

MUNICIPAL HOUSING PLEDGE

City of Brampton
March 2023



Integrated City Planning
Planning, Building and Growth Management
City of Brampton



Brampton's Municipal Housing Target

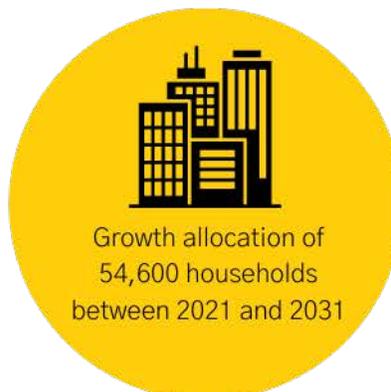
The province announced Bill 23, the *More Homes Built Faster Act, 2022* (More Homes Built Faster: Ontario's Housing Supply Action Plan 2022-23), in Fall 2022. The province's stated goal is to build **1.5 million homes** in Ontario over the next 10 years. The province intends to unlock more housing, streamline development approvals, remove barriers, accelerate planning, and further protect home buyers and owners. To achieve the goal of building 1.5 million homes, the province's target for the City of Brampton is **113,000** new homes constructed by **2031**. This pledge demonstrates the City's commitment to unlock more housing, streamline development approvals, remove barriers, and accelerate planning in support of the province's housing target.



Introduction to Housing in Brampton

Over the past two decades, the City of Brampton has been one of the fastest growing municipalities in Canada, with an annual population growth rate of 3.6% between 2001 and 2021.

To accommodate this population increase, the City **has grown by approximately 4,250 households per year** over the past 20 years (per Statistics Canada Census data between 2001 and 2021). Looking forward over the next 10 years, the City of Brampton's new draft Official Plan -- *Brampton Plan* -- identifies a growth allocation of **54,600 households between 2021 and 2031** to meet anticipated housing demand in the city, which equates to **5,460 households per year**.



This represents a 22% increase relative to the annual amount of housing growth achieved during the past 20 years, and a 39% increase relative to the annual amount of housing growth achieved during the past 10 years.

Of the City's identified total 10-year forecast housing need, approximately 46% (24,500 households or **2,450 households per year**) are rental units. This represents a significant increase in the amount of required new rental housing construction relative to the amount of rental housing stock added to the city over the past 20 years, which averaged approximately 880 new rental dwellings per year.

With a 10-year target of 113,000 new homes for the City of Brampton (**11,300 homes per year**), Ontario's Housing Supply Action Plan presents an aggressive and unprecedented rate of required housing growth. Moreover, this target requires an increase of approximately **58,000 homes over and above** the City's housing forecast described in *Brampton Plan*. Because municipalities are only one key player in the development process, achieving this new annual housing construction will not be possible without a strong, collaborative approach among various stakeholders, namely participation and commitment from the private sector development community, and expedited infrastructure investments from the Province of Ontario.

At the same time, housing costs are also rising at unprecedented rates. Rising real estate prices in Brampton are a barrier to low and middle-income households who struggle to secure ownership or rental housing that is affordable relative to their income.

A growing number of residents are classified as being in "core-housing need" - defined as living in unsuitable, inadequate, or unaffordable housing. According to Statistics Canada, approximately 132,000 persons are considered to be living in unsuitable housing.



Approximately **1 in 5 Brampton residents** are considered to be living in unsuitable housing.

In comparison, the same data identified that the percentage of persons living in unsuitable housing conditions at the national level was **approximately 1 in 10 as of 2021**.



As a starting point, the City of Brampton is striving to address the lack of affordable housing options, and to reduce the percentage of persons living in inadequate, unaffordable or unsuitable housing conditions relative to national levels.

Achieving this target will require actions and programs that focus on increasing the supply of housing types most needed by our resident demographic – including a full mix and range of affordable housing, purpose-built rental, student and senior-focused housing, and larger, family-sized units.



