



# Town of Newmarket Council Information Package

## Index of Attachments

Date: February 5, 2021

	<b>Pages</b>
<b>General Correspondence Items</b>	
<b>1. Infrastructure Funding</b>	<b>1</b>
Town of Bracebridge January 22, 2021	
<b>2. Amending the AGCO Licensing and Application Process for Cannabis Retail Stores</b>	<b>3</b>
City of Port Colborne January 22, 2021	
<b>3. Amending the Tile Drainage Installation Act</b>	<b>7</b>
City of Port Colborne January 25, 2021	
<b>4. Drainage Matters on Canadian National Railway Lands</b>	<b>12</b>
City of Port Colborne January 25, 2021	
<b>5. Unlicensed and Unmonitored Cannabis Grow Operations</b>	<b>15</b>
City of Port Colborne January 26, 2021	
<b>6. Insurance Rates Resolution</b>	<b>17</b>
Municipality of Grey Highlands January 25, 2021	
<b>7. Support Resolution re: Municipal Drainage &amp; CN Rail</b>	<b>19</b>

	Municipality of West Nipissing January 26, 2021	
<b>8.</b>	<b>Reopening Small Businesses</b>	<b>24</b>
	Township of North Glengarry January 27, 2021	
<b>9.</b>	<b>York Region Water and Wastewater Master Plan – Notice of Open House</b>	<b>25</b>
	York Region January 27, 2021	
<b>10.</b>	<b>Off-Peak Pricing Extension to align with Stay-At-Home Order</b>	<b>26</b>
	Christine Elliott, MPP, Newmarket-Aurora January 28, 2021	
<b>11.</b>	<b>Motion Regarding Insurance</b>	<b>27</b>
	Town of Gore Bay January 28, 2021	
<b>12.</b>	<b>Community Safety &amp; Well-Being Extension Request</b>	<b>29</b>
	Township of Asphodel-Norwood February 1, 2021	
<b>13.</b>	<b>Request for Revisions to the Municipal Elections Act</b>	<b>31</b>
	Township of Lake of Bays February 3, 2021	
<b>14.</b>	<b>Schedule 8 of the Provincial Budget Bill 229, Protect, Support and Recover from COVID-19 Act</b>	<b>34</b>
	Township of Lake of Bays February 3, 2021	
<b>15.</b>	<b>Request for Municipal Infrastructure Funding Opportunities</b>	<b>37</b>
	Township of Lake of Bays February 3, 2021	
<b>16.</b>	<b>Ontario Fire College</b>	<b>41</b>
	Township of Lake of Bays	

	February 3, 2021	
17.	<b>Grant Extension for Ontario Municipalities</b>	46
	Municipality of Meaford February 3, 2021	
18.	<b>Amendment to Marianneville Developments Limited Inflow and Infiltration Reduction Project Tri-Party Agreement</b>	48
	York Region February 3, 2021	
19.	<b>Proposed Regulation to Transition Blue Box Program to Full Producer Responsibility</b>	55
	York Region February 3, 2021	
20.	<b>Rapid Housing Initiative - Projects Submitted for Funding and Authority for Agreements</b>	85
	York Region February 3, 2021	
21.	<b>Regional Official Plan Update - Housing Challenges and Opportunities</b>	101
	York Region February 3, 2021	
22.	<b>Regional Official Plan Update - Housing Challenges and Opportunities</b>	162
	York Region February 3, 2021	
23.	<b>Submission to Ontario Long-Term Care COVID-19 Commission</b>	223
	York Region February 3, 2021	
24.	<b>Upper York Sewage Solutions Individual Environmental Assessment - Approval Status Update</b>	287
	York Region February 3, 2021	

<b>25. Significant Negative Impacts of Current Value Assessments in Perth County</b>	<b>294</b>
Perth County	
February 3, 2021	

### **Proclamation, Lighting Requests and Community Flag Raising**

<b>1. World Thinking Day</b>	<b>297</b>
Proclamation - February 22	
Lighting - February 22 (blue)	
<b>2. Month of Optimism</b>	<b>298</b>
Proclamation - March	
Flag Raising - March 1 to 8	
<b>3. Endometriosis Awareness Month</b>	<b>299</b>
Proclamation - March	
Lighting - March 26 (yellow)	
<b>4. World Tuberculosis Day</b>	<b>301</b>
Proclamation - March 24	
Lighting - March 24 (red)	
<b>5. World Kidney Day</b>	<b>303</b>
Proclamation - March 11	
Lighting - March 11 (orange)	

### **Information Reports**

There were no information reports distributed during this period.



January 22, 2021

**RE: Item for Discussion – Infrastructure Funding**

At its meeting of January 20, 2021, the Council of the Corporation of the Town of Bracebridge ratified motion 21-GC-024, regarding Infrastructure Funding, as follows:

“WHEREAS the Association of Municipalities of Ontario (AMO) has reported that municipal governments own more of Ontario’s infrastructure than any other order of government, and most of it is essential to economic prosperity and quality of life;

AND WHEREAS municipalities deliver many of the services that are critical to residents in every community, and these services rely on well-planned, well-built and well-maintained infrastructure;

AND WHEREAS the Ontario Provincial Government has stated that universal asset management will be the foundation of its municipal infrastructure strategy because effective asset management planning helps ensure that investments are made at the right time to minimize future repair and rehabilitation costs and maintain assets;

AND WHEREAS Federal and Provincial infrastructure funding models now contain requirements for recipients to demonstrate that comprehensive asset management planning principles are applied when making decisions regarding infrastructure investment;

AND WHEREAS infrastructure funding limits need to be large enough to support significant projects that have a lasting community impact over multiple generations;

AND WHEREAS targeted funding for critical infrastructure is inconsistent with the principle foundation of an asset management strategy which prioritizes needs over wants and has resulted in underfunding of the wide range of infrastructure that municipalities are responsible for maintaining, such as arenas and libraries;

AND WHEREAS the Community, Culture and Recreation Stream of the Investing in Canada Infrastructure Program received demand of almost \$10 billion for a \$1 billion funding envelope;

AND WHEREAS broad eligibility for funding is more appropriate as municipalities best understand their infrastructure needs together with the needs of their community;

AND WHEREAS no and/or insufficient funding programs currently exist to fund the demonstrated need for the building, restoration and enhancement of community, culture and recreation assets;

AND WHEREAS funding the replacement of these needed capital assets is beyond the financial capacity of most communities;

AND WHEREAS the age of the Town of Bracebridge arena is greater than 70 years old, and the Library greater than 110 years old, requiring immediate replacement;

AND WHEREAS the Town of Bracebridge was recently denied any funding under the Community, Culture and Recreation stream of the Investing in Canada Infrastructure Program, despite clearly meeting the tests of proper asset management and identifying needs over wants;

AND WHEREAS the economy of Ontario has been negatively impacted by the ongoing measures implemented to reduce the spread of COVID-19;

NOW THEREFORE the Council of The Corporation of the Town of Bracebridge resolves as follows:

1. THAT the Federal and Provincial Governments provide immediate broad and substantial municipal funding opportunities for well-planned, shovel-ready projects already prioritized under municipal asset management plans to provide immediate stimulus to the local, provincial and the federal economies in order to rebound from the impact of the COVID-19 pandemic.
2. AND THAT this resolution be forwarded to the Right Honourable Prime Minister of Canada; the Federal Minister of Infrastructure and Communities; the Honourable Premier of Ontario; the Ontario Minister of the Finance; the Ontario Minister of Infrastructure; the Ontario Minister of Municipal Affairs and Housing; the Association of Municipalities of Ontario (AMO); the Federation of Canadian Municipalities (FCM); the Local Member of Parliament (MP); the Local Member of Provincial Parliament (MPP); and all Municipalities in Ontario.

