNHLG is proposing 4,136 new residential units comprised of singles, townhouses, and medium-to-high density apartment buildings. The concept plan envisions a net developable area of 114.75 hectares, which is estimated to generate 12,470 new residents upon build-out. Only a portion of the subject lands can be accommodated to the 2031 planning horizon. The remaining growth will need to be accommodated through future 2051 population allocation to Bolton;
- The proposed commercial designated lands on the concept plan total 1.55 hectares (3.83 acres) and are estimated to yield approximately 50,050 sf of retail/service commercial space. Given the size of the proposed sites and the proximity to other commercial areas to the south, it is expected that the commercial designated lands will have a local neighbourhood function to service the immediate needs of the surrounding population.
- The Bolton retail structure is comprised of five main areas: the Bolton Core Commercial Area, the Bolton South Hill Commercial Area, the Bolton Community Shopping Centre Commercial Area, the Bolton Highway 50 Commercial Area, and the Bolton North Hill Commercial Area. The subject lands are located to the north of the Bolton North Hill Commercial Area and are approximately 2km north of the Bolton Core Commercial Area;
- IBI Group has adopted the same Trade Area as identified in the Kircher Research Associates Ltd. report entitled "Retail Market Demand Analysis for 2031 – Bolton, Ontario" (Kircher Report) which was prepared for the Town of Caledon to inform the amount of retail and service commercial space to be provided through the BRES process;
- The inventory indicates that Bolton has some 1.38 million sf of retail/service commercial space, including 213,150 sf of Food Store Type Merchandise (FSTM), 647,700 sf of Non-Food Store Type Merchandise (NFTM) space, 14,800 sf of Other Retail space, 463,000 sf of service space and 41,500 sf of vacant space;
- The Bolton Rural Service Centre is forecasted to grow from a population of 28,250 in 2021 to 39,900 in 2031; an increase of 11,650 people. The Kircher Report recommended that approximately 350,000 sf of new retail and service commercial space would be warranted in one major commercial centre in either the Option 1 or Option 3 area to service the expected population growth to 2031;
- The estimated build-out population of the Bolton North Hill lands is anticipated to yield a market opportunity of **338,550 sf** to **481,350 sf** of space. A portion of this space will be required within the 2031 planning horizon, while the majority of it will be required post-2031;
- The Kircher Report predated the ROPA 30 hearing. Given the ROPA 30 settlement, the viability of implementing the retail demand as envisioned in the Kircher report would not be as effective given the dispersion of the new population to different areas of Bolton (i.e. Option 6/Triangle Lands, Option 3, Rounding Out Area B, and Option 1). The provision of smaller retail opportunities throughout the different option areas to provide more localized commercial offerings, would likely be a more effective method to achieve stronger coverage to meet resident's commercial needs.



- The 50,050 sf of retail/service commercial space represents 3% of the overall retail/service and vacant commercial space in Bolton and is not anticipated to impact the overall function of Bolton's existing commercial areas. Additional retail/service commercial opportunities may be available through potential at-grade retail on the proposed high density apartment sites.
- Further assessment of the parking, loading and urban design standards may be required when further details for the commercial developments are brought forth through future planning processes.

Based on the findings of the opportunity analysis and the impact assessment, future growth in Bolton is expected to generate demand for new retail and service commercial space. In the context of the Bolton North Hill lands, the proposed commercial sites are expected to have a local retail function and are not anticipated to have any adverse impacts on the existing inventory of space or the planned commercial hierarchy. The future commercial uses will help to meet the forecasted commercial demand in Bolton.

# Appendix A – Proposed Concept Plan

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