

Administration

Office of the Regional Clerk

1815 Sir Isaac Brock Way, PO Box 1042, Thorold, ON L2V 4T7

Telephone: 905-980-6000 Toll-free: 1-800-263-7215 Fax: 905-687-4977

www.niagararegion.ca

April 26, 2023

CL 7-2023, April 20, 2023

PEDC 4-2023, April 5, 2023

PDS 8-2023, April 5, 2023

LOCAL AREA MUNICIPALITIES

SENT ELECTRONICALLY

Regional Planning Commissioners of Ontario (RPCO) Inventory of Unbuilt Housing Supply

PDS 8-2023

Regional Council, at its meeting held on April 20, 2023, passed the following recommendation of its Planning and Economic Development Committee:

That Report PDS 8-2023, dated April 5, 2023, respecting Regional Planning Commissioners of Ontario (RPCO) Inventory of Unbuilt Housing Supply, **BE RECEIVED** and **BE CIRCULATED** to the Local Area Municipalities.

A copy of PDS 8-2023 is enclosed for your reference.

Yours truly,



Ann-Marie Norio

Regional Clerk

js

CLK-C 2023-048

Regional Planning Commissioners of Ontario (RPCO) Inventory of Unbuilt Housing
Supply
April 26, 2023
Page 2

cc: A. Stea, Director, Community and Long Range Planning
M. Sergi, Commissioner, Planning & Development Services
N. Oakes, Executive Assistant to the Commissioner, Planning and Development Services

Subject: Regional Planning Commissioners of Ontario (RPCO) Inventory of Unbuilt Housing Supply

Report to: Planning and Economic Development Committee

Report date: Wednesday, April 5, 2023

Recommendations

1. That this report **BE RECEIVED** for information; and
2. That a copy of Report PDS 8-2023 **BE CIRCULATED** to the Local Area Municipalities.

Key Facts

- In response to the Province of Ontario's goal of creating 1.5 million homes by the year 2031, the Regional Planning Commissioners of Ontario (RPCO) issued an inventory of Ontario's unbuilt housing supply.
- The housing inventory presented by RPCO demonstrates that there is a healthy supply of units within the development approvals process to advance the Province's housing objectives.
- The inventory identified 1.25 million homes within the development pipeline across 15 upper and single-tier municipalities in Ontario. Of the 1.25 million homes, over 25,000 units are within Niagara Region.

Financial Considerations

There are no financial considerations associated with this report.

Background

More Homes, Built Faster: Ontario's Housing Supply Action Plan 2022-2023

The Province has set a goal of building 1.5 million homes by the year 2031 as part of *More Homes, Built Faster Act* (released on October 25, 2022). The *More Homes, Built Faster Act* aims to increase the supply of housing in Ontario by reducing costs and timelines related to building housing; promoting intensification near transit and more

gentle density; and identifying more land for attainable housing. As part of *More Homes, Built Faster* the Province has:

- passed Bill 23, *More Homes Built Faster Act, 2022*, with certain provisions to take effect upon Royal Assent (November 28, 2022), while others only coming into force upon Proclamation by the Lieutenant Governor, the specific timing of which is not known;
- identified housing targets for the 29 largest and fastest-growing municipalities in Ontario, including St. Catharines and Niagara Falls;
- initiated a review of the *Provincial Policy Statement (PPS)* and *Growth Plan for the Greater Golden Horseshoe* with the intent of creating a single, streamlined province-wide policy document to increase housing supply; and
- removed land from the *Greenbelt Plan* for housing development.

RPCO Housing Supply Inventory for the Greater Golden Horseshoe

The Regional Planning Commissioners of Ontario (RPCO) is an organization whose upper and single-tier municipal members provide planning services and give planning advice to municipal Councils. It's membership represents approximately 80% of Ontario's population and Niagara Region is one of 21 member municipalities, RPCO works together to promote excellence in planning across urban and rural municipalities working to achieve sustainable and resilient communities, and supporting the growth of a strong and competitive economy.

In response to the 1.5 million homes Provincial target, on March 7, 2023, RPCO released an inventory of unbuilt housing supply across Ontario (Appendix 1). The data was collected from 15 of its 21 member municipalities, including Niagara Region.

The inventory identified over 1,250,000 housing units that are approved or proposed to be built. The housing supply inventory constitutes 85% of the Provincial target of 1.5 million homes by 2031. A proxy of 150,000 accessory units was also included to the inventory to address the Province's as-of-right legislation (Bill 23) to create up to three dwelling units on selected individual property types. The inventory represents a minimum estimate, as it did not include housing supply units of all members of RPCO.

