



# HOUSING BRAMPTON

Brampton's Affordable Housing Strategy

## HOUSING NEEDS ASSESSMENT

June 2018

# TABLE OF CONTENTS

EXECUTIVE SUMMARY ..... 2

INTRODUCTION..... 3

VALUE IN PARTNERSHIPS ..... 4

DETERMINING AFFORDABILITY ..... 5

CURRENT HOUSING CONTEXT..... 7

HOUSING PROVIDERS ..... 17

HOUSING TARGETS ..... 19

CHALLENGES TO THE CREATION OF AFFORDABLE HOUSING IN BRAMPTON ..... 22

RECOMMENDATIONS ..... 26

CONCLUSION ..... 27

## EXECUTIVE SUMMARY

The City of Brampton has embarked on the development of an affordable housing strategy, which will result in the creation of additional rental and affordable ownership units. The housing strategy received City Council endorsement in 2017, and seeks to strengthen partnerships with builders, residents, stakeholders, and all levels of government, to improve the state of housing affordability for the City's residents.

This housing needs assessment serves as an early deliverable of the City's housing strategy. Provided below are key highlights of this report:

- The City of Brampton's population is expected to grow by 50% over the next 25 years, to total 890,000; however, housing affordability continues to remain a challenge for many local residents.
- The composition of Brampton households is quite unique, as nearly 50% of households contain 4 or more people, while 12% of all units are comprised of more than one nucleus family (2016).
- Brampton is also very diverse, as 52% of the City's population are foreign-born (2016).
- In 2016, Brampton had the highest proportion of households that find housing unaffordable, compared to other Peel Region municipalities. Approximately 34% of all households in Brampton are spending more than 30% of their total income on shelter costs.
- The 2017 waitlist for subsidized housing in Peel was 13,597, or approximately 6.5 years, 3432 of which were Brampton residents.
- Given the results of Brampton's needs assessment, and recent Region of Peel housing work, the City acknowledges youth homelessness and affordability for both low-income and middle income families as key priorities.

In order to improve the state of housing affordability within the City, Brampton's affordable housing strategy will need to result in innovative housing solutions which responds to the local context, provincial and regional planning policies, demographic trends, as well as housing preferences. A different mix of housing unit types is necessary to adequately accommodate the juxtaposition between a young and aging population, and the current trend toward multi-generational families.

Ultimately, responding to Brampton's housing needs will require collaboration with its housing partners, and the commitment of all levels of government.

## INTRODUCTION

Promoting a mix of housing that meets the needs of all residents is a key priority for the City of Brampton. The City's Strategic Plan identifies a range of affordable and accessible housing as one of the objectives for achieving complete communities.

Housing needs also continue to remain a top priority for all three levels of government. However, improvements in the development of affordable housing and the delivery of housing services is necessary for increasing affordability and the span of housing options to meet the varying needs of families, new immigrants, and individuals.

This Housing Needs Assessment is being undertaken in support of Brampton's Affordable Housing Strategy, *Housing Brampton*, and is a Phase 1 deliverable. The Assessment will provide a snapshot of the current housing context and state of need within the City. Recommendations are included on how to improve the quality of life for residents by addressing core issues through planning policy and bolstering strong partnerships.

This report also seeks to satisfy Provincial requirements of the City to prepare a housing needs assessment.



## VALUE IN PARTNERSHIPS

Directing the development of a mix of housing options to meet the needs of residents requires strong partnership amongst all stakeholders. While the City of Brampton can play a vital role in responding to the housing needs of residents, the collaboration of stakeholders is essential for developing a range of housing types and tenures that adequately address such need.

The involvement of all levels of government, the building industry, the not-for-profit sector, the faith community, and the public is necessary for developing effective solutions that respond to the City's housing and shelter needs.



Funding commitment plays a crucial role in the advancement of affordable housing solutions. However, financial tools and incentives are also required to achieve local affordable housing objectives, which must be supported through strong relationships.

Furthermore, the connection between service delivery, programming, and housing support must be understood – all of which play a pivotal role in identifying innovative solutions that respond to local housing challenges.

## DETERMINING AFFORDABILITY

### *Provincial Definition of Affordable*

This assessment incorporates the definition of *affordable housing* as set out by provincial policy.

The Provincial Policy Statement, 2014, defines affordable ownership as the least expensive of:

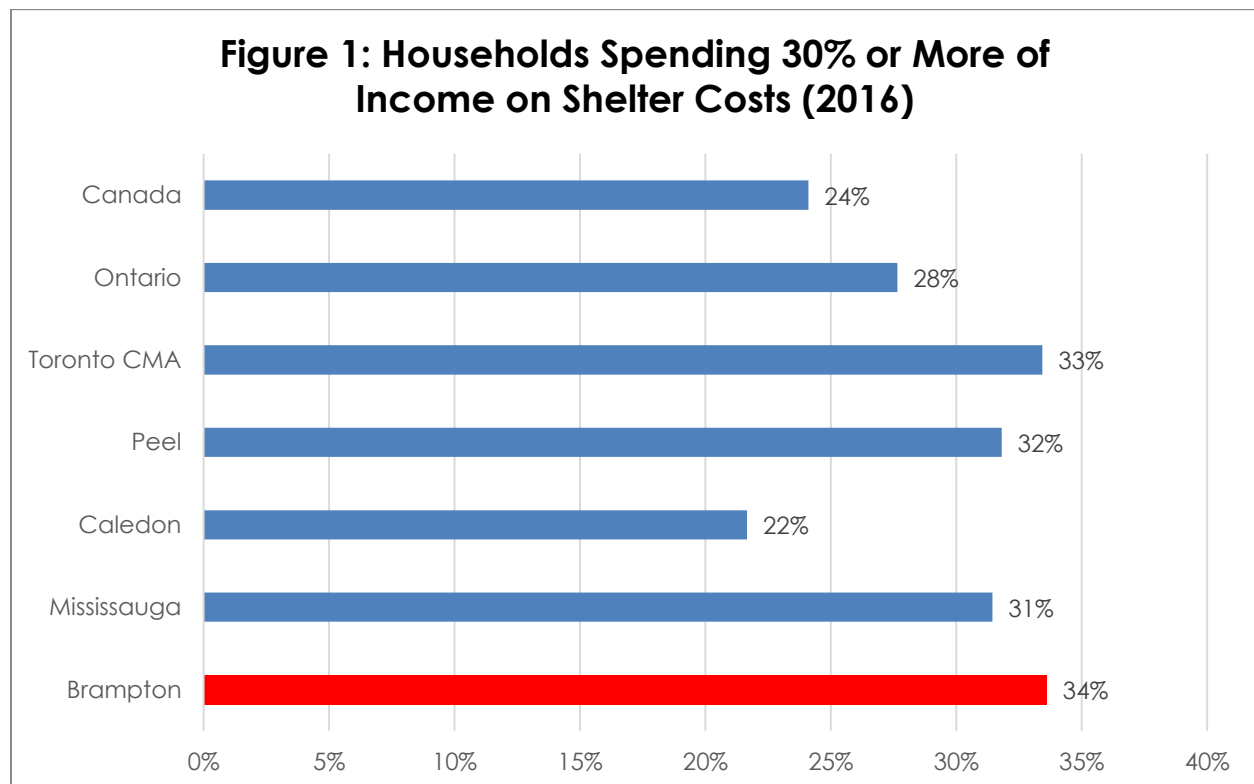
- a) Housing for which the purchase price results in annual costs that do not exceed 30 percent of gross annual household income for the lowest 60% of households, or
- b) Housing for which the purchase price is 10% below the average purchase price of a resale unit in the regional market area

The Provincial Policy Statement defines affordable rental as the least expensive of:

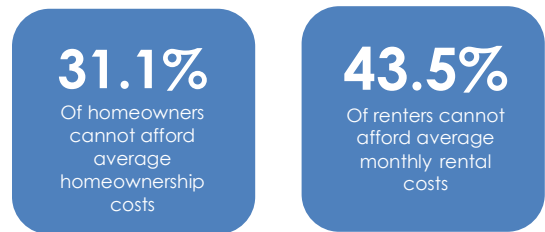
- a) A unit for which rent does not exceed 30% of gross annual household income for the lowest 60% of renters, or
- b) A unit that is at or below the average market rent in the regional market area

### *Housing Affordability in Brampton*

Housing affordability continues to remain a problem in Peel Region and Brampton as increases in shelter cost significantly outpace increases in household incomes.