In accordance with Council's direction I am forwarding you a copy of the resolution for your attention.

Please do not hesitate to contact me if I can provide any additional clarification in this regard.

Yours truly,



Graydon Smith  
Mayor



## PORT COLBORNE

Corporate Services Department  
Clerk's Division

Municipal Offices: 66 Charlotte Street  
Port Colborne, Ontario L3K 3C8 • [www.portcolborne.ca](http://www.portcolborne.ca)

T 905.835.2900 ext 106 F 905.834.5746  
E [amber.lapointe@portcolborne.ca](mailto:amber.lapointe@portcolborne.ca)

January 22, 2021

The Honourable Doug Ford, Premier of Ontario  
Legislative Building, Queen's Park  
Toronto, ON M7A 1Y7

**VIA E-MAIL**

Dear Premier Ford:

**Re: Resolution – Amending the AGCO Licensing and Application Process for Cannabis Retail Stores to Consider Radial Separation from Other Cannabis Locations**

Please be advised that, at its meeting of December 14, 2020, the Council of The Corporation of the City of Port Colborne resolved as follows:

That the resolution received from the City of Hamilton Re: Amending the AGCO Licensing and Application Process for Cannabis Retail Stores to Consider Radial Separation from Other Cannabis Locations, be supported.

A copy of the above noted resolution is enclosed for your reference. Your favourable consideration of this request is respectfully requested.

Sincerely,

Amber LaPointe  
City Clerk

Encl.

ec: Hon. Doug Downey, Attorney General  
Jennifer Stevens, MPP St. Catharines  
Wayne Gates, MPP Niagara Falls  
Jeff Burch, MPP Niagara Centre  
Sam Oosterholf, MPP Niagara West  
Association of Municipalities of Ontario (AMO)  
Ontario Municipalities



OFFICE OF THE MAYOR  
CITY OF HAMILTON

**September 8, 2020**

Honourable Doug Ford  
Premier of Ontario  
Premier's Office, Room 281  
Legislative Building  
Queen's Park  
Toronto, ON M7A 1A1

Honourable Doug Downey  
Attorney General  
Ministry of the Attorney General  
McMurtry-Scott Building  
720 Bay Street, 11th Floor  
Toronto, ON M7A 2S9

Subject: **Amending the AGCO Licensing and Application Process for Cannabis Retail Stores to Consider Radial Separation from Other Cannabis Locations**

Dear Premier & Attorney General,

Hamilton City Council, at its meeting held on August 21, 2020, approved a motion, Item 6.1, which reads as follows:

WHEREAS in late 2019 the Province of Ontario announced that the AGCO had been given regulatory authority to open the market for retail cannabis stores beginning in January 2020, without the need for a lottery;

WHEREAS the AGCO has continued to send Cannabis Retail Store applications to the City of Hamilton for the required 15-day comment period,

WHEREAS the City has reviewed 61 Cannabis Retail Store applications for comment since January 2020;

WHEREAS the AGCO does not take into consideration radial separation for Cannabis Retail Stores.

**THEREFORE, BE IT RESOLVED:**

.../3



- (a) That the Mayor contact the Premier of Ontario, Ministry of Attorney General, and local Members of Parliament to ask that the Province consider amending its licensing and application process for Cannabis Retail Stores to consider radial separation from other cannabis locations.
- (b) That the request be sent to other municipalities in Ontario, including the Association of Municipalities of Ontario for their endorsement.
- (c) That Staff be requested to submit heat maps outlining the location of all proposed AGCO Cannabis Retail Store in the City on all AGCO Cannabis Retail Store applications.

As per the above, we write to request, on behalf of the City of Hamilton, that the appropriate legislative and regulatory changes be made and implemented to the AGCO licensing and application process to take into consideration radial separation for Cannabis Retail Stores as a condition of approval for a license.

Currently the City of Hamilton has reviewed 61 cannabis retail location applications since January 2020. Approximately 12 of these potential locations are within 50m (or less) of each other.

The City of Hamilton appreciates that the AGCO conducts a background search prior to approving any licenses, however the lack of separation between locations poses a community safety issue, as the over saturation in specific area(s)/wards, can negatively impact the surrounding community with increased traffic flow, and an overall “clustering” of stores within a small dense area.

The City of Hamilton is confident that radial separations from cannabis retail locations will have a significant positive impact on the community and allow for its residents to continue to enjoy a safe and healthy community lifestyle.

Sincerely,



Fred Eisenberger  
Mayor

C: Hon. Donna Skelly, MPP, Flamborough-Glanbrook

Hon. Andrea Horwath, Leader of the Official Opposition, MPP, Hamilton Centre  
Hon. Paul Miller, MPP, Hamilton East-Stoney Creek  
Hon. Monique Taylor, MPP, Hamilton Mountain  
Hon. Sandy Shaw, MPP, Hamilton West-Ancaster-Dundas



## PORT COLBORNE

Corporate Services Department  
Clerk's Division

Municipal Offices: 66 Charlotte Street  
Port Colborne, Ontario L3K 3C8 • [www.portcolborne.ca](http://www.portcolborne.ca)

T 905.835.2900 ext 106 F 905.834.5746

E [amber.lapointe@portcolborne.ca](mailto:amber.lapointe@portcolborne.ca)

January 25, 2021

The Honourable Ernie Hardeman  
Ministry of Agriculture, Food and Rural Affairs  
11<sup>th</sup> Floor, 77 Grenville St.  
Toronto, ON M5S 1B3

**VIA E-MAIL**

Dear Mr. Hardeman:

**Re: Resolution – Amending the Tile Drainage Installation Act**

Please be advised that, at its meeting of December 14, 2020, the Council of The Corporation of the City of Port Colborne resolved as follows:

That the resolution received from the Township of Howick Re: Amending the Tile Drainage Installation Act, be supported.

A copy of the above noted resolution is enclosed for your reference. Your favourable consideration of this request is respectfully requested.