Table 1: RPCO Housing Supply Inventory

Application Status/ Type	Housing Units
Development Ready (Registered and Draft Approved)	331,632
Under Application or Proposed	731,129
Ministerial Zoning Orders	64,199
As-of-right units (proxy)	150,000
Total housing unit inventory	1,276,960

Niagara Region's Housing Units within the RPCO Inventory

Of the 1,250,000 housing supply units identified by RPCO, over 25,000 are within Niagara Region. Table 2 provides a summary of housing units currently within the development pipeline, as defined by RPCO categories, in the Niagara Region.

Table 2: Niagara Region's Housing Units within the RPCO Inventory

Application Status/ Type	Single-detached	Semi-detached	Town-house	Apart-ment	Other/Not Assigned	All Types
Development Ready (Registered & Draft Approved)	4,015	360	5,720	4,885	0	14,980
Under Application / Proposed	1,420	295	2,750	2,645	1,350	8,460
Ministerial Zoning Order	0	0	0	1,700	0	1,700
Total	5,435	655	8,480	9,230	1,350	25,140

Included within the "Under Application/Proposed" category are 1,350 units where details regarding the housing types are not yet available. The 25,140 units in Niagara are a minimum as there are many more units that have been approved through site plans,

zoning amendments or may be built as-of-right based on Bill 23. Further this inventory did not include units that have been approved through site plans and zoning amendments. An additional 6,000 units have been approved in the City of Niagara Falls alone through zoning amendments.

Also excluded from the Niagara Region housing supply calculation are updates to the Greenbelt Plan within the Town of Grimsby.

The Province, in support of Bill 23, redesignated 35 ha of Greenbelt lands for the purpose of residential development. These lands shall accommodate a minimum of 1,750 people and jobs based on the minimum Designated Greenfield Area density target of 50 people and jobs per hectare. The Province has indicated that the landowners of these properties are expected to develop plans and build houses quickly, requiring significant progress on approvals and implementation be achieved by the end of 2023 and construction must be underway by 2025.

Municipal Housing Targets and Pledges

The City of St. Catharines and City of Niagara Falls were each identified by the Ontario government as two of the largest and fastest growing municipalities in Ontario and were assigned ten-year housing targets by the Province. The City of St. Catharines was assigned a target of 11,000 new units between 2021 and 2031, while the City of Niagara Falls was assigned 8,000 new units.

The Region's Land Needs Assessment, June 2022 (completed in accordance with Provincial methodology) identified the need to plan for 19,770 new housing units within St. Catharines and 20,210 new housing units within Niagara Falls by the year 2051. The newly assigned housing targets would accelerate a portion of the forecasted growth by 2031 rather than over a 30-year timespan.

Both the City of [St. Catharines](https://stcatharines.civicweb.net/document/104018) and [Niagara Falls](https://niagarafalls.civicweb.net/document/56886/) have responded to the Province in support of the housing targets by providing a housing pledge that outlines how each municipality will accommodate the target.

The Region is committed to working with the City of St. Catharines and Niagara Falls on ensuring required infrastructure is in place to support housing development within the accelerated timeline. The challenge will be to provide support to Niagara's other fast-growing municipalities that are not identified within the Provincial housing forecast but are contributing to strong housing growth in the Province.

Conclusion

Legislation supporting the Province's Bill 23, the More Homes Built Faster Act, seeks to support building more homes, reducing construction costs and fees in addition to streamlining development approvals. Niagara Region and the Area Municipalities have undertaken extensive work to address housing supply and affordability, working collaboratively on streamlining initiatives, which harmonize and improve the development review process to provide consistency throughout Niagara Region. The housing inventory presented by RPCO illustrates that municipalities are well on their way to achieving 1.5 million new homes across the Province demonstrating that there is a healthy supply of units within the development process to advance the Province's housing objectives.

Alternatives Reviewed

This report is for information purposes, no alternatives were reviewed.

Relationship to Council Strategic Priorities

This report supports the following Council Strategic Priorities 2018-2022:

- Healthy and Vibrant Community
- Responsible Growth and Infrastructure Planning

Other Pertinent Reports

- PDS 27-2022 Proposed Amendments to the Greenbelt Plan Boundary
- CL-C-145-2022 Proposed Provincial Legislation—Bill 23 More Homes Built Faster Act, 2022

Prepared by:

Greg Bowie
Senior Planner
Planning and Development Services

Recommended by:

Michelle Sergi, MCIP, RPP
Commissioner
Planning and Development Services

Submitted by:

Ron Tripp, P.Eng.
Chief Administrative Officer

This report was reviewed by Angela Stea, MCIP, RPP, Director of Community and Long Range Planning.

Appendices

Appendix 1 Regional Planning Commissioners of Ontario issue inventory of Ontario's unbuilt housing supply, March 7, 2023.



Regional Planning Commissioners of Ontario

Please direct all correspondence to the office of the Chair

Thom Hunt, MCIP, RPP, Chair
City of Windsor
350 City Hall Square East
Suite 320
Windsor, ON N9A 6S1
Tel: (519) 255-6543 ext. 6897
Fax: (519) 255-6544

Brian Bridgeman, MCIP, RPP, Vice-Chair
Regional Municipality of Durham
605 Rossland Road East, 4th Floor
P.O. Box 623
Whitby, ON L1N 6A3
Tel: (905) 668-7711 ext. 2535
Fax: (905) 666-6208

Steve Robichaud, MCIP, RPP, Vice-Chair
City of Hamilton
71 Main Street West
5th Floor
Hamilton, ON L8P 4Y5
Tel: (905) 546-2424 ext. 4281
Fax: (905) 546-4202

www.rpco.ca

NEWS RELEASE AND MEDIA PACKAGE

WINDSOR, March 7, 2023

Regional Planning Commissioners of Ontario issue inventory of Ontario's unbuilt housing supply

RPCO reports over 1,250,000 housing units approved and proposed to be built prior to Provincial Bill 23, and encourages all stakeholders to work together, as supply alone will not solve Ontario's housing affordability crisis.

Data shows there are already over 1 million approved and proposed housing units in the development approval process. If a proxy of as-of-right accessory units is added, this number totals more than 1.25 million potential new homes.

In year two of the Province's ten-year goal to build 1.5 million homes, the Regional Planning Commissioners of Ontario (RPCO) has undertaken a housing supply inventory, which already constitutes 85% the Provincial 2032 goal. Some proposed units will require infrastructure, but these numbers are intended to provide an indication of the status of units already approved and in the formal approval process.

Municipalities representing the remaining 30% of Ontario's population would also have approved and proposed housing unit inventories. If they were included, the approved and proposed supply of housing units in the development approval process could exceed the 1.5 million Provincial target.

Collaboration with all stakeholders on the importance of building a mix of unit types to achieve better housing affordability for Ontarians is critical. Addressing supply alone will not fix the problem.

The housing supply inventory is summarized as follows, and is presented in housing units prior to Provincial Bill 23:

Development Ready (Registered and Draft Approved)	331,632
Under Application or Proposed	731,129
Ministerial Zoning Order	64,199
As-of-right units (proxy)	<u>150,000</u>
Total housing unit inventory now (year 2 of 10)	1,276,960
Provincial Target by end 2031 (year 10)	1,500,000

Notes:

1. Most data are collected to the end of 2022, but all data capture dates were not identical. Please see the accompanying Appendix for details.
2. Some draft approved and proposed units will require the construction of supporting infrastructure to proceed to development. However, discounts and exemptions to development fees and charges may further hinder the timing of constructions of this required infrastructure.

The Chair of RPCO, Thom Hunt, and the Chair of the RPCO GGH Caucus, Paul Freeman, made the announcement today.

“There is no doubt that Ontario is faced with big housing pressures, and while municipalities will do their part to streamline the development review process, they cannot achieve the 1.5 million homes goal alone. We all need to work better together”, said Thom Hunt, Chair of RPCO. “To inform the discussion about housing supply and the importance of building a diverse range of affordable units, members of RPCO have identified the inventory of approved and proposed housing units. This follows RPCO’s recent report: *Making Room* that identifies gaps in housing delivery which, if properly addressed through collaborative engagement, can make real differences for Ontarians right now”.

Legislation supporting the Province’s Bill 23, the *More Homes Built Faster Act*, seeks to support building more homes, helping home buyers, reducing construction costs and fees, and streamlining development approvals. However, the legislation has unintended consequences, and does little to address solutions for a variety of housing types and affordability.

All parties involved in the creation of new homes should make working to increase housing production their highest shared priority. This must include the many different housing types, tenures and affordability options for all income levels.

It should also be noted that RPCO continues to not support in principle the removal of lands from the Greenbelt as a necessary step to address Ontario’s housing needs.

“We respect and share the stated goals of Bill 23”, said Paul Freeman, Chair of the RPCO GTA Caucus. “The housing supply inventory is intended to support working collaboratively with the Province. Supply alone will not solve the housing affordability crisis, and we look forward to working with all levels of government and stakeholders involved in enabling and building housing to understand all supply and demand factors, and to find meaningful and practical affordability solutions.”

Background:

In 2022, the Province of Ontario announced a target of creating 1.5 million new homes across the Province in the next ten years.

Municipalities issue development approvals for new home construction subject to public consultation and Council decision-making. Once development approvals are received, they remain in place until the property owner decides to proceed. Municipalities do not build market housing, but they do apply development charges and other growth-related fees to build infrastructure and community services to support growth ensuring complete communities (e.g. transportation, water supply and distribution, wastewater collection and treatment, stormwater management and community amenities). Municipalities cannot make property owners build new housing. It is up to developers to decide whether and when to develop their lands for housing.

Provincial legislative changes through Bill 23, the *More Homes Built Faster Act*, focus on municipalities streamlining and expediting the development approval process. Financial exemptions from development charges are intended to encourage developers to build more housing supply.

To identify Ontario's existing unbuilt housing unit inventory, RPCO undertook a survey of key municipalities across Ontario to identify approved and proposed units in the development approval process. This follows a recently released, action-oriented RPCO report entitled [Making Room: Shaping Big Housing Growth and Affordability in Ontario \(Making Room\)](#). More information can be found on the RPCO website www.rpco.ca

About the Regional Planning Commissioners of Ontario (RPCO):

RPCO is an organization made up of senior level practitioners from Ontario's large single-tier Cities and upper-tier Regions. Members of RPCO provide planning services and give planning advice to municipal Councils that represent approximately 80% of Ontario's population. As such, RPCO members are fully engaged on a daily basis in matters which are urban and rural; northern and southern; small town and big city. The universal importance of having a healthy development industry to support community vitality across Ontario is also understood and supported.

Regional Planning Commissioners of Ontario Media Contacts:

Rob Horne, Senior Advisor

Rjhorne03@gmail.com

Thom Hunt, Chair of RPCO

thunt@citywindsor.ca

Paul Freeman, Chair of the RPCO's GGH Caucus

paul.freeman@york.ca

Appendix: Unbuilt Housing Unit Inventory

The following highlights some key aspects of the RPCO inventory:

- Municipalities surveyed constitute approximately 70% of Ontario's population. This means that the development inventory for municipalities representing the remaining 30% of Ontario's population were not included, but would be expected to raise the aggregated numbers even higher.
- The entire GTHA is included, representing Canada's largest urban area. In the GTHA 911,748, units (82%) were identified through the inventory.
- Unit types are roughly divided as 25% ground-related units and 75% apartment units.
- Lands designated for development that do not have development applications in place are excluded from this inventory. These lands represent additional but uncounted inventory, as their designation reflects their status as being developable.
- Most data were collected to the end of 2022, but all data capture dates were not identical. Specifically, housing unit creation and absorption was captured for Toronto and Ottawa to mid-year 2022, and Durham Region and Oxford County to year-end 2021. However, these differences are not seen as being material (i.e. while unit creation and absorption will partially or entirely offset each other, the differences are not expected to affect the large aggregated inventory estimate).
- A proxy of 150,000 accessory units has been included in the inventory to address the Province's as-of-right legislation to create up to three dwelling units on selected individual property types. According to the Census of Canada, there were approximately 5.5 million occupied private dwellings in Ontario in 2021. Of this total, 3.8 million private dwellings were single detached, semi-detached and row houses (the unit types eligible for accessory dwellings), which combined accounted for 68.3% of all private dwellings. This 150,000 accessory unit proxy constitutes an estimate of 4% of homeowners choosing to create one additional unit (i.e. four households per 100 households) in units other than apartments, other single attached and movable dwellings. This is far less than rates occurring in some municipalities today. Accessory unit creation may be further accelerated by rising interest rates and the resulting needs of homeowners to supplement their incomes to keep their homes (as they close on a new home, renew, or lock in their existing mortgages). The proxy of 150,000 also assumes only one additional unit would be created per existing dwelling unit, while up to three units on a property are permitted. Three units may also be preferred by investment property owners.
- The inventory includes 15 municipalities with total housing supply of 1,126,960 housing units.
 - Registered Unbuilt and Draft Approved units – 29%
 - Proposed (under application) housing units – 65%