In 2016, Brampton had the highest proportion of households that find housing unaffordable, compared to the other Peel Region municipalities. Approximately 34% of households in Brampton are spending 30% or more of their total income on shelter costs, compared to 31% for Mississauga, and 22% for Caledon.



Source: 2016 Census, Statistics Canada

### *Affordability Thresholds*

According to the 2016 Census, the average monthly shelter costs in Brampton for a privately owned dwelling unit was \$1,869 a month, whereas the monthly shelter cost for rental units was \$1,236 on average among renters in Brampton.

The Provincial Policy Statement, 2014 (PPS), defines *low and moderate income households* as household with incomes in the lowest 60 percent of the income distribution for the regional market. As such, any determination of affordability thresholds must consider low and moderate income household calculations as defined by the PPS which is typically reflected by the 6<sup>th</sup> income decile for households across a regional market.

The 6<sup>th</sup> decile for average annual household income in Peel for 2016 was \$101,636, which represents the proportion of residents who have low and moderate income levels. According to the Region of Peel's preliminary findings from its Housing Needs Assessment, the 2016 price threshold for affordable ownership units across the Region was \$411,047, where units with purchase prices at or below the threshold are considered affordable. Comparatively, the affordability threshold for monthly shelter costs was \$2,584 for middle income families (households earning \$57,422 - \$103,345 annually), and \$1259 a month for low income families (households earning less than \$57,421 annually).

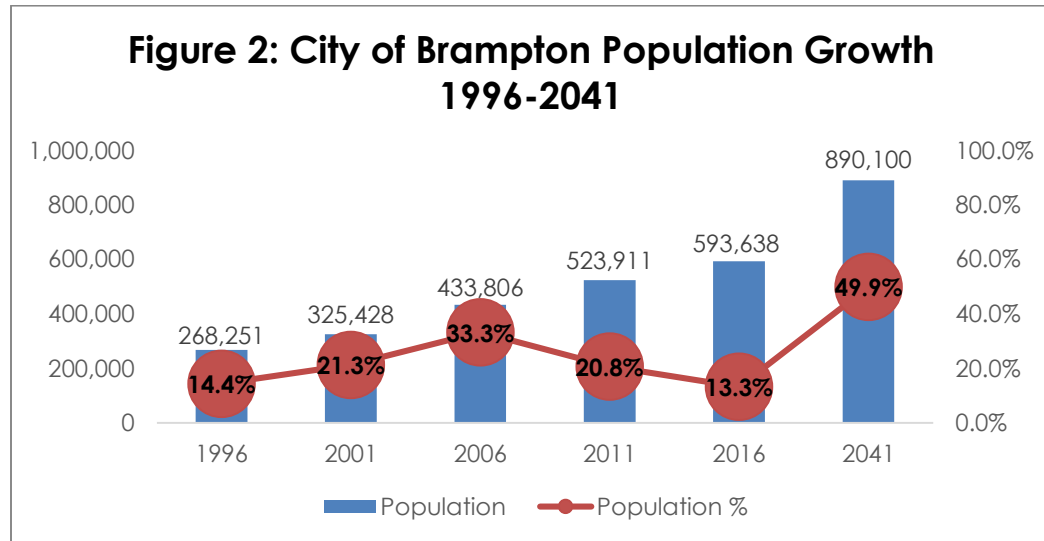
A more detailed discussion on the Region of Peel's affordable housing targets can be found in the Housing Targets section of this report on page 19.

## CURRENT HOUSING CONTEXT

### *Brampton's Population Continues to Rise Over the Next Planning Horizon*

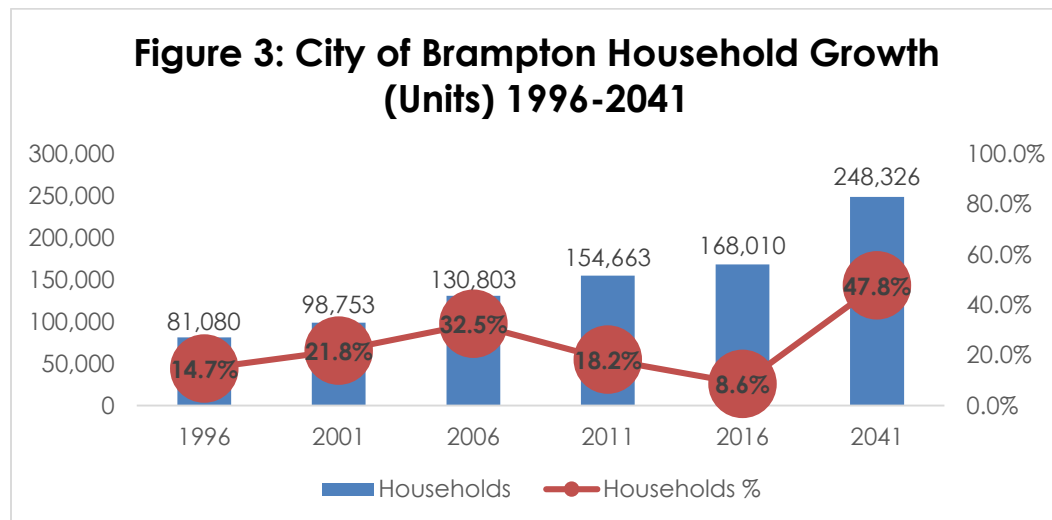
Brampton will continue to experience substantial growth over the next two decades. It is estimated that the City's population will grow by 70% between 2016 and 2041, while the construction of dwelling units will grow by 60% over the same time period. By 2041, Brampton's population is forecasted to be in the order of 890,000 with a total of approximately 250,000 dwelling units.

**50%**  
Growth in  
Population  
from  
2016-2041



Source: Preliminary forecasts prepared for the City of Brampton by Hemson Consulting Ltd. (March, 2014), and 1996, 2001, 2006, 2011, and 2016 Census, Statistics Canada

\*Note the preliminary numbers include the census undercount



Source: Preliminary forecasts prepared for the City of Brampton by Hemson Consulting Ltd. (March, 2014), and 1996, 2001, 2006, 2011, and 2016 Census, Statistics Canada