City Initiatives to Accelerate Housing

HOUSING BRAMPTON STRATEGY

The City's first housing strategy – *Housing Brampton* – was endorsed in May 2021 and proposes a range of solutions and approaches based on housing affordability, choice, smart density, and equitable access to housing. *Housing Brampton* identifies that the City cannot deliver on these solutions alone; partnerships are critical to successfully achieve the four big moves and action items identified in the housing strategy.

The following deliverables and key actions are ongoing initiatives of *Housing Brampton* to support the delivery of housing in the city:

City-Wide Housing Incentive Program

The City is currently developing a city-wide Housing Incentive Program, which will focus on incentivizing purpose-built rental and housing that is affordable for households in the low and middle income ranges, as well as other desired housing types including infill housing, Single Room Occupancy housing (SRO), large units, and other senior and student-focused developments. The program is designed to address the existing housing needs of Brampton's vulnerable populations, identified through the Housing Needs Assessment and *Housing Brampton*. The Housing Incentive Program will consist of a suite of financial and non-financial incentive tools and programs for both key geographic zones and city-wide implementation.

The Housing Catalyst Capital Project

The Housing Catalyst Capital Project was established through the City's housing strategy - *Housing Brampton* - to deliver \$8M of capital funding and support non-profits in the delivery of innovative housing pilot projects in Brampton. The Housing Catalyst Capital Project aims to incentivize ideas around new and innovative housing options.

The Catalyst Project consists of two phases, with \$4M allocated to Phase 1 of the project. The funding is meant to assist non-profits in upfront costs such as technical studies and design. The pilot ideas chosen for Phase 1 are:

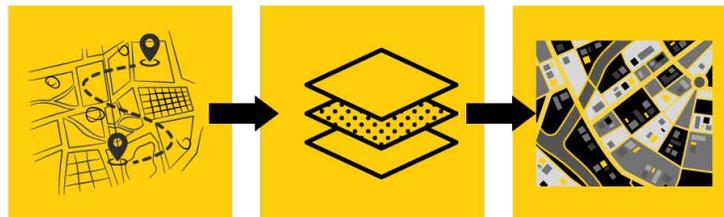


The Housing Catalyst Capital Project is expected to deliver 450-500 new and affordable housing units, as well as a detailed 'Student Housing Options Analysis' for the city. The remaining \$4M of funding will be requested as part of future budget submissions.

Gentle Densification/Missing Middle Study

In accordance with Housing Brampton Action Item 8.3.3 - "Allow for House-Scale Infill Options in Lower Density Built-Up Areas" - the City completed a detailed gentle intensification assessment for two sample neighbourhoods in Brampton, and developed a proforma analysis tool for selected missing middle densification scenarios.

The detailed assessment included:



- an analysis of existing neighbourhood context and zoning to identify areas where the development of missing middle housing types will be feasible;
- a GIS analysis of existing lot characteristics to determine lot categories; and
- an identification of the range of missing middle housing types that fit the context and each lot category.

The detailed assessment was utilized to develop a dynamic pro-forma model to measure affordability and feasibility of missing middle housing in Brampton. The pro-forma model allows for testing of new-build and conversion housing products. The purpose of this analysis was to assess the affordability and financial feasibility of creating new gentle density projects.



Overall, this study provided the City with an understanding of the feasibility and barriers in introducing missing middle typologies in existing neighbourhoods. Learnings from this study will be used to implement a supportive framework for missing middle typologies through the City's Zoning By-law review, Secondary Plan policies, the upcoming city-wide Housing Incentive Program, and the City's Urban Design Guidelines.

DEVELOPMENT APPLICATION END-TO-END PROCESS REVIEW

Funded through the province's Audit and Accountability Fund, the City, with support from KPMG consulting, completed a Development Application End-To-End Process Review. Implementation of a full suite of recommended business process improvements will result in up to 25% faster development approvals.