Sincerely,

Amber LaPointe  
City Clerk

Encl.

ec: Jeff Burch, MPP Niagara Centre  
Wayne Gates, MPP Niagara Falls  
Jennifer Stevens, MPP St. Catharines  
Sam Oosterhoff, MPP Niagara West  
Rural Ontario Municipal Association  
Ontario Federation of Agriculture  
Christian Farmers Federation of Ontario  
Association of Municipalities of Ontario (AMO)  
Land Improvement Contractors of Ontario  
Drainage Superintendents of Ontario Association  
Ontario Municipalities



44816 Harriston Road, RR 1, Gorrie On N0G 1X0  
 Tel: 519-335-3208 ext 2 Fax: 519-335-6208  
[www.howick.ca](http://www.howick.ca)

City of Port Colborne  
**RECEIVED**  
 DEC 03 2020  
 CORPORATE SERVICES  
 DEPARTMENT

December 3, 2020

The Honourable Ernie Hardeman  
 Minister of Agriculture, Food and Rural Affairs

By email only [minister.omafra@ontario.ca](mailto:minister.omafra@ontario.ca)

Dear Mr. Hardeman:

Please be advised that the following resolution was passed at the December 1, 2020 Howick Council meeting:

**Moved by Councillor Hargrave; Seconded by Councillor Illman:**

**Be it resolved that Council request the Ministry of Agriculture, Food and Rural Affairs amend the Tile Drainage Installation Act and/or the regulations under the Act that would require tile drainage contractors file farm tile drainage installation plans with the local municipality; and further, this resolution be forwarded to Minister of Agriculture, Food and Rural Affairs, Huron-Bruce MPP Lisa Thompson, Perth-Wellington MPP Randy Pettapiece, Rural Ontario Municipal Association, Ontario Federation of Agriculture, Christian Farmers Federation Of Ontario, Land Improvement Contractors of Ontario, Drainage Superintendents of Ontario and all Ontario municipalities. Carried. Resolution No. 288/20**

If you require any further information, please contact this office, thank you.

Yours truly,

*Carol Watson*

Carol Watson, Clerk  
 Township of Howick



**Howick**  
TOWNSHIP

44816 Harriston Road, RR 1, Gorrie On N0G 1X0  
Tel: 519-335-3208 Fax: 519-335-6208  
[www.howick.ca](http://www.howick.ca)

## **Background Information to the Township of Howick Resolution No. 288-20 Requesting Amendments to the Agricultural Tile Drainage Installation Act**

### **Rational for Proposed Amendments**

Over the years, Howick Township staff have received many requests for tile drainage information on farmland. Usually these requests come after a change in ownership of the farm. Some of these drainage systems were installed recently but many are 30 to 40 or more years old. Many were installed by contractors who are no longer in business or who have sold the business and records are not available.

Information is generally available if the tile was installed under the Tile Drain Loan Program because a drainage plan is required to be filed with the municipality. If the tile system was installed on a farm without using the Tile Drain Loan Program, there likely are no records on file at the municipal office.

The other benefits to filing tile drainage plans with the municipality are identified in Section 65 of the Drainage Act.

- 65(1) – Subsequent subdivision of land (severance or subdivision)
- 65(3) – Drainage connection into a drain from lands not assessed to the drain
- 65(4) – Drainage disconnection of assessed lands from a drain
- 65(5) – Connecting to a municipal drain without approval from council

Section 14 of the Act states:

(1) "The Lieutenant Governor in Council may make regulations,

(a) providing for the manner of issuing licences and prescribing their duration, the fees payable therefor and the terms and conditions on which they are issued;

(a.1) exempting classes of persons from the requirement under section 2 to hold a licence, in such circumstances as may be prescribed and subject to such restrictions as may be prescribed;

(b) Repealed: 1994, c. 27, s. 8 (5).

(c) establishing classes of machine operators and prescribing the qualifications for each class and the duties that may be performed by each class;



**Howick**  
TOWNSHIP

44816 Harriston Road, RR 1, Gorrie On N0G 1X0  
Tel: 519-335-3208 Fax: 519-335-6208  
[www.howick.ca](http://www.howick.ca)

- (d) providing for courses of instruction and examinations and requiring licence holders or applicants for a licence under this Act to attend such courses and pass such examinations;
- (e) prescribing the facilities and equipment to be provided by persons engaged in the business of installing drainage works;
- (f) prescribing standards and procedures for the installation of drainage works;
- (g) prescribing performance standards for machines used in installing drainage works;
- (h) prescribing forms and providing for their use;
- (i) respecting any matter necessary or advisable to carry out effectively the intent and purpose of this Act. R.S.O. 1990, c. A.14, s. 14; 1994, c. 27, s. 8 (4, 5)."

I believe it would be beneficial if a regulation required the installer, of agricultural drainage, to file a plan of the drainage system with the municipality following completion of the work.

While most of Section 14 deals with contractor, machine and installer licences, I think that Section 14(f) or 14(i) may allow a regulation change. This would be a better solution than an amendment to the Act.

### **Recommendations:**

- Request by municipal resolution that the Ministry of Agriculture, Food and Rural Affairs amend the Tile Drainage Installation Act and/or the regulations, under the Act, that would require tile drainage contractors file all farm tile drainage installation plans in the Municipality where the installation took place
- Send the municipal resolution to:
  - Minister of Agriculture, Food and Rural Affairs
  - Lisa Thompson, MPP Huron Bruce
  - Randy Pettapiece, MPP Perth Wellington
  - Rural Ontario Municipal Association [roma@roma.on.ca](mailto:roma@roma.on.ca)
  - OFA
  - CFFO
  - All Ontario municipalities
  - the Land Improvement Contractors of Ontario (LICO), and
  - the Drainage Superintendents Association of Ontario (DSAO)

Wray Wilson, Drainage Superintendent  
Township of Howick  
[drainage@howick.ca](mailto:drainage@howick.ca)



**From the Office of the Clerk**

The Corporation of the County of Prince Edward  
 332 Picton Main Street, Picton, ON K0K 2T0  
 T: 613.476.2148 x 1021 | F: 613.476.5727  
[clerks@pecounty.on.ca](mailto:clerks@pecounty.on.ca) | [www.thecounty.ca](http://www.thecounty.ca)

**WHEREAS** the operation, finance and regulatory compliance of elections is fully undertaken by municipalities themselves; and,

**WHEREAS** local governments are best poised to understand the representational needs and challenges of the body politic they represent, and when looking at alternative voting methods to ensure more people vote safely, it becomes more difficult to implement these alternatives with the proposed shorter period between Nomination day and the October 24, 2022 Election day;

**NOW THEREFORE BE IT RESOLVED THAT** Corporation of the County of Prince Edward Council send a letter to the Ministry of Municipal Affairs and Housing urging that the Government of Ontario continues to respect Ontario municipalities' ability to apply sound representative principles in their execution of elections;

**AND THAT** the Corporation of the County of Prince Edward Council recommends that the Government of Ontario supports the freedom of municipalities to run democratic elections within the existing framework the Act currently offers;

**AND THAT** this resolution be circulated to all Ontario Municipalities, AMO and AMCTO.

**CARRIED**

Catalina Blumenberg, Clerk



## PORT COLBORNE

Corporate Services Department  
Clerk's Division

Municipal Offices: 66 Charlotte Street  
Port Colborne, Ontario L3K 3C8 • [www.portcolborne.ca](http://www.portcolborne.ca)

T 905.835.2900 ext 106 F 905.834.5746  
E [amber.lapointe@portcolborne.ca](mailto:amber.lapointe@portcolborne.ca)

January 22, 2021

The Honourable Doug Ford, Premier of Ontario  
Legislative Building, Queen's Park  
Toronto, ON M7A 1Y7

**VIA E-MAIL**

Dear Premier Ford:

**Re: Resolution – Drainage Matters on Canadian National Railway Lands**

Please be advised that, at its meeting of December 14, 2020, the Council of The Corporation of the City of Port Colborne resolved as follows:

That the resolution received from the Municipality of Southwest Middlesex Re: Drainage Matters on Canadian National Railway Lands, be supported.