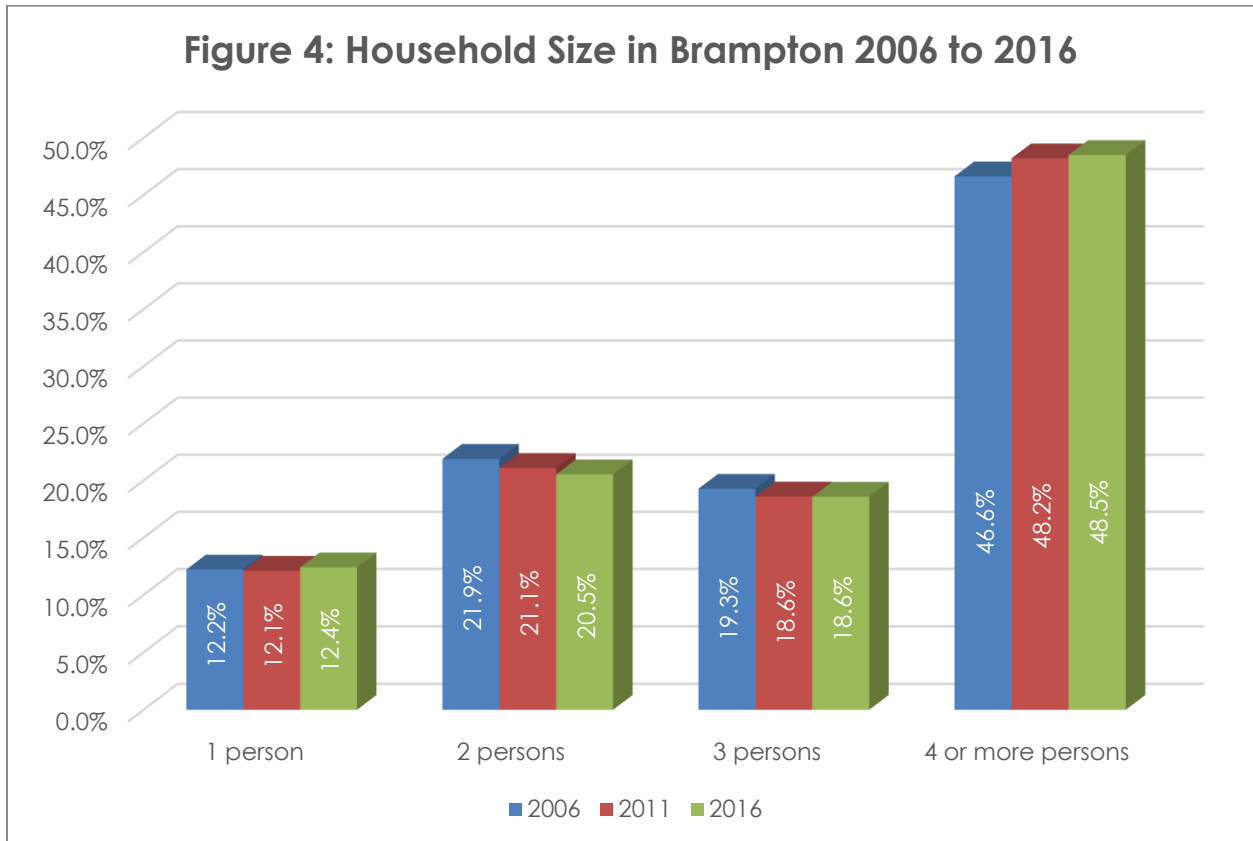
\*Note the preliminary numbers include the census undercount



### Household Sizes are Significantly Larger

With respect to household sizes, the City has experienced a significant shift. According to the 2016 Census, the average household size in Brampton was 3.5 persons per unit, up from 3.4 persons per unit in 2006.

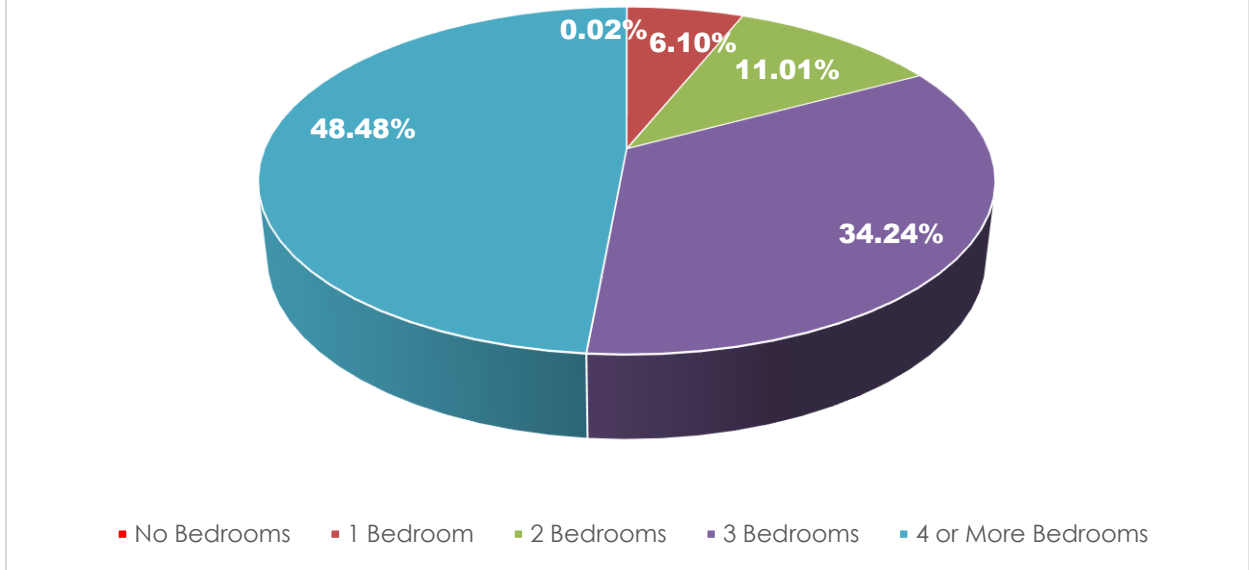
Average person per household size in Brampton according to the 2016 Census was 3.5 persons, significantly higher than the provincial and national averages of 2.6 persons and 2.4 persons, respectively.



Source: 2006 and 2016 Census and 2011 National Household Survey, Statistics Canada

Comparatively, the rate of one-person households in Brampton at 12% is far less than regional and provincial averages of 16% and 26%, respectively. However, the rate of one-person households has remained constant over the past 20 years.

**Figure 5: Percentage of Occupied Dwellings by Number of Bedrooms in Brampton (2016)**



Source: 2016 Census, Statistics Canada

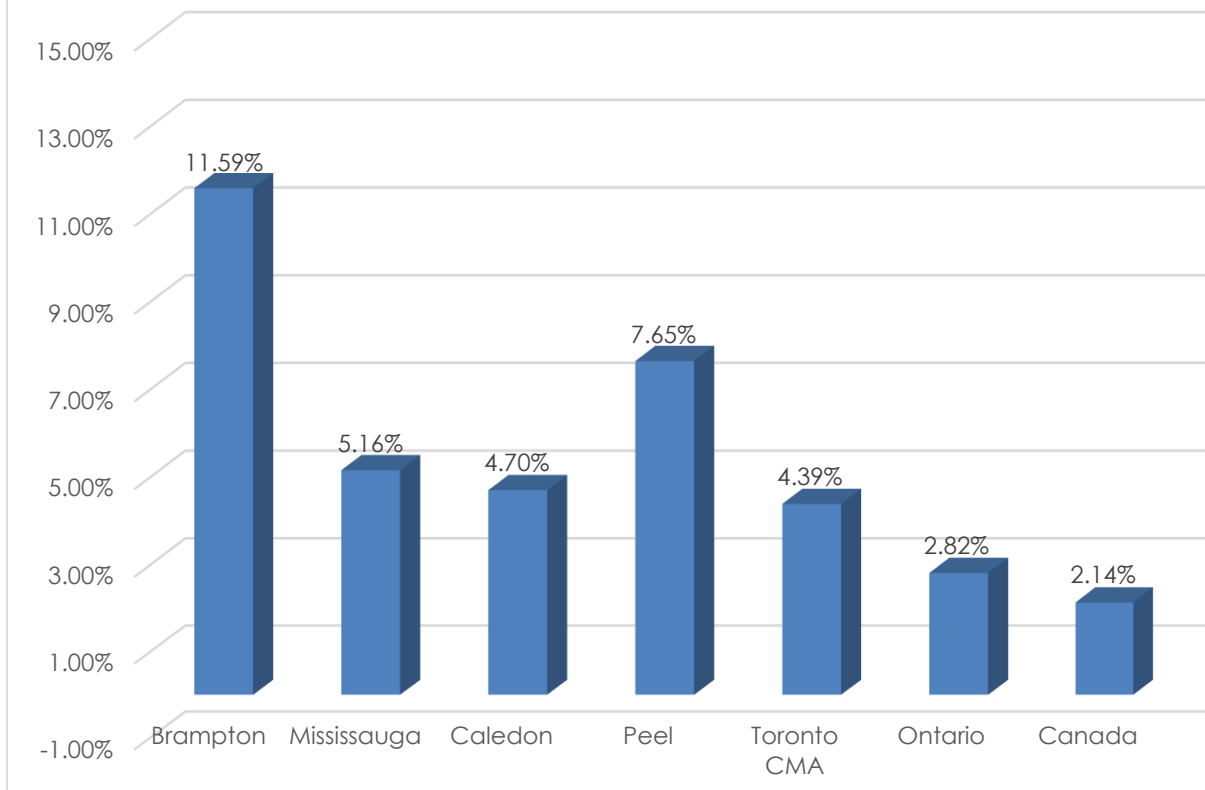
Overall, the trend towards larger household sizes and multi-family households within Brampton has resulted in strong demand for homes that have enough bedroom capacity to accommodate changes in household composition. A total of 83% of all residential units within the City contain a minimum of 3 bedrooms. Based on growth projections, there will continue to be a strong demand for residential dwellings that contain 3 or more bedrooms to accommodate the predominance of larger families in Brampton.

The City of Brampton also has the highest proportion of multi-family households across the Region. According to the 2016 Census, 12% of all private households in the City consisted of two or more families<sup>1</sup>, in comparison to the City of Mississauga's average of 5%, and the Provincial average of 2.8%.

---

<sup>1</sup> According to Statistics Canada, a “**Census family**” is defined as a married couple and the children, if any, of either and/or both spouses; a couple living common law and the children, if any, of either and/or both partners; or a lone parent of any marital status with at least one child living in the same dwelling and that child or those children. All members of a particular census family live in the same dwelling. A couple may be of opposite or same sex. Children may be children by birth, marriage, common-law union or adoption regardless of their age or marital status as long as they live in the dwelling and do not have their own married spouse, common-law partner or child living in the dwelling. Grandchildren living with their grandparent(s) but with no parents present also constitute a census family.

**Figure 6: Multiple Family Households (2016)**



Source: 2016 Census, Statistics Canada

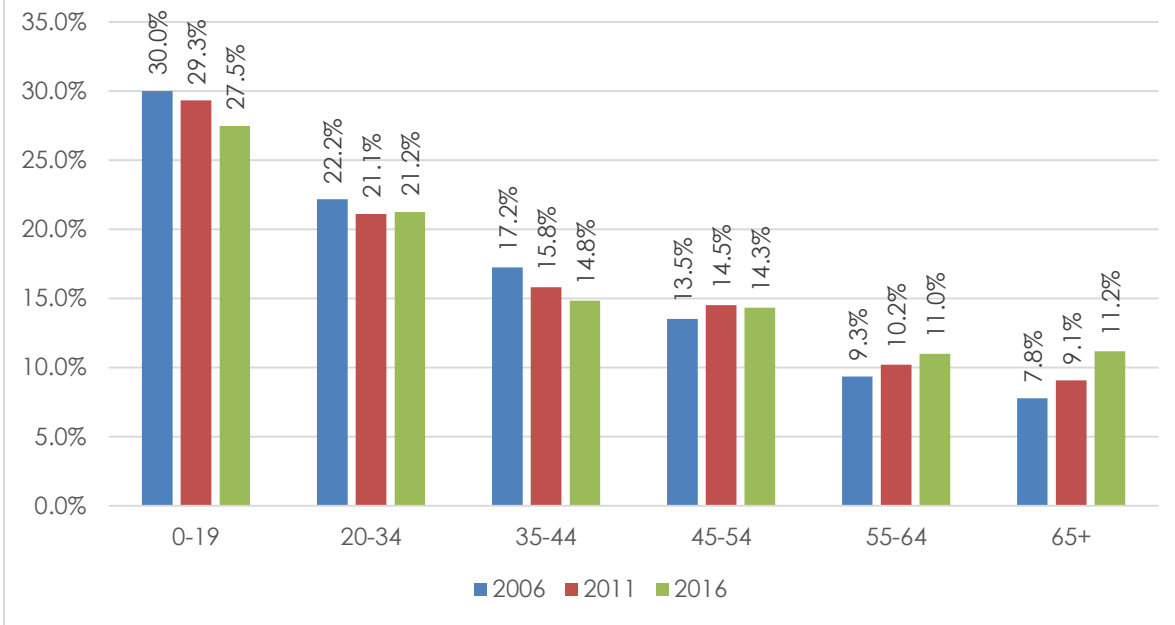
### *Brampton Continues to Remain Young but Experiences Growth Among Seniors*

The City of Brampton has the lowest median age among Canada's largest cities. A significant proportion of Brampton residents are under the age of 35. It is noted, however, that the segment of the population between the ages of 0-19, and 35-44 has decreased steadily over the past 10 years.

Nevertheless, Brampton's seniors' population has experienced steady growth. In 2016, 22% of the population was 55 years or older, up from 13% in 1996.

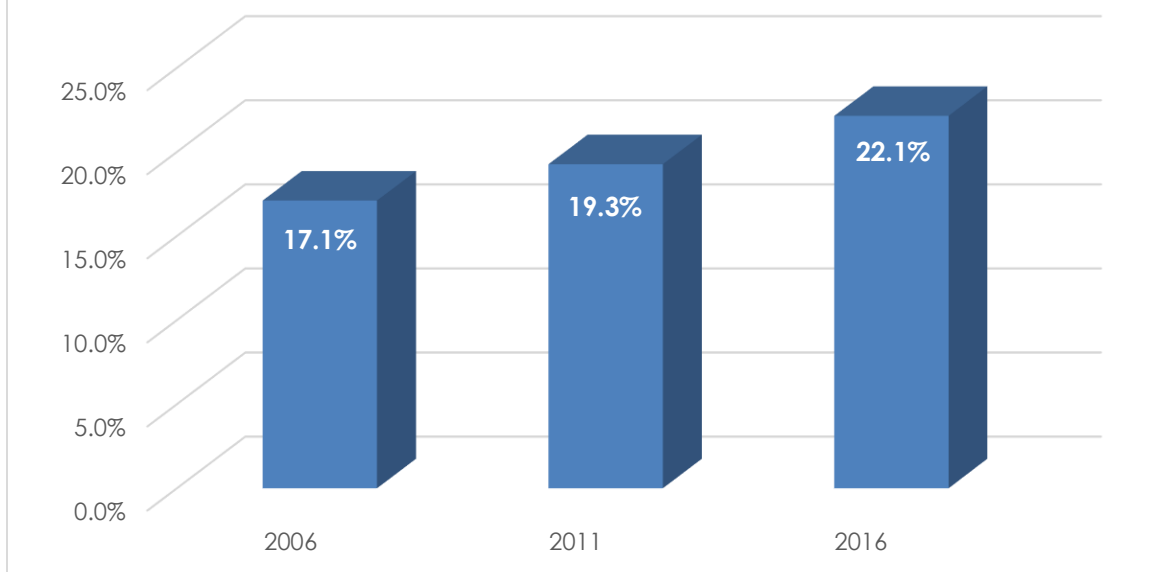
Given the above, new housing and service delivery within the City should respond to the varying needs of residents – particularly growing families with children, and an increasing seniors and older adult population.

**Figure 7: Trends in Age Distribution in Brampton 2006 to 2016**



Source: 2006, 2011 and 2016 Census, Statistics Canada

**Figure 8: Age 55+ as a Percentage of Total Population in Brampton 2006 to 2016**



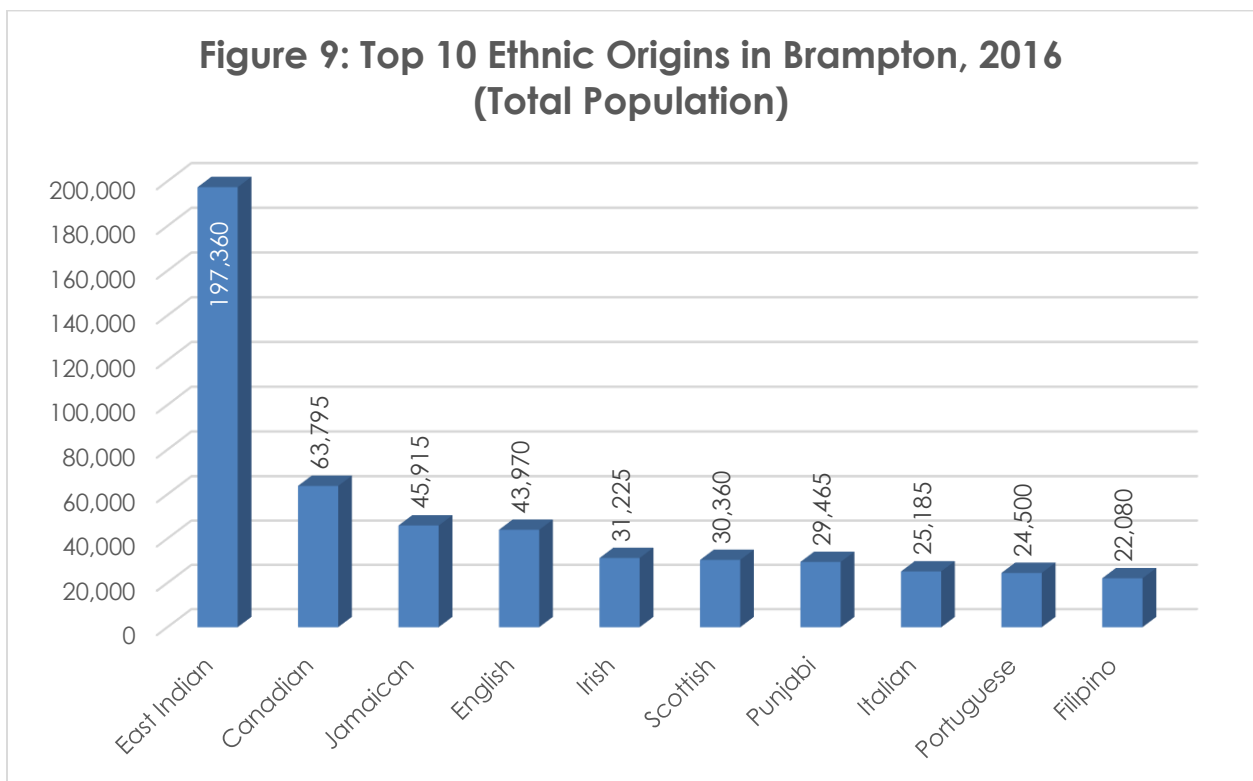
Source: 2006, 2011 and 2016 Census, Statistics Canada

## Brampton's Growing Diversity

The City of Brampton represents a diverse and thriving community as the proportion of Brampton residents who have migrated from another country of origin continues to grow.

According to the 2016 Census, 52% of the City's population are immigrants (i.e. foreign born), up from 36% in 1996, and 49% in 2006. Of the total immigrants arriving to Brampton between 2011 and 2016, approximately 56% arrived from India.

According to the 2011 National Household Survey, Brampton residents are comprised of 234 different ethnicities, reflecting the City's unique composition as a diverse community. In 2011, at 33% of Brampton's total population, East Indians accounted for the single largest ethnic group within the City.



Source: 2016 Census, Statistics Canada

Given the unique ethnic composition of Brampton, it is essential that housing options exist to accommodate the evolving housing needs of Brampton residents. Benchmarking will also be undertaken as part of the housing strategy.

### *Income Levels Across the City Vary*

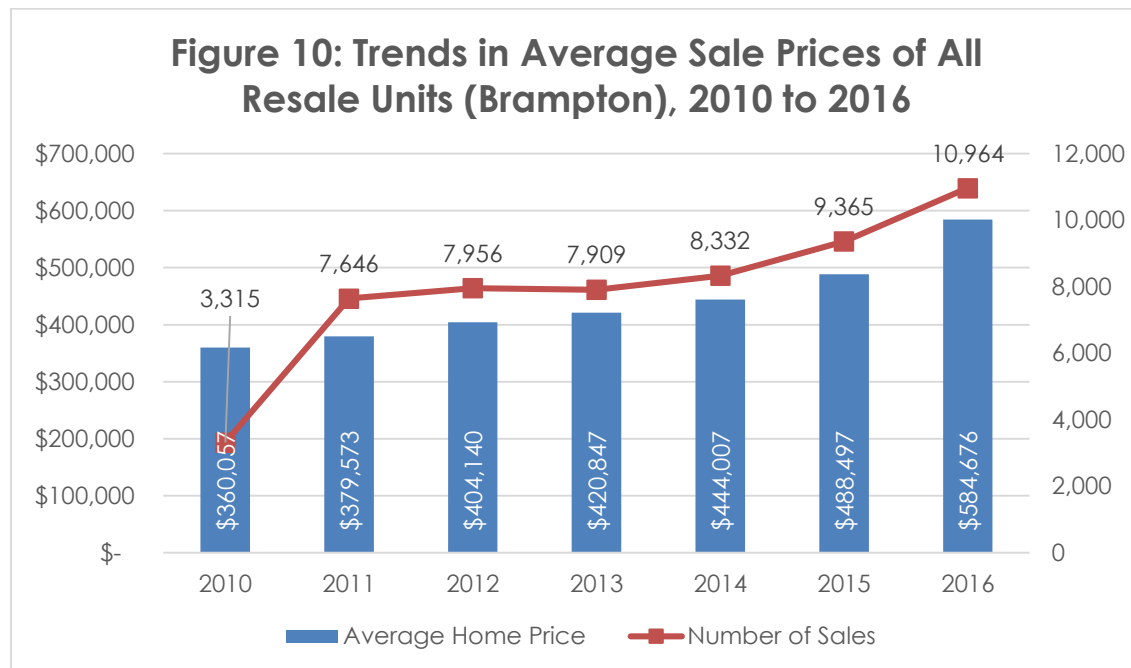
According to the 2016 Census, 41.1% of households in Brampton have an average income of \$100,000 or more. In comparison, 9% of Brampton households have an average household income of under \$30,000.

However, Brampton has the lowest average income rates across Peel, whereas the Regional average household income remains at \$104,466 (Source: 2016 Census, Statistics Canada). The average household income in Brampton in 2016 was \$98,855, up from \$89,010 in 2010. Brampton's household incomes are only slightly higher than the national and provincial 2016 averages of \$92,764, and \$97,856, respectively, despite significant housing costs.

Though averages in income levels have improved overall since the last census, such increases have not been proportionate to increases in shelter costs. Between 2006 and 2016, the average value of private dwellings increased by 71%, while the average household income increased by 20.6% during the same period (Source: 2016 Census, Statistics Canada).

### *Housing Costs in Brampton Continue to Rise*

In 2016, the average resale price of a home in Brampton across all housing types was \$584,676, up from \$488,497 in 2015. Among just single-detached dwellings, the average resale price stood at \$724,155 in 2016.



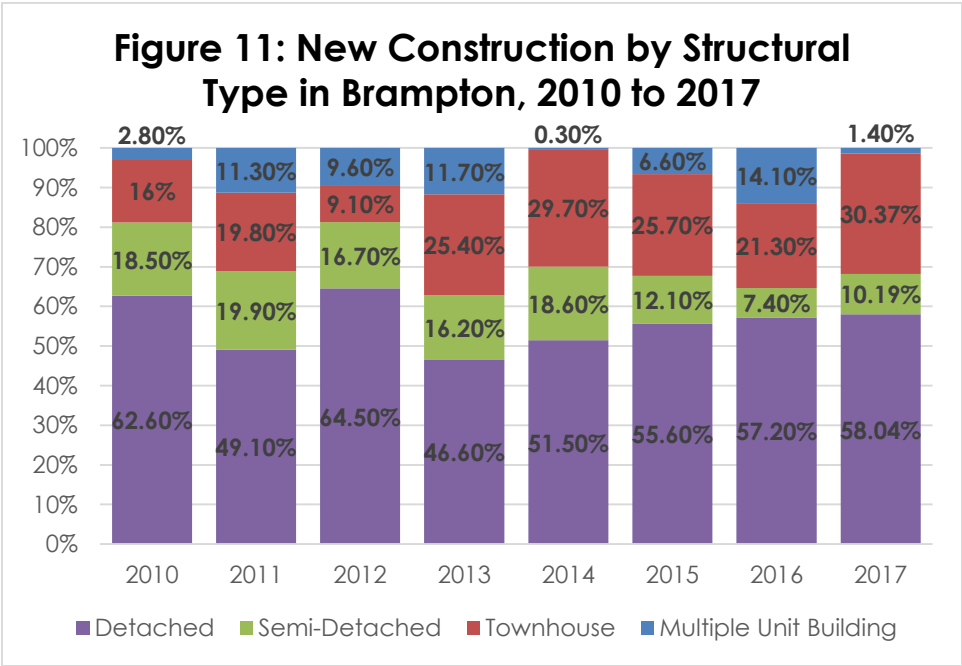
Source: 2010 – 2017 Market Watch, Toronto Real Estate Board

For new construction, the average price in 2016 of a single-detached house in Brampton was \$691,478, whereas the average price for a new single-detached dwelling within the GTA surpassed \$975,807 in 2016.<sup>2</sup> In comparison to other municipalities across the Greater Toronto Area, homes in Brampton continue to remain below average costs. However, a recent United Way study indicated that over 50% of neighbourhoods in Peel Region are low income (particularly in Brampton), when considering average income levels across the GTA<sup>3</sup>, suggesting that income gaps continue to grow drastically across the Region.

*Construction Trends*

Across the City, the construction of single detached dwellings continues to outpace the construction of all other housing types. In 2017, a total of 2,984 residential units were constructed in Brampton.

In 2016, detached dwellings accounted for 57% of all newly constructed units. However, the construction of townhouse units has risen steadily over the past five years, with the exception of 2012. In 2016, 21% of all new housing units in Brampton were townhouses.



Source: 2010 – 2017 City of Brampton Building Department

Over the next 25 years, it is anticipated that the share of new townhouses and apartment buildings will increase as the City's greenfield areas build out.

<sup>2</sup>Canada Mortgage and Housing Corporation: Housing Market Outlook, Greater Toronto Area, January 2017.

<sup>3</sup> The Opportunity Equation in the Greater Toronto Area: An Update on Neighbourhood Income Inequality and Polarization, 2017.

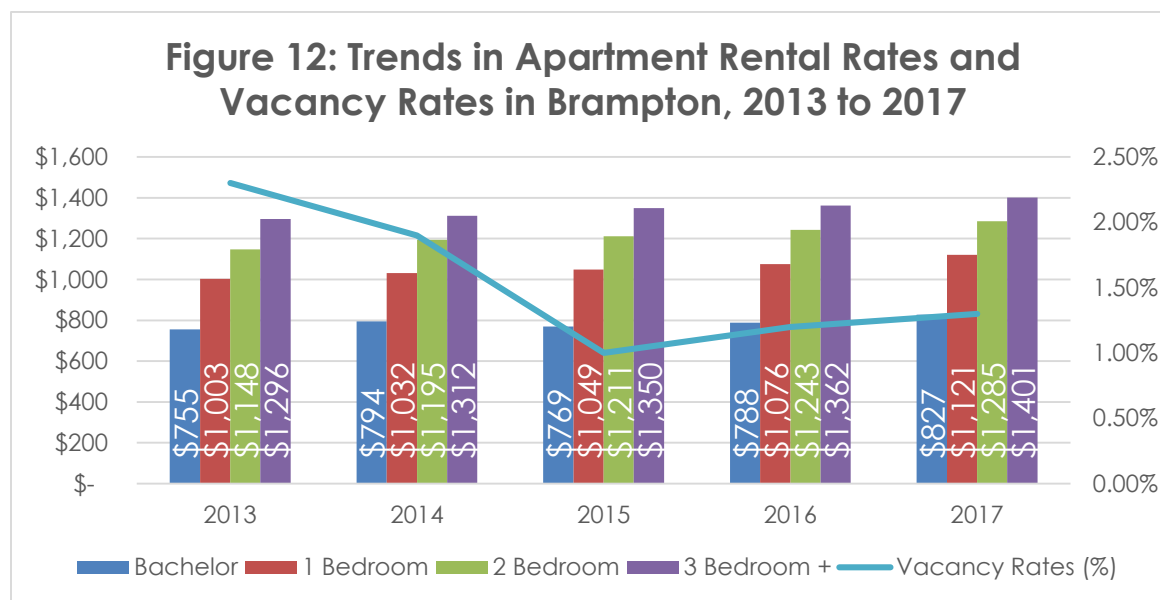
## Shrinking Number of Purpose Built Rental Units

The rental housing stock as a proportion of total housing units across the City continues to decline as less purpose-built rental units are constructed each year. There continues to be increases in the construction of ground-related residential units based on overall averages. The number of rental units as a proportion of total housing stock has decreased substantially over the last 20 years. In 1996, 28% of all residential units were rental units, compared to 18% in 2011 and 20% in 2016.

## Affordability of Rental Units in Brampton

Many renters are finding affordability challenging as average rents continue to climb and vacancy rates are on the decline. Approximately 12.6% of households who rent in Brampton receive rent subsidies in order to maintain housing affordability<sup>4</sup>.

The average costs for renting a Brampton apartment in 2016 (Fall), was \$1,186, up from \$1,158 in 2015. In 2016 (Fall), the average rental vacancy rate in Brampton was 1.3%, down from 1.9% and 2.8% in 2014 and 2013, respectively<sup>5</sup>. Rates below 3% generally suggest that the demand for rental housing is higher than the current supply, which ultimately impacts housing affordability<sup>6</sup>.



Source: Rental Market Report, Greater Toronto Area (2008 to 2017 Fall), CMCH

Overcrowding is also an issue for many households who rent. In 2016, 10% of Brampton households were not suitable due to overcrowding, based on the National Occupancy Standard, compared to the Provincial average of 6%. According to Statistics Canada,

<sup>4</sup> 2016 Census, Statistics Canada

<sup>5</sup> Canada Mortgage and Housing Corporation: Rental Market Report, Greater Toronto Area, Fall 2017.

<sup>6</sup> www.peelregion.ca



“housing suitability” refers to whether a private household is living in suitable accommodations according to the National Occupancy Standard (NOS); that is, whether the dwelling has enough bedrooms for the size and composition of the household. A household is deemed to be living in suitable accommodations if its dwelling has enough bedrooms, as calculated using the NOS.

### *Secondary Rental Market*

The City of Brampton launched its Second Units Registration Program in 2015, whereby legalizing new second units in the City, subject to conformity with the City's zoning bylaw and fulfilling program requirements. To date, a total of 466 second units have been registered.

The secondary rental market is categorized by a variety of housing types which are privately owned and rented. In 2011, more than 50% of renter households in Canada lived in secondary market units. Brampton contributes significantly to these figures, as 27% of secondary rental apartments and townhouses in Peel Region are located within the City of Brampton.

The average price of secondary rental market units has increased between 2016 to 2017 (Fall), with vacancy rates also rising from 1.2% to 1.3% during this time period. Increases in cost and demand within the secondary rental market demonstrate many challenges for renter households, which account for a large portion of the City's rental stock.

## HOUSING PROVIDERS

Currently, the Region of Peel is the Service Manager for Housing and Homelessness system programs. As of December, 2017, the Region provided 6,881 Rent-Geared-to-Income units and 5,428 rent supplements, totaling 12,309 units which benefit from Peel housing program.

As Service Manager, the Region has oversight of over 47 non-profit housing providers. Peel Housing Corporation, of which the Region is the sole stakeholder, is one of such providers. It is noted, however, that many forms of transitional or supportive housing programs are delivered through various provincial ministries, such as the Ministry of Community and Social Services.

Suitable housing continues to remain out of reach for many individuals and families in Peel. Across the Region, 18,539<sup>7</sup> individuals accessed emergency shelters in 2017. The Region provides funding to two shelters in Brampton, a temporary youth-only shelter, and a shelter for single individuals experiencing homelessness. A third shelter is funded through the Province, catering to women and children fleeing domestic violence.

In 2017, the Region's wait list for a rent subsidy was 13597, with an average wait time of 6.5 years<sup>8</sup>, of which 3432 account for Brampton residents. The Region's centralized waitlist has improved considerably from previous years based on recent system and service delivery improvements.