- Under construction housing units (over 225,000) not included
- Note that Canada Mortgage and Housing Corporation has estimated that 75,000 accessory apartments existed in the City of Toronto alone in 2021

Housing Supply Definitions:

Registered Unbuilt Units:

- Registered Plans of Subdivision with no building permits issued
- Site Plans with executed agreements

Draft approved:

- Draft approved plans of subdivision
- Site plan endorsed / approved in principle

Under Application / Proposed Units:

- Proposed Site Plans
- Proposed Plans of Subdivision

Ministerial Zoning Order:

- Approved MZO housing units

Housing Supply from Municipalities Included Represents 70% of Ontario's Population:

GTHA	GGH	Outside GGH
Durham	Barrie	Kingston
Halton	Guelph	Ottawa
Hamilton	Niagara	Oxford
Peel	Simcoe	Sudbury
Toronto	Waterloo	
York		

Aggregated Figures for All Surveyed Municipalities (Containing 70% of Ontario's Population)

Total Housing Supply	Unit Type				
	Single detached	Semi detached	Townhouse	Apartment	All Types
Registered Unbuilt	19,891	904	16,214	25,371	62,379
Draft Approved	51,124	6,059	55,095	156,976	269,253
Under Application / Proposed	50,977	4,138	68,240	607,775	731,129
Ministerial Zoning Order	148	-	1,326	62,725	64,199
Total	122,139	11,101	140,875	852,846	1,126,960
<i>% Share of Total</i>	<i>10.8%</i>	<i>1.0%</i>	<i>12.5%</i>	<i>75.7%</i>	<i>100%</i>

Greater Toronto Hamilton Area- Aggregated Figures

GTHA	Unit Type				
	Single detached	Semi detached*	Townhouse	Apartment	All Types
Registered Unbuilt	4,154	87	4,871	12,080	21,192
Draft Approved	25,792	3,154	28,615	138,855	196,416
Under Application / Proposed	23,353	1,320	39,865	581,624	646,162
Ministerial Zoning Order	148	-	174	47,656	47,978
Total	53,447	4,561	73,525	780,215	911,748
<i>% Share of Total</i>	<i>5.9%</i>	<i>0.5%</i>	<i>8.1%</i>	<i>85.6%</i>	<i>100%</i>

Golden Horseshoe – Aggregated Figures

GGH Municipalities	Unit Type				
	Single detached	Semi detached*	Townhouse	Apartment	All Types
Registered Unbuilt	9,054	439	6,275	7,691	23,458
Draft Approved	14,723	1,173	15,459	13,937	45,291
Under Application / Proposed	18,840	2,606	14,980	14,685	51,110
Ministerial Zoning Order	-	-	1,132	15,069	16,201
Total	42,616	4,218	37,846	51,381	136,060
<i>% Share of Total</i>	<i>31.3%</i>	<i>3.1%</i>	<i>27.8%</i>	<i>37.8%</i>	<i>100%</i>

Municipalities Surveyed Outside the Greater Golden Horseshoe

Outside GGH	Unit Type				
	Single detached**	Semi detached	Townhouse*	Apartment	All Types
Registered Unbuilt	6,683	378	5,068	5,600	17,729
Draft Approved	10,609	1,732	11,021	4,184	27,546
Under Application / Proposed	8,784	212	13,395	11,466	33,857
Ministerial Zoning Order	-	-	20	-	20
Total	26,076	2,322	29,504	21,250	79,152
<i>% Share of Total</i>	<i>32.9%</i>	<i>2.9%</i>	<i>37.3%</i>	<i>26.8%</i>	<i>100%</i>

Supply Estimates (in Years) – Per CMHC Data and Growth Plan Forecasts

YEAR'S SUPPLY BASED ON 10 YEAR CMHC AVERAGE COMPLETIONS			
	Ground Related	Apartments	Total
GTHA	9.4	34.4	24.9
GGH	14.1	16.8	15.0
Outside GGH	11.7	8.2	10.5
TOTAL	10.2	30.8	20.7

YEAR'S SUPPLY BASED ON GROWTH PLAN 2021 31 FORECAST	
	Year s Supply
GTHA	18.1
GGH Municipalities	6.7
TOTAL	14.8