OFFICIAL PLAN POLICIES TO PRIORITIZE DEVELOPMENT APPROVALS

In December 2022, Brampton City Council adopted Official Plan Amendment 232 to update the Official Plan policies related to Pre-Consultation applications, and 'complete' (as per the Planning Act) application submission requirements. The goal of the amended policies is to improve the review process for planning applications by requiring early collaboration between applicants, staff and other stakeholders on development proposals to reach agreement on key facets of the development. The policies will create more opportunity for the City to prioritize development and support new developments at an earlier stage, resulting in shorter approval timelines overall. Implementation of these policies has been delayed by an appeal to the Ontario Land Tribunal by the Building Industry and Lend Development Association.

OFFICIAL PLAN REVIEW - BRAMPTON PLAN

The City is currently developing a new Official Plan – [Brampton Plan](#) – to guide growth and development in the city over the next 30 years.

Brampton Plan is a strategic growth-related initiative that will guide development over the 2051 planning horizon and direct physical change and its effects on the social, economic, built, and natural environment of the city. The new Official Plan identifies key locations for growth as well as housing growth targets to support the development of Brampton's housing supply.

THE COMPREHENSIVE ZONING BY-LAW REVIEW

The City is currently undertaking a Comprehensive Zoning By-law Review to update zoning to shape how Brampton evolves through the regulation of land use and development. This project is utilizing funding from the Streamline Development Approvals Fund to support the project and deliver on the goals and objectives of the Review.

The funding is being used to update the Zoning By-law in alignment with current planning standards and best practices. After refinement through stakeholder consultation and public engagement, the final By-law will support members of the public, the development community, and staff in using the Zoning By-law by consolidating zones, cleaning up and reducing the number of special sections, updating mapping, and creating template zones to align with the City's planning objectives.

IMPLEMENTATION OF BILL 23: MAJOR TRANSIT STATION AREAS AND ADDITIONAL RESIDENTIAL UNIT POLICIES

Major Transit Station Areas (MTSAs)

The City is responding to the changes introduced by the Province of Ontario through Bill 23. All current delineated MTSAs are to be planned to achieve a minimum density of 150/160 people and jobs per hectare and are intended to develop as higher density, mixed-use areas that support transit. The City will also be undertaking a capacity analysis to understand servicing and capacity constraints resulting from the additional densities, as some of these areas were not initially planned to have significant intensification.

Preliminary land uses are currently being presented for consultation, and it is anticipated that a statutory public meeting will be held in the Fall for Council adoption of the secondary plan policies by November 2023.

The MTSA framework is intended to provide a significant number of residential units to 2051 and beyond, in areas that have proximity to transit and all the necessary amenities within walking distance.

Additional Residential Unit Policies

Additional Residential Units (ARU) are a form of gentle intensification in our existing low-density residential neighbourhoods that aim to address housing affordability challenges including: providing a variety of housing choice, supporting the supply and range of rental housing, supporting aging in place and age friendly communities, utilizing efficiencies in infrastructure, supporting financial flexibility, and supporting home ownership viability.

The City is responding expeditiously to changes to the ARU provisions introduced through Bill 23. The City is undertaking additional amendments to comply with Bill 23 requirements, allowing up to three residential units per residential lot that contains a detached, semi-detached or townhouse dwelling through either:

- up to three residential units in the primary building; or
- up to two residential units in the primary building and one in an ancillary building.

It is expected new policies will be in effect in late April 2023.

The City has permitted ARUs in the form of second units (previously referred to as secondary suites) since 2015, and garden suites (detached ARUs) since August 2022. ARUs have successfully contributed to the creation of additional housing units in Brampton. Since 2015, the City has registered 13,545 second units. The Building Division has issued a further 6,690 permits for ARUs that are currently under construction or awaiting completion of the registrations process. In addition, there are 718 permit applications for ARUs that are under review by the Building Division.

Additional Stakeholders: Key Actors in Delivering Brampton's Housing Supply

To deliver and implement all the City initiatives identified above, a wide range of stakeholders are critical to deliver new housing supply in Brampton.



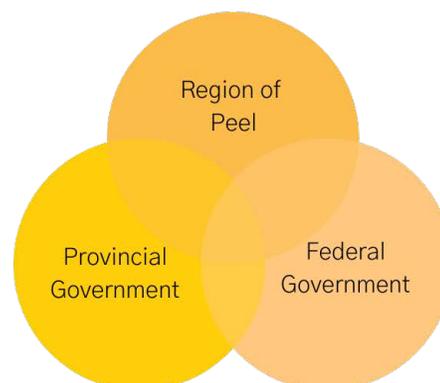
Development Industry

The development industry is responsible for the creation of new housing units. Land developers and builders play a critical role in delivering housing, more specifically managing and executing the construction or redevelopment of buildings. The City can approve development applications, but the development industry is responsible for delivering units in a timely manner after approvals have been granted.

Non-Profit Housing Providers

Non-profit led housing developments have been increasingly fulfilling a key role in the provision of affordable housing in the Greater Toronto Area (GTA). Non-profit housing providers have expertise in tenant qualification and selection as well as ongoing occupancy management. Further, they can help integrate wraparound services such as employment training, education, addictions recovery, and immigration services into housing projects. The City will continue to collaborate with and utilize the experience of non-profit housing providers in achieving a full mix and range of affordable housing.

Upper Levels of Government



Region of Peel

The Region of Peel is one of 47 Service Managers across the province that oversee the community housing system, including emergency and transitional shelters throughout the Region.

Within the Region of Peel, the Housing Development Office (HDO) works with private and non-profit developers to create new affordable rental housing units and shelter beds to meet community needs.

In addition, the Region gathers housing data annually and performs research and analysis to inform housing policy and programs. The Region is also responsible for the provision of water and wastewater infrastructure required to service and support growth in a timely manner, as well as working closely with the City of Brampton and other area municipalities to facilitate and expedite housing projects, where applicable.

Provincial Government

The Provincial Government has legislated responsibility for housing and can offer legislative tools and financial support to manage local housing and growth-related needs, such as employment land protection, water and wastewater retrofit funding, and transit investment.

Federal Government

The Federal Government, through the Canada Mortgage and Housing Corporation (CMHC), provides mortgage insurance to homeowners while initiating, funding and implementing various housing programs under the National Housing Strategy (2017).

The City requests that federal infrastructure funding keep pace with growth associated with immigration.



Considerations and Potential Mitigation Strategies

Considerations (Barriers, Implementation, Risks, etc.)	Potential Mitigation Strategies and Proposal to Accelerate Housing
<p data-bbox="305 687 743 805">Available Development Sites</p>	<p data-bbox="817 683 1451 754">Use of Surplus Lands</p> <ul data-bbox="852 765 1451 1358" style="list-style-type: none"> • The City will work to evaluate available surplus or underutilized public assets to accommodate affordable and market-based housing. • If surplus sites - including municipal, provincial, and federal lands –are available and deemed suitable for residential development, Brampton will advocate for priority access to these sites for the development of housing. • Brampton can also explore funding from the provincial and federal governments to acquire land for housing projects and partnership approaches with housing developers and operators. <p data-bbox="826 1389 1459 1459">Co-Location of Housing</p> <ul data-bbox="852 1470 1451 1654" style="list-style-type: none"> • The City will explore co-location of housing in new City facilities, such as community centres and fire stations to maximize the use of lands under public ownership. <p data-bbox="826 1685 1459 1798">Removal of the Special Policy Area (SPA) in Downtown Brampton</p> <ul data-bbox="852 1820 1425 1926" style="list-style-type: none"> • The City will advocate for the province to remove the SPA designation in downtown Brampton to unlock the

	<ul style="list-style-type: none"> • the potential for additional urban growth and development. • The City is currently working to eliminate the flood risk in the area, which would, in turn, allow for the removal of the SPA designation, and allow the City to approve additional units in the area.
<p>Hard Infrastructure</p>	<p>Collaboration and Funding from Senior Government</p> <ul style="list-style-type: none"> • The City will advocate for provincial funding and approvals for critical infrastructure investments. • While small scale infill or redevelopment can benefit from existing capacity associated with hard municipal services, large-scale intensification projects can come at a high cost given costs associated with the replacement, improvement and maintenance of existing services which have not been planned to accommodate significant increases in housing, population, and employment growth. • With significantly reduced development charge revenues as a result of Bill 23, adequate and coordinated funding from senior levels of government is required to deliver essential infrastructure and to maximize benefits to the community and the province.



Soft Infrastructure

Collaboration and Funding from Senior Government

- The City will continue to advocate for provincial funding and approvals for soft infrastructure including healthcare, transit and transportation, education, and social services, reflecting Brampton's current and future needs.
- The additional population growth associated with the higher housing targets, as set out through Bill 23, would require significant increases across all Regional and local infrastructure and municipal services, particularly within the built-up areas where the majority of increased housing demand is anticipated to be directed.
- Additional funding for existing healthcare needs, including the 700 beds and third hospital required to at least meet the per-capita provincial average, and future healthcare needs associated with the additional growth from Brampton's Housing Pledge, including funding for complete construction of Peel Memorial

	<p>and a planning grant for a third hospital.</p>
<p>Creating Complete Communities</p>	<p>Plan for Open Space and Amenity Areas in MTSAs</p> <ul style="list-style-type: none"> • MTSAs are intended to develop as complete communities. One of the main challenges of drafting MTSA policies is the need to balance the creation of a wide range of housing types, with the provision of an appropriate amount of open space, amenity areas and services to serve the additional population. • Future open space, amenities and service requirements will be included in the preparation of land uses and policies. <p>Utilize Community Benefits Charge (CBC) By-law</p> <ul style="list-style-type: none"> • Bill 23 will accelerate the decline in parkland provision and compromise the City’s ability to provide sufficient and high-quality parkland and recreation projects, reducing the livability and parkland access for future residents.
<p>Preserving Critical Employment Lands</p>	<p>Strict Employment Protection Policies in the New Policy Instrument</p> <ul style="list-style-type: none"> • Increased demand for housing and non-residential building space associated with greater population-related employment growth will increase pressure for the conversion of Employment Areas, of which the City has a limited and finite supply.

	<ul style="list-style-type: none"> • If not carefully evaluated, the conversion of Employment Areas to non-employment uses can potentially lead to negative impacts on the local economy including a reduction in employment opportunities and fragmentation of existing Employment Areas, including the Provincially Significant Employment Zone in Brampton. • The City requests that the province prescribe stricter policies to prevent or limit residential development in MTSAs within Provincially Significant Employment Zones, in order to prevent the erosion of Brampton's employment land supply.
<p>Failure of Development Community to Act on Approved Residential Development Applications and Risk of Ongoing Land Speculation</p>	<p>Zoning By-law Amendment "Sunset Clause"</p> <ul style="list-style-type: none"> • Streamlining the City's development review process alone will not necessarily result in expedited development. It is imperative the development industry demonstrate its commitment to providing housing for future population growth. • The City of Brampton currently has 9,000 units approved and available for building permit issuance, broken down as 7,000 second units, and 2,000 vacant residential lots. • The City requests that municipalities be authorized to implement sunset clauses for site-specific zoning bylaw amendments to curb land speculation and ensure development moves forward and site construction begins in a timely manner. • The proposed clause requires a building permit be issued within a certain time frame from the approved zoning bylaw amendment before the amendment is repealed.

FINANCIAL IMPLICATIONS AND GROWTH COSTS

Brampton's cost to deliver this additional growth in the 2031 horizon is estimated to be approximately \$3B above the City's planned forecast. On February 23, 2023, Regional staff reported to Regional Council on infrastructure planning to support Bill 23 housing targets. Based on information provided, Regional staff reported a total cost of \$20.4B, which is approximately \$11.5B above the Region's 10-year capital plan.

This means there are many projects which are already completed or underway for which costs may not be fully recovered through Development Charges (DCs). Costs not recovered through DCs would need to be made up through higher utility rates or external funding. Additional information from Bill 23 is required to provide specific details on the full cost of implementing the Municipal Housing Pledge (i.e. costs covered by the development industry and costs borne by residents).

Until the City receives further clarity on the legislation and until the next DC study is completed, the numbers provided are estimates and will need to be revised at the time this additional information becomes available.



FINANCIAL REQUESTS TO THE FEDERAL AND PROVINCIAL GOVERNMENTS

The accelerated growth committed to through this Pledge will not be feasible without significant financial commitments from senior levels of government. The targets introduced through Bill 23 coupled with reduced Cash-in Lieu for Parkland and Development Charges - specifically for affordable and attainable housing - leaves a further financial shortfall in the City's ability to deliver on this Pledge. Without financial support from the province, this Pledge and the corresponding targets will not be met within the province's planning horizon to 2031. Additional funding from the provincial and federal government is required for:

1. Hard infrastructure projects for both the City and Region of Peel, including transportation and water and wastewater infrastructure, specifically to help facilitate development in strategic growth areas. To accommodate this new accelerated growth and deliver the essential hard infrastructure needed to maintain already stretched existing service levels in Brampton, adequate and coordinated funding from the Province of Ontario will be required to ensure this cost is not placed on Brampton taxpayers.
2. Transit investment to increase public transit options, with a particular focus on investments in Higher Order Transit in locations identified through the City's draft Brampton Plan City Structure.
3. Soft infrastructure investments, including funding for schools, community and emergency services, libraries, parks and open space.
4. Provincial investment for the Riverwalk project, to remove environmental constraints and the Special Policy Area that restricts development in the city's downtown.
5. Additional funding for existing healthcare needs, including the 700 beds and third hospital required to at least meet the per-capita provincial average, and future healthcare needs associated with the additional growth from Brampton's Housing Pledge, including funding for complete construction of Peel Memorial and a planning grant for a third hospital.
6. Investment in the economic growth and development of Brampton's industries, for attraction of new employers and jobs to support employment of the estimated 400,000 new residents coming to the city by 2031.
7. Infrastructure funding from the Federal Government to keep pace with growth associated with immigration.

POTENTIAL REPORTING AND MONITORING MEASURES

GROWTH MANAGEMENT PROGRAM AND ANNUAL DEVELOPMENT REPORTING

The City of Brampton is currently developing a Growth Management Strategy (GMS), which will set the foundations for the development of the Growth Management Program (GMP). The GMS will identify the framework for the City to guide sustainable growth in an orderly manner by balancing the needs of development with infrastructure investments for new major servicing, complementing our community priorities and supporting the achievement of the policy objectives of Brampton Plan and other City initiatives. The GMS will confirm the relative rate, timing and location of development and redevelopment in the city to ensure that an adequate supply of housing and employment are maintained to accommodate population forecasts, which will be monitored and evaluated through the GMP.

Through regular monitoring and reporting, the GMP will identify and prioritize capital investment in major infrastructure projects to support the supply of new housing. The GMP will also identify and provide policy recommendations for areas that have insufficient infrastructure to support the supply of new housing.

Additionally, through the City's annual development and building permit reporting, the City monitors and regularly reports on housing supply, growth trends, and other key performance indicators to measure the City's annual progress, such as total number of approvals, units located within strategic growth areas, and number of affordable housing units.

The City requests that the province support efforts to prioritize the processing of applications in order to ensure municipal time and resources are dedicated to those applications most likely to produce the most housing within the shortest time frame. Official Plan Amendment 232, once in effect, will support this important City objective.



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