In accordance with Provincial policy and recent legislation, the Region of Peel has developed a housing strategy to improve the delivery of housing programs and to address the housing needs of local residents. The Region's revised 10 Year Housing and Homelessness Plan: *Home for All*, identifies five key strategies for immediately addressing the challenges within the housing system:

**Strategy 1 - Transform Service Access:** Transform the delivery of programming through the creation of a new service model to prevent homelessness, diverting people from shelters and matching people with the right service

**Strategy 2 - Build More Affordable Housing:** Increase capacity for affordable housing development and reduce costs of development.

**Strategy 3 - Incent Building Affordable Housing:** Encourage the market to produce purpose built rental and affordable home ownership through a modest program of tools and incentives.

---

<sup>7</sup> Represents non-unique individuals.

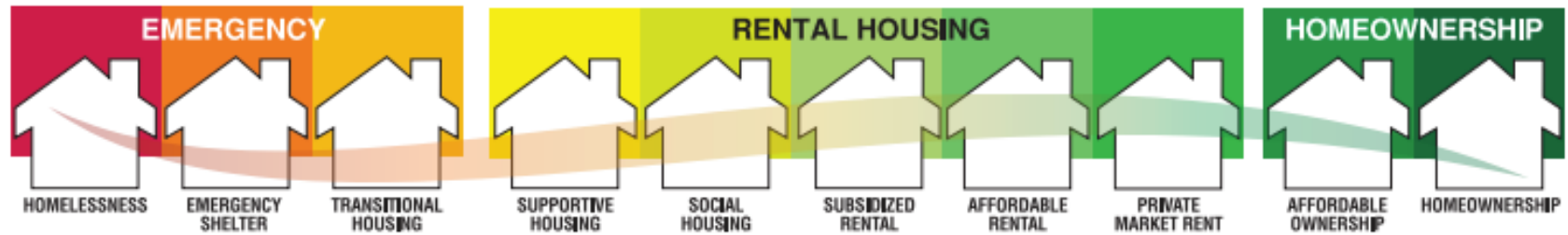
<sup>8</sup> Regional Council Report: Peel Housing and Homelessness: Needs Assessment, Targets and Revised Plan, April 5, 2018. 's Housing and Homelessness Plan, Year 3 Update, 2016.

**Strategy 4 - Optimize Existing Stock:** Maintaining existing social and affordable housing stock and leveraging existing private stock to create more and different affordable housing options.

**Strategy 5 – Increase Supportive Housing:** Expand the supply of supportive housing and supports provided to existing tenants.

Ongoing collaboration with the Region is essential for implementing a systematic approach that responds to the full spectrum of housing needs within the community, which should include implementation of the Regional 10-Year Housing Plan and its housing needs assessment.

# HOUSING CONTINUUM



Source: Peel's Housing and Homelessness Plan Year 3 Update, 2016, Region of Peel.

# HOUSING TARGETS

A variety of housing forms at different price points is necessary to provide a range of housing that is conducive to meeting the needs of a community. The Province has mandated that municipalities establish housing targets to guide growth in a manner that addresses local needs from a policy approach, rather than allowing development to be solely market driven. Housing targets also allow for appropriate benchmarking where the achievement of goals and objectives can be measured using an evidence-based approach.

Annual housing targets for Peel are found within the Region of Peel's Official Plan which includes a target of 55% for new units to be affordable. Furthermore, Figure 17 of the Region's Official Plan identifies specific housing targets for each of the Region's local municipalities.

**TABLE 1: REGION OF PEEL OFFICIAL PLAN HOUSING TARGETS**

	Social Housing	Affordable Rental	Market Rental and Affordable Ownership	Market Ownership
<b>Brampton</b>	<b>16%</b>	<b>3%</b>	<b>37%</b>	<b>44%</b>
Mississauga	18%	3%	34%	45%
Caledon	11%	2%	28%	59%

Source: Figure 17, Region of Peel Official Plan, Office Consolidation December, 2016,

According to the Region of Peel's most recent monitoring and measuring exercise for its affordable housing targets, the majority of units constructed in 2015 within Brampton were market ownership units (78% of total units constructed). Provided below are the total number of units constructed in Brampton by type, which can be compared against the Region of Peel Official Plan affordable housing targets:

**Table 2: 2015 REGION OF PEEL MEASURING AND MONITORING RESULTS**

<b>2015 Actual Construction Count Totals</b>	<b>Percentage of Total New Development</b>	<b>Description</b>
Social (Subsidized) Housing Units: <b>4</b>	0%	Units that are provided through funding from regional, provincial, and/or federal levels of government
Rental Housing Units: <b>2<sup>9</sup></b>	0%	Rental unit priced at or below affordability thresholds
Affordable Ownership Units: <b>553</b>	22%	Market rental units, plus ownership units priced at or below affordability thresholds
Market Ownership Units: <b>1961</b>	78%	Market ownership units are adequately provided by market
<b>Total: 3,079</b>		

The Region of Peel has recently completed a housing needs assessment and development of new housing targets to inform a revision to its Housing Strategy, and to revise its 10 Year Housing and Homelessness Plan, as a requirement of the Growth Plan for the Greater Golden Horseshoe, 2017.

Preliminary targets have been identified to address housing needs associated with the Region's growth. Once the Region's new targets are finalized, the City will work with the Region towards assessing the achievement of those targets. Additionally, further review of the specific targets may occur as part of Brampton's ongoing affordable housing strategy.

Provided below is a summary of the Region of Peel's preliminary housing targets, based on a growth target of 7,500 new units annually for 2018-2028:

---

<sup>9</sup> It is assumed that all registered second units are affordable rental units.

**Table 3: Region of Peel New Housing Targets\*<sup>10</sup>**

	Emergency Temporary/ Transitional Housing	Affordable Permanent Housing		Middle Income and Greater	Supportive Housing
		Low Income	Middle Income		
Average # of Units/Years	30	770	1000	5500	200
Mississauga	10	400	520	2860	104
<b>Brampton</b>	<b>18</b>	<b>316</b>	<b>410</b>	<b>2255</b>	<b>82</b>
Caledon	2	54	70	385	14

Peel's preliminary needs assessment work recommends that of the 7,500 new units annually, 2,000 units be affordable to households across the Region with annual incomes less than \$103,345 (representing Peel household incomes in the first six income deciles). Of the 2000 affordable units in Peel, it is recommended that 1000 units be targeted to middle income households (rental and ownership units), another 770 affordable units be directed to rental and homeownership for low income households, while 200 units and 30 units be targeted to low income supportive housing and shelter/transitional units, respectively. Per the Region's needs assessment, a total of 826 affordable housing units are targeted for Brampton, annually.

---

<sup>10</sup> The Region of Peel new housing targets were endorsed by Regional Council at the April 5, 2018 Regional Council Meeting and currently have not replaced the affordable housing targets contained within the Region of Peel Official Plan.

## CHALLENGES TO THE CREATION OF AFFORDABLE HOUSING IN BRAMPTON

Several significant barriers exist that challenge the development of affordable housing locally. A discussion of these barriers can be found below:

### 1. Land and Development Costs

One of the greatest obstacles to the creation of affordable housing is land value and construction costs. It has not been profitable for the private sector to build rental housing when consideration is given to high development costs, and the low levels of return that would result from modest rental rates in comparison to returns from the sale of private market units. The low return on investment levels often associated with affordable housing developments deters investors and developers from pursuing such initiatives. It is assumed that land costs will only increase as the City continues to near full build-out.

Given the relationship between supply and demand, the amount of greenfield land for residential development is shrinking within the Region. As the City moves towards full build-out, greater pressure will be placed on developments that yield the highest rates of return, with consideration given to pre-serviced sites.

### 2. Planning Tools

As part of Brampton's housing strategy: *Housing Brampton*, staff will be undertaking an examination of various planning tools that could be used by the City to promote land use planning objectives. In support of such work, consideration should be given to implementing planning tools that incentivize the development of affordable housing, such as density bonusing (Section 37), or cash-in-lieu policies that consider affordable housing as a community benefit.

Further efforts supporting the establishment of the aforementioned tools will be addressed through Phase 2 of the City's affordable housing strategy. The City has recently completed a Regulatory Framework review as part of the current Planning Vision Exercise, that will establish direction for growth in Brampton to 2040. The regulatory framework has identified additional planning tools which will be explored as part of the affordable housing strategy.

### 3. Fees and Development Charges

Municipal planning fees and development charges also pose additional challenges to the development of affordable housing. Increasing development charges and other



costs associated with obtaining development approvals are typically passed onto homeowners, often increasing the bottom line price for new units.

Development charges are among the highest in Peel Region for multi-residential buildings when compared to rates applied across the Greater Toronto Area<sup>11</sup>.

However, there are financial tools that are available to the Region of Peel and the City to counteract such barriers, including development charges grants and rebates, waivers, and fee deferrals that could be implemented to promote the development of more affordable housing, such as a reduction of cash-in-lieu fees as discussed above.

In April 2018, the Province of Ontario awarded the City of Brampton \$5.039 million over 5 years through its Development Charges Rebate Program, under the Ontario Fair Housing Plan to offset some of the development costs relating to purpose-built rental housing. The administration of the Provincial DC rebate program will be led by the Region of Peel on the City's behalf, which is set to begin sometime in 2018.

Under the City's Central Area Community Improvement Plan, a Development Charges Incentive Program also allows for development charges to be waived to support the development of high-density residential uses. The City has also applied for the Province's recent DC rebate program relating to the construction of purpose-built rental units under its Fair Housing Plan initiative. Such programs can be applied to affordable housing projects to stimulate the creation of rental and affordable ownership units within the City's downtown core.

In addition, City Council has from time to time offered grants relating to affordable housing developments undertaken by specific not-for-profit organizations

#### 4. Streamlining Approvals

Navigating the municipal approvals process may also present inherent obstacles to those interested in providing affordable housing. Not-for-profit organizations may face challenges with working through a complex planning approvals process, which can often be quite complex, extensive, and costly. The City has previously participated in real-estate planning sessions to educate not-for-profit groups about the planning approvals process. Further education is needed to assist those interested in developing affordable housing which responds to local housing and service needs. A Strategic Initiatives division was recently established within the City's Planning Department, including facilitators who are able to provide support to applicants of high-priority development proposals relating to affordable housing.

---

<sup>11</sup> Development Charges Update, Growth Management Committee, Presentation, April 30, 2015, Region of Peel, Integrated Planning Services

## 5. Planning Policies, Regulations, and Inclusionary Zoning

At the municipal level, official plan policies and zoning regulations could promote the development of a full range of housing that responds to the needs of local residents. Policies that allow for second units, community planning permit systems, or Community Improvement Plans (CIPs) that promote affordable housing, and various special needs housing types is essential for achieving a housing mix that results in the formation of complete, sustainable communities. Policies that provide flexible development standards for affordable housing initiatives, such as reductions in parking requirements and setbacks, can also promote housing objectives.

The *Planning Act* now requires municipalities to have planning policies and zoning regulations permitting second units. The City implemented a registration program and planning policies in 2015, legalizing second units.

As part of Bill 7, *Promoting Affordable Housing Act, 2016*, the Province has enacted legislation and regulations allowing for inclusionary zoning measures, requiring developers to provide a certain number of new residential units to be affordable. This needs assessment recognizes the requirements of the provincial regulation pertaining to inclusionary zoning to complete an assessment report. Additional analysis in support of the City's housing needs assessment may be required to completely satisfy inclusionary zoning requirements before the City can amend its official plan and enact an inclusionary zoning by-law.

Additionally, ongoing consultation with housing providers, municipalities, and the development industry is necessary in working towards a Provincial policy framework that effectively addresses the affordable housing needs within Ontario.

## 6. Rental Conversions and Demolitions

The lack of protection against the conversion of existing rental housing stock is another barrier to affordable housing. As part of Phase 2 of *Housing Brampton*, the City will implement policies in the Official Plan to minimize the conversion of rental units to ownership tenure, or demolition control could preserve the limited supply of rental stock that currently exists. However, rental conversion policies do not monitor whether rental units are maintained in a state of good repair by landlords as rental stock ages.

In addition, recent changes to the Residential Tenancies Act has expanded rent control to most private rental units within the Province. It is not known how rental control regulations will impact the supply of rental units in the interim as the City moves toward adopting rental protection policies.

## 7. Lack of Coordinated Effort Among Government Partners

The support and partnership of provincial and federal levels of government is also necessary to comprehensively addressing the issue of housing affordability. The recently released National Housing Strategy, includes funding for affordable housing projects, and deals with various housing needs on a national level. Many of the federal funding agreements with social housing providers are set to expire over the next decade, and are anticipated to benefit from the federal strategy. In recent times, downloading of housing services to regional and single-tier municipalities has resulted in reduced service levels, given the financial burden associated with the delivery of such services. However, Peel Region has experienced advancements in service delivery as waitlists have decreased substantially over the past 5 years.

## 8. Adaptability

Moving forward, housing stock across the City will need to reflect adaptability to the varying needs of residents. Given the recent provincial announcement about the Ryerson University campus, Council directed staff through Resolution to undertake a student housing policy review to ensure housing policies adequately responds to needs of students while protecting the downtown core's existing neighbourhood character from inappropriate housing forms.

The City also has a high percentage of multi-generational households, and the percentage of seniors continues to grow. Innovative housing solutions, such as shared and co-housing arrangements, as well as granny flats need to be explored as viable solutions for increasing the supply of affordable housing.

Additionally, implementation of the City's new Planning Vision, will provide greater guidance on the City's built form over the next 20 years based on extensive feedback received from public engagement.

## 9. Partnerships and Co-ordination of Effort

Lastly, strong partnerships among housing service providers, all levels of government, the building industry, stakeholders and local residents is needed to provide innovative solutions to the housing needs within the community. Ongoing dialogue and effective communication amongst all vested parties is of utmost importance to finding innovative solutions that address core needs. The City's Affordable Housing Advisory Committee will allow for collaboration and innovation to improve the state of housing affordability in the City through healthy dialogue with community stakeholders, builders, and government representatives.

## RECOMMENDATIONS

The City's current affordable housing strategy sets out defined action items tailored to the unique housing challenges faced by many Brampton residents. The strategy will, among other things, result in updates to the City's Official Plan, and recommend opportunity for refinement of other strategic City initiatives, policies and programs.

Below are key number of recommendations to be further explored as part of the City's affordable housing strategy:

- Tailored solutions for improving the City's core housing needs, such as youth homelessness, and housing affordability for low income, as well as middle income families
- Diversifying the City's housing stock by supporting a full spectrum of housing forms and unit types through innovation and collaboration
- Zoning regulations that ensure provisions support the development of a full mix of housing types and densities, with consideration of pre-zoning preferred sites
- Development approval process including streamlining or fast-tracking of priority projects (i.e. affordable housing, infill development)
- Conversion and rental protection policies that maintain and increase the supply of rental units. Explore how demolition permits could support rental protection objectives
- Financial tools and incentives that encourage the development of affordable housing, including development charges grants, density bonusing (s.37), and cash-in-lieu provisions which recognize affordable housing as a community benefit
- Advocacy that encourages funding support from provincial and federal governments
- Communication strategy, including education, to increase awareness around housing needs and choices, and ongoing dialogue with the Region of Peel as Service Manager

## CONCLUSION

This Housing Needs Assessment supports the direction of the City of Brampton's affordable housing strategy, and corporate objectives to improve housing affordability for residents, with emphasis on the creation of both rental and affordable ownership units. This Needs Assessment provides an overview of the core housing needs within Brampton, which includes an examination of affordability levels based on current market trends, and will be integrated with benchmarking of approaches for addressing housing affordability at a municipal level.

The next phase of the City's housing strategy will include an evaluation and development of recommendations regarding planning tools and incentives, such as the identification of appropriate tools for promoting the development and retention of affordable housing units across Brampton. Subsequent work will include consultation with stakeholders and the public to support the development of options for updating the City's policy framework with respect to housing. Ultimately, responding to Brampton's housing needs will require collaboration with all housing partners and a commitment to further refine and implement the City's affordable housing objectives.