A copy of the above noted resolution is enclosed for your reference. Your favourable consideration of this request is respectfully requested.

Sincerely,

Amber LaPointe  
City Clerk

Encl.

ec: Hon. Omar Alghabra, Federal Minister of Transport  
Hon. Ernie Hardeman, Ministry of Agriculture, Food and Rural Affairs  
Hon. Steve Clark, Minister of Municipal Affairs and Housing  
Chris Bittle, MP St. Catharines  
Tony Baldinelli, MP Niagara Falls  
Vance Badawey, MP Niagara Centre  
Dean Allison, MP Niagara West  
Jennifer Stevens, MPP St. Catharines  
Wayne Gates, MPP Niagara Falls  
Jeff Burch, MPP Niagara Centre  
Sam Oosterhof, MPP Niagara West  
Association of Municipalities of Ontario (AMO)  
Ontario Municipalities





Municipality of Southwest Middlesex

December 7, 2020

Please be advised that the Council of Southwest Middlesex passed the following resolution at it's November 25, 2020 Council meeting:

Drainage Matters: CN Rail

Moved by Councillor McGill

Seconded by Councillor Vink

“WHEREAS municipalities are facilitators of the provincial process under the *Drainage Act* providing land owners to enter into agreements to construct or improve drains, and for the democratic procedure for the construction, improvement and maintenance of drainage works; and

WHEREAS municipal drain infrastructure and railway track infrastructure intersect in many areas in Ontario; and

WHEREAS coordination with national railways is required for the construction or improvement of drains that benefit or intersect with national railways; and

WHEREAS the national railways have historically participated in the process for construction, improvement and maintenance of drainage works; and

WHEREAS currently municipalities are experiencing a lack of coordination with national railways on drainage projects; and

WHEREAS the lack of coordination is resulting in projects being significantly delayed or cancelled within a year; and

WHEREAS municipal drains remove excess water to support public and private infrastructure and agricultural operations;

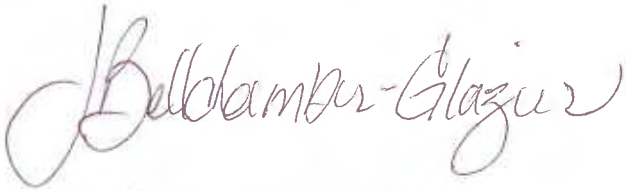
THEREFORE be it resolved that the Province of Ontario work with the Federal Minister of Transportation to address concerns regarding municipal drainage matters and need for coordination with the national railways; and

THAT Council circulate the resolution to the Provincial Ministers of Agriculture, Food, and Rural Affairs, and Municipal Affairs and Housing, and the Federal Minister of Transportation, the local MP and MPP, the Association of Municipalities of Ontario, and all municipalities.”

Municipality of Southwest Middlesex Resolution #2020-274

Carried

Sincerely,

A handwritten signature in cursive script, reading "Bellchamber-Glazier".

Jillene Bellchamber-Glazier  
CAO-Clerk

Cc: The Honorable Marc Gardeau, Minister of Transport  
The Honorable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs  
Monte McNaughton, MPP Lambton-Middlesex-London  
Lianne Rood, MP Lambton-Kent-Middlesex  
The Association of Municipalities of Ontario  
All Ontario Municipalities



## PORT COLBORNE

Corporate Services Department  
Clerk's Division

Municipal Offices: 66 Charlotte Street  
Port Colborne, Ontario L3K 3C8 • [www.portcolborne.ca](http://www.portcolborne.ca)

T 905.835.2900 ext 106 F 905.834.5746

E [amber.lapointe@portcolborne.ca](mailto:amber.lapointe@portcolborne.ca)

January 26, 2021

Honourable Patty Hajdu  
Federal Minister of Health  
705 Red River Road, Suite 3  
Thunder Bay, ON P7B 1J3

Sent via E-mail: [Patty.Hajdu@parl.gc.ca](mailto:Patty.Hajdu@parl.gc.ca)

Dear Honourable Minister:

**Re: Resolution – Unlicensed and unmonitored cannabis grow operations**

Please be advised that, at its meeting of January 11, 2021, the Council of The Corporation of the City of Port Colborne resolved as follows:

That Council support the correspondence item attached as Appendix B from the Township of Blandford-Blenheim regarding Cannabis Production.

A copy of the above noted correspondence is enclosed for your reference. Your favourable consideration of this request is respectfully requested.

Sincerely,

Amber LaPointe  
City Clerk

Encl.

ec: Honourable David Lametti, Minister of Justice and Attorney General of Canada  
Honourable Bill Blair, Minister of Public Safety and Emergency Preparedness  
Vance Badawey, MP Niagara Centre  
Jeff Burch, MPP Niagara Centre  
Association of Municipalities of Ontario (AMO)  
Ontario Municipalities



## Township of Blandford-Blenheim

47 Wilmot Street South  
Drumbo, Ontario N0J 1G0

Phone: 519-463-5347  
Fax: 519-463-5881  
Web: [www.blandfordblenheim.ca](http://www.blandfordblenheim.ca)

---

October 13, 2020

Emailed to the Federal Minister of Health, Federal Minister of Justice and Attorney General, Federal Minister of Public Safety and Emergency Preparedness, Oxford MP, Oxford MPP, the Association of Municipalities of Ontario and all municipalities in Ontario.

### **Re: Unlicensed and unmonitored cannabis grow operations**

Please be advised that at the Regular Meeting of Council on October 7<sup>th</sup>, 2020, the Council of the Township of Blandford-Blenheim passed the following resolution:

**Resolution Number: 2020-14**

**Moved by: Councillor Nancy Demarest**

**Seconded by: Councill Bruce Banbury**

**“That Whereas unlicensed and unmonitored cannabis grow operations have increasingly become a problem in communities in Ontario as well as across the Country; and,**

**Whereas these operations are allowed to establish with little or no consultation with the local community and municipalities are often only made aware of their existence after conflicts arise with neighboring land owners; and,**

**Whereas loopholes in existing Federal legislation allow these large scale grow op’s to establish and operate without any of the regulations or protocols that licensed and monitored operations need to adhere to,**

**BE IT RESOLVED that the Council of the Township of Blandford-Blenheim urges the Federal Government to amend the legislation under which these facilities operate to ensure the safety and rights of the local communities in which they are situated are respected; and,**

**That this resolution be forwarded to the Federal Minister of Health, Federal Minister of Justice and Attorney General, Federal Minister of Public Safety and Emergency Preparedness, Oxford MP, Oxford MPP, the Association of Municipalities of Ontario and all municipalities in Ontario.”**

Regards,

Sarah Matheson  
Deputy Clerk  
Township of Blandford-Blenheim

January 22, 2021

RE: Insurance Rates Resolution

Please be advised that the Council of the Municipality of Grey Highlands, at its meeting held January 20, 2021, passed the following resolution:

2021-39

Moved by Tom Allwood, Seconded by Aakash Desai

Whereas the cost of municipal insurance in the Province of Ontario has continued to increase – with especially large increases going into 2021; and

Whereas Joint and Several Liability continues to ask property **taxpayers to carry the lion's share of a damage award when a** municipality is found at minimum fault; and

Whereas these increases are unsustainable and unfair and eat at critical municipal services; and

Whereas the Association of Municipalities of Ontario outlined seven recommendations to address insurance issues including:

1. The provincial government adopt a model of full proportionate liability to replace joint and several liability.
2. Implement enhancements to the existing limitations period including the continued applicability of the existing 10-day rule on slip and fall cases given recent judicial interpretations and whether a 1 year limitation period may be beneficial.
3. Implement a cap for economic loss awards.
4. Increase the catastrophic impairment default benefit limit to \$2 million and increase the third-party liability coverage to \$2 million in government regulated automobile insurance plans.
5. Assess and implement additional measures which would support lower premiums or alternatives to the provision of insurance services by other entities such as nonprofit insurance reciprocals.
6. Compel the insurance industry to supply all necessary financial evidence including premiums, claims and deductible limit changes which support its own and municipal arguments

as to the fiscal impact of joint and several liability.

7. Establish a provincial and municipal working group to consider the above and put forward recommendations to the Attorney General;

Now therefore be it resolved that the Council for the Municipality of Grey Highlands call on the Province of Ontario to immediately review these recommendations and to investigate the unethical practice of preferred vendors who are paid substantial amounts over industry standards, despite COVID 19 delays, as insurance premiums will soon be out of reach for many communities and

Be it further resolved that this motion be provided to the Honourable Doug Ford, Premier of Ontario, the Honourable Peter Bethlenfalvy, Minister of Finance, the Honourable Doug Downey, Attorney General of Ontario, the Honourable Bill Walker, MPP for Bruce - Grey - Owen Sound, and all Ontario municipalities.

CARRIED.

As per the above resolution, please accept a copy of this correspondence for your information and consideration.

Sincerely,



Jerri-Lynn Levitt  
Deputy Clerk  
Council and Legislative Services  
Municipality of Grey Highlands



**West Nipissing Ouest**

**Joie de vivre**

The Corporation of the Municipality of West Nipissing  
La Corporation de la Municipalité de Nipissing Ouest  
101-225, rue Holditch Street, Sturgeon Falls, ON P2B 1T1

P/T (705) 753-2250 (1-800-263-5359)  
F/TC (705) 753-3950

January 7, 2021

Honourable Ernie Hardeman  
Minister of Agriculture, Food and Rural Affairs  
77 Grenville Street  
Toronto, Ontario M7A 1B3

SENT VIA E-MAIL

Honourable Minister Hardeman:

**SUBJECT: REQUEST TO SUPPORT COMMUNITIES WITH EMERGENCY OPERATIONAL FUNDING**

At its regular meeting held on January 5, 2021, Council for the Municipality of West Nipissing passed resolution **2021/11**, a copy of which is attached hereto. The resolution supports a request circulated by the Municipality of Southwest Middlesex, seeking to address concerns regarding municipal drainage matters and the need for coordination with the national railways.

We trust the enclosed is self-explanatory.

Respectfully,

Deputy Clerk / Assistant to the  
Chief Administrative Officer

\Encl.

cc: Minister of Municipal Affairs and Housing  
Minister of Transportation  
Association of Municipalities of Ontario (AMO)  
Marc Serré, MP  
John Vanthof, MPP  
Ontario municipalities



The Corporation of the Municipality of West Nipissing /  
La Corporation de la Municipalité de Nipissing Ouest

Resolution No.

2021 / 11

JANUARY 5, 2021

Moved by / *Proposé par* :« *Councillor Y. Duhaime* »Seconded by / *Appuyé par* :« *Councillor L. Sénécal* »

**WHEREAS** the Municipality of West Nipissing received a request from the Municipality of Southwest Middlesex seeking support for their resolution asking various levels of government to address concerns regarding municipal drainage matters and the need for coordination with the national railways;

**BE IT RESOLVED THAT** Council for the Municipality of West Nipissing supports the Municipality of Southwest Middlesex's resolution seeking to address concerns regarding municipal drainage matters and the need for coordination with the national railways;

**BE IT FURTHER RESOLVED THAT** Council for the Municipality of West Nipissing also requests that the resolution be forwarded to the Provincial Minister of Agriculture, Food, and Rural Affairs, Municipal Affairs and Housing, the Federal Minister of Transportation, the local MP and MPP, the Association of Municipalities of Ontario, and all municipalities.

	YEAS	NAYS
DUHAIME, Yvon		
FISHER, Christopher		
LARABIE, Roland		
MALETTE, Léo		
ROVEDA, Dan		
WARD 7 (vacant)	X	X
SÉNÉCAL, Denis		
SÉNÉCAL, Lise		
SAVAGE, Joanne (MAYOR)		

CARRIED: « *Mayor Joanne Savage* »

DEFEATED: \_\_\_\_\_

DEFERRED OR TABLED: \_\_\_\_\_





Municipality of Southwest Middlesex

December 7, 2020

Please be advised that the Council of Southwest Middlesex passed the following resolution at its November 25, 2020 Council meeting:

Drainage Matters: CN Rail

Moved by Councillor McGill  
Seconded by Councillor Vink

“WHEREAS municipalities are facilitators of the provincial process under the *Drainage Act* providing land owners to enter into agreements to construct or improve drains, and for the democratic procedure for the construction, improvement and maintenance of drainage works; and

WHEREAS municipal drain infrastructure and railway track infrastructure intersect in many areas in Ontario; and

WHEREAS coordination with national railways is required for the construction or improvement of drains that benefit or intersect with national railways; and

WHEREAS the national railways have historically participated in the process for construction, improvement and maintenance of drainage works; and

WHEREAS currently municipalities are experiencing a lack of coordination with national railways on drainage projects; and

WHEREAS the lack of coordination is resulting in projects being significantly delayed or cancelled within a year; and

WHEREAS municipal drains remove excess water to support public and private infrastructure and agricultural operations;

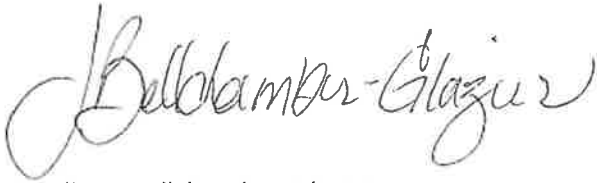
THEREFORE be it resolved that the Province of Ontario work with the Federal Minister of Transportation to address concerns regarding municipal drainage matters and need for coordination with the national railways; and

THAT Council circulate the resolution to the Provincial Ministers of Agriculture, Food, and Rural Affairs, and Municipal Affairs and Housing, and the Federal Minister of Transportation, the local MP and MPP, the Association of Municipalities of Ontario, and all municipalities.”

Municipality of Southwest Middlesex Resolution #2020-274

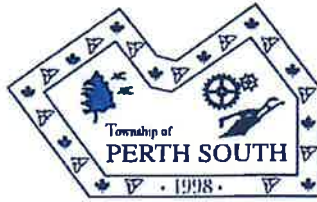
Carried

Sincerely,

A handwritten signature in cursive script that reads "Bellchamber-Glazier".

Jillene Bellchamber-Glazier  
CAO-Clerk

Cc: The Honorable Marc Gardeau, Minister of Transport  
The Honorable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs  
Monte McNaughton, MPP Lambton-Middlesex-London  
Lianne Rood, MP Lambton-Kent-Middlesex  
The Association of Municipalities of Ontario  
All Ontario Municipalities

**Corporation of the Township of Perth South**

3191 Road 122  
St. Pauls, ON N0K 1V0  
Telephone 519-271-0619  
Fax 519-271-0647  
[lscott@perthsouth.ca](mailto:lscott@perthsouth.ca)

December 16, 2020

Municipality of Southwest Middlesex  
Jillene Bellchamber-Glazier, CAO-Clerk

*Sent by email*

**RE: Drainage Matters & CN Rail**

At the regular meeting of the Township of Perth South council held December 15, 2020 council received the resolution sent December 7, 2020 in regards to drainage matters and the current working relationship with CN Rail. The Township has experienced similar delays with drainage projects and agrees that the situation needs to improve. Council directed staff to send a letter of support for your resolution.

If you require any additional information please contact me.

Regards,

Lizet Scott  
Clerk

**Cc:** The Honourable Marc Garneau, Minister of Transport  
The Honourable Ernie Hardeman, Minister of Agriculture, Food and Rural Affairs  
Randy Pettapiece, MPP Perth Wellington  
John Nater, MP Perth Wellington  
The Association of Municipalities of Ontario  
All Ontario Municipalities

**CORPORATION OF THE  
TOWNSHIP OF NORTH GLENGARRY**

**Resolution #**

8

**Date:**

Monday, January 25, 2021

---

**Moved by:** Jacques Massie

**Seconded by:** Brenda Noble

THAT the Council of the Township of North Glengarry request that the Province of Ontario allow for small businesses to immediately reopen with the required health guidelines and protocols in place; and

THAT this resolution be sent to the Premier of Ontario, the Minister of Municipal Affairs and Housing, MPP Jim McDonell, and circulated to all municipalities in Ontario.

Carried

Deferred

Defeated

  
\_\_\_\_\_  
Mayor / Deputy Mayor

# YOU'RE INVITED!

25

From the comfort of your own home, find out how York Region plans to continue providing safe, cost-efficient and reliable water and wastewater services to residents, businesses and communities. Visit our virtual Open House for an update on where we are in the planning process and learn more about servicing strategies that will meet the needs of our growing communities.

**PARTICIPATE IN OUR  
ONLINE OPEN HOUSE**

**FEBRUARY 16 TO MARCH 2, 2021**  
[YORK.CA/WATERPLAN](http://YORK.CA/WATERPLAN)

Please let us know if you require accommodations to participate. An accessible version of this notice and Open House materials are available upon request. To submit questions, comments or to be added to the project mailing list, please contact:

**Laura Alpi, Project Liaison**  
The Regional Municipality of York  
17250 Yonge Street, Newmarket

P: 1-877-464-9675 ext. 73029  
F: 905-830-6927  
[water@york.ca](mailto:water@york.ca)

Personal information submitted (e.g., name, address and phone number) is collected, maintained and disclosed under the authority of the Environmental Assessment Act and the Municipal Freedom of Information and Protection of Privacy Act for transparency and consultation purposes. Personal information you submit will become part of a public record that is available to the general public, unless you request that your personal information remain confidential.

## 2021 WATER & WASTEWATER MASTER PLAN UPDATE

Open House Round 2

The Regional Municipality of York is updating its Water and Wastewater Master Plan through the Municipal Class Environmental Assessment master planning process. The Master Plan Update will identify long-term infrastructure projects for future water and wastewater servicing needs to 2051. Your input will help inform the recommended servicing solution and future infrastructure that will be shared in the next Open House.

### **DID YOU MISS OUR FIRST OPEN HOUSE?**

Get caught up at [york.ca/waterplan](http://york.ca/waterplan)

York Region's number one priority remains protecting the health and safety of staff and our communities. We continue to monitor the ongoing COVID-19 situation in York Region and remain committed to effective engagement and consultation with the public and stakeholders.



**From:** Christine Elliott

**Sent:** January 28, 2021 4:24 PM

**Subject:** MPP Christine Elliott's Constituency: Off-Peak Pricing Extension to align with Stay-At-Home Order

MPP Christine Elliott would like you and your organization to be aware the Ontario Government is extending electricity rate relief for families, small businesses and farms to support Ontarians spending more time at home in response to the provincial Stay-at-Home Order.

We are continuing to hold electricity prices to the off-peak rate of **8.5 cents per kilowatt-hour until February 9<sup>th</sup>, 2021**.

Ratepayers don't need to do anything, these changes happen automatically for electricity consumption as of January 1, 2021.

When this program expires, you will automatically switch back to being billed based on the rate structure for whichever type of billing you had before – either Time-Of-Use (TOU) or tiered.

**Eligibility Criteria expanded for COVID-19 Energy Assistance Program (CEAP):**

We know that many households are struggling to pay their electricity and natural gas bills. That's why we are making it so more families and businesses can apply for the COVID-19 Energy Assistance Program (CEAP):

- Residential, small business, or registered charity customer with arrears
- Residential customer can receive up to \$750 per fuel type
- Small businesses can receive up to \$1,500 per fuel type

In order to apply for these enhanced benefits, contact your local utility before mid-February.

For more information, please visit our

website: [https://www.christineelliottmpp.ca/off\\_peak\\_pricing\\_extension\\_to\\_align\\_with\\_stay\\_at\\_home\\_order](https://www.christineelliottmpp.ca/off_peak_pricing_extension_to_align_with_stay_at_home_order)

For **Christine Elliott, MPP, Newmarket-Aurora**

16635 Yonge Street, Unit 22

Newmarket, Ontario L3X 1V6

Tel. 905-853-9889

Toll Free. 1-800-211-1881

Fax. 905-853-6115

Municipal Office  
 15 Water Street  
 Telephone (705) 282-2420  
 Fax (705) 282-3076



Postal Box 590  
 Gore Bay, Ontario  
 P0P 1H0

Office of the

CAO/Clerk

---

January 25, 2021

Dan Thibeault  
 Clerk Treasurer CAO  
 Municipality of Charlton and Dack  
 287237 Sprucegrove Road  
 Englehart, ON P0J 1H0

**Re: Motion Regarding Insurance**

Please be advised that at a recent Council meeting held on January 11, 2021 Council reviewed your correspondence regarding the increased cost of municipal insurance.

The Town of Gore Bay is in support for the Municipality of Charlton and Dack to urge the Province of Ontario to immediately review the recommendations and investigate the unethical practices of preferred vendors who are paid substantial amounts over the industry standard despite Covid 19 delays, as insurance premiums will soon be out of reach for many communities.

Please find attached a certified true copy of Resolution No. 14993 indicating the Town of Gore Bay's support.

Yours truly,

Stasia Carr  
 CAO/Clerk  
 Encl.  
 SC/pf

CC: Honourable Doug Ford, Premier of Ontario  
 Honourable Rod Phillips, Minister of Finance  
 Honourable Doug Downey, Attorney General of Ontario  
 All Ontario Municipalities

**THE CORPORATION OF THE TOWN OF GORE BAY**

**RESOLUTION NUMBER 14993**

14993

Moved by Jack Clark

Seconded by Aaron Wright

BE IT RESOLVED THAT Gore Bay Council send a letter of support to the Municipality of Charleton and Dack to immediately review the recommendations to investigate the unethical practice of preferred vendors who are paid substantial amounts over industry standards, despite COVID 19 delays, as insurance premiums will soon be out of reach for many communities;

FURTHER, this motion be provided to the Honourable Doug Ford, Premier of Ontario, the Honourable Rod Phillips, Minister of Finance, the Honourable Doug Downey, Attorney General of Ontario and all other Ontario municipalities.

Carried

THIS IS A CERTIFIED TRUE COPY  
OF RESOLUTION NUMBER 14993  
ADOPTED BY COUNCIL ON  
January 11, 2021



.....  
Stasia Carr  
CAO/Clerk



---

February 1, 2021

**Sent by E-mail**  
sylvia.jones@pc.ola.org

Honourable Sylvia Jones  
Solicitor General  
18<sup>th</sup> Floor - 25 Grosvenor St.  
Toronto, ON M7A 1Y6

**Re: Community Safety & Well-Being Plan - Extension Request**

---

Dear Solicitor General Jones,

The Township of Asphodel-Norwood is participating in a regional Community Safety & Well-Being Plan (CSWB) plan with the City of Peterborough and the eight (8) lower-tier municipalities located within the County of Peterborough. The decision to develop a joint plan was derived after consulting with our municipal neighbours. Our vision for a long-term tool that addresses the unique needs of our area while supporting safe, healthy, and sustainable communities by moving away from reactionary, incident-driven responses and re-focusing on proactive, collaborative initiatives to take the strain off the emergency response system is shared by all of our municipal partners; as the success of our community is dependent upon each and every individual's well-being.

Preparations are underway, but the response efforts needed to manage the COVID-19 outbreak have taken priority and an unprecedented amount of time, energy, and resources. A meaningful CSWB Plan requires extensive public consultation and engagement in order to prepare a document that is both comprehensive and in alignment with the legislative intent. Given the current political climate and the ongoing effects of the pandemic, a deadline extension for the completion and adoption of a CSWB Plan would be the most appropriate course of action. The Township appreciates the extension previously granted from January 1, 2021 to July 1, 2021, but humbly asks the Solicitor General consult with municipalities before prescribing a new deadline.

With that in mind, I put forward the following resolution for your consideration:

**WHEREAS** the Police Services Act, 1990, was amended on January 1, 2019 to mandate every municipality in Ontario to prepare and adopt a Community Safety and Well-Being (CSWB) Plan; and

**WHEREAS** the Ministry of Municipal Affairs and Housing introduced the Municipal Emergency Act, 2020 to assist municipal governments and local boards during the COVID-19 emergency; and

**WHEREAS** the protective measures municipalities have put in place to protect their communities, Councillors, and staff members include eliminating face-to-face meetings, closing municipal offices, and directing staff to work from home; and

**WHEREAS** Bill 189, Coronavirus (COVID-19) Support and Protection Act, 2020 was passed to amend various acts to support municipal, policing, and community partners during the pandemic;

**NOW THEREFORE, BE IT RESOLVED** that while these measures are imperative and necessary, they impose undue hardship on municipalities to meet provincial deadlines such as the completion and adoption of a Community Safety & Well-Being (CSWB) Plan prior to July 1, 2021. The Council of the Township of Asphodel-Norwood calls upon the Solicitor General to review the imposed deadline for municipalities to complete and adopt a Community Safety & Well-Being (CSWB) Plan in consultation with local governments to address the unique challenges facing individual regions.

Thank you in advance for your time and consideration of our request. Please do not hesitate to reach out should you require any further information.

Sincerely,

A handwritten signature in black ink, appearing to read "C White", written in a cursive style.

Candice White, CAO/Clerk/Treasurer  
Township of Asphodel-Norwood

Cc: Ministry of Community Safety and Correctional Services  
All Ontario Municipalities in Ontario



T 705-635-2272  
 TF 1-877-566-0005  
 F 705-635-2132

TOWNSHIP OF LAKE OF BAYS  
 1012 Dwight Beach Rd  
 Dwight, ON P0A 1H0

February 3, 2021

Via email: [jrussell@mississippimills.ca](mailto:jrussell@mississippimills.ca)

Municipality of Mississippi Mills  
**Attention: Jennifer Russell, Deputy Clerk**  
 3131 Old Perth Road  
 PO Box 400  
 Almonte, ON K0A 1A0

Dear Ms. Russell:

**RE: Correspondence – Request for Revisions to the Municipal Elections Act**

On behalf of the Council of the Corporation of the Township of Lake of Bays, please be advised that the above-noted correspondence was presented at the last regularly scheduled meeting on February 2, 2021, and the following resolution was passed.

**“Resolution #8(a)/02/02/21**

**BE IT RESOLVED THAT the Council of the Corporation of the Township of Lake of Bays hereby supports the resolution from the Municipality of Mississippi Mills regarding support to amend the Municipal Elections Act to provide clearer, stronger wording, to assist municipal Clerks in addressing issues to allow for a more definitive decision to be made when adding names to the voters' list and to ensure that there is a clear and accessible way to report election fraud, dated January 18, 2021;**

**AND FURTHER THAT this resolution be forwarded to the Municipality of Mississippi Mills, Premier Doug Ford, Norm Miller, M.P.P. for Parry Sound-Muskoka, all Ontario Municipalities and the Association of Municipalities of Ontario.**

**Carried.”**

Should you have any questions, please do not hesitate to contact our Municipal Office at 705-635-2272.

Sincerely,

Carrie Sykes, *Dipl. M.A., CMO, AOMC*,  
 Director of Corporate Services/Clerk.  
 CS/cw  
 Encl.

Copy to: Hon. Doug Ford, Premier of Ontario  
 Hon. Norm Miller, M.P.P. for Parry Sound-Muskoka  
 All Ontario Municipalities

Hon. Steve Clark, Minister of Municipal Affairs and Housing  
 Association of Municipalities of Ontario



**CORPORATION OF THE MUNICIPALITY OF MISSISSIPPI MILLS**

3131 OLD PERTH ROAD • PO BOX 400 • RR 2 • ALMONTE ON • K0A 1A0

PHONE: 613-256-2064  
 FAX: 613-256-4887  
 WEBSITE: [www.mississippimills.ca](http://www.mississippimills.ca)

January 18, 2021

**Ministry of Municipal Affairs and Housing**

17<sup>th</sup> Floor, 777 Bay Street  
 TORONTO, ON  
 M7A 2J3

**Attention: The Honourable Steve Clark**

Re: Request for Revisions to Municipal Elections

Dear Minister Clark,

On October 20, 2020 the Council of the Municipality of Mississippi Mills passed a resolution in support of Wollaston Township to request the Ministry of Municipal Affairs and Housing to review the *Municipal Elections Act* and provide amendments to provide clearer, stronger wording, to assist municipal Clerks in addressing issues to allow for a more definitive decision to be made when adding names to the voters' list and to ensure that there is a clear and accessible way to report election fraud and that the rules described in the *Municipal Elections Act* are actually enforceable even if there is not a current case law.

A copy of the resolution is attached for your reference.

Sincerely,

Jennifer Russell  
 Deputy Clerk  
[jrussell@mississippimills.ca](mailto:jrussell@mississippimills.ca)  
 613-256-2064 x 225  
 3131 Old Perth Rd, PO Box 400  
 Almonte, ON K0A 1A0

cc. Premier Doug Ford, Daryl Kramp, AMO and all Ontario Municipalities

Attachment: Resolution No. 421-20



## COUNCIL RESOLUTION

October 20, 2020

**Resolution No 421-20**

**Moved by** Deputy Mayor Minnille

**Seconded by** Councillor Dalgity

**CW148-20 Info List Item #6 - Request for Revisions to Municipal Elections**

**BE IT RESOLVED**, that the Council of the Municipality of Mississippi Mills ask Minister of Municipal Affairs and Housing, the Hon, Steve Clark, to review the Municipal Elections Act and provide amendments to ensure that loopholes are closed on any pay to play schemes in rural communities where non-resident electors are permitted to participate in elections so that \$100.00 leases do not tum into ballots for garden sheds;

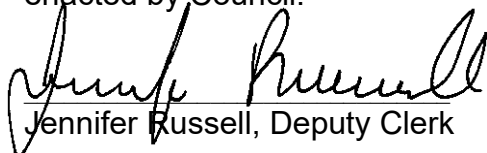
**AND BE IT FURTHER RESOLVED**, that the Council of the Municipality of Mississippi Mills ask the Minister of Municipal Affairs and Housing, the Hon. Steve Clark, to review the Municipal Elections Act and provide amendments to provide clearer, stronger wording, to assist municipal Clerks in addressing issues to allow for a more definitive decision to be made when adding names to the voters' list;

**AND BE IT FURTHER RESOLVED**, that the Council of the Municipality of Mississippi Mills ask the Minister of Municipal Affairs and Housing, the Hon. Steve Clark, to ensure that there is a clear and accessible way to report election fraud;

**AND BE IT FURTHER RESOLVED**, that the Council of the Municipality of Mississippi Mills ask the Minister of Municipal Affairs and Housing, the Hon. Steve Clark, to ensure that the rules described In the Municipal Elections Act are actually enforceable even if there is not current case law;

**AND BE IT FURTHER RESOLVED**, that support for this resolution be sent to Premier Doug Ford, Daryl Kramp, M.P.P. for Hastings-Lennox and Addington, all Ontario Municipalities and the Association of Municipalities of Ontario.

I, Jennifer Russell, Deputy Clerk for the Corporation of the Municipality of Mississippi Mills, do hereby certify that the above is a true copy of a resolution enacted by Council.

  
Jennifer Russell, Deputy Clerk





**LAKE  
OF BAYS**  
• MUSKOKA •

T 705-635-2272  
TF 1-877-566-0005  
F 705-635-2132

TOWNSHIP OF LAKE OF BAYS  
1012 Dwight Beach Rd  
Dwight, ON POA 1H0

February 3, 2021

Via email: [lglazier@westgrey.com](mailto:lglazier@westgrey.com)

Municipality of West Grey  
**Attention: Lindsey Glazier, Legislative Coordinator**  
402813 Grey Road 4  
RR 2  
Durham, ON  
N0G 1R0

Dear Ms. Glazier:

**RE: Correspondence – Schedule 8 of the Provincial Budget Bill 229, Protect, Support and Recover from COVID-19 Act**

On behalf of the Council of the Corporation of the Township of Lake of Bays, please be advised that the above-noted correspondence was presented at the last regularly scheduled meeting on February 2, 2021, and the following was passed.

**“Resolution #8(b)/02/02/21**

**BE IT RESOLVED THAT the Council of the Corporation of the Township of Lake of Bays hereby supports the resolution from the Municipality of West Grey requesting support to repeal Schedule 8 of Bill 229, Protect, Support and Recover from COVID-19 Act, 2020 (Endangered Species Act), dated January 13, 2021;**

**AND FURTHER THAT this resolution be forwarded to the Municipality of West Grey, Premier Doug Ford, Minister of Finance, Minister of Natural Resources and Forestry, Minister of the Environment, Conservation and Parks, M.P.P of Parry Sound-Muskoka, all Ontario Municipalities and the Association of Municipalities of Ontario.**

**Carried.”**

Should you have any questions, please do not hesitate to contact our Municipal Office at 705-635-2272.

Sincerely,

Carrie Sykes, *Dipl. M.A., CMO, AOMC*,  
Director of Corporate Services/Clerk.  
CS/cw  
Encl.

Copy to: Hon. Doug Ford, Premier of Ontario  
Hon. John Yakabuski, Minister of Natural Resources and Forestry  
Hon. Jeff Yurek, Minister of the Environment, Conservation and Parks  
Hon. Norm Miller, M.P.P. for Parry Sound-Muskoka  
Hon. Peter Bethlenfalvy, Minister of Finance  
Association of Municipalities of Ontario  
All Ontario Municipalities



**Corporation of the  
Municipality of West Grey**

402813 Grey Road 4  
RR 2 Durham, ON N0G 1R0  
519-369-2200

**January 13, 2021**

Re: Schedule 8 of the Provincial Budget Bill 229, Protect, Support and Recover from COVID-19 Act

WHEREAS the Ontario Government proposes amendments to the Crown Forest Sustainability Act in Schedule 8 of the Provincial Budget Bill 229, Protect, Support and Recover from COVID-19 Act (Budget Measures), 2020;

WHEREAS the Crown Forest Sustainability Act applies to almost two thirds of Ontario's land base which amounts to over 70 million hectares of land that is habitat for many species at risk;

WHEREAS Bill 229 schedule 8 amends the Crown Forest Sustainability Act in order to exempt all forestry operations from mandatory consideration of species at risk protection and recovery as mandated by the Endangered Species Act;

WHEREAS Bill 229 schedule 8 removes the ability to issue orders in circumstances when there is imminent danger to a species at risk;

THEREFORE BE IT RESOLVED THAT West Grey council requests the Province of Ontario repeal schedule 8 of Bill 229 and that a copy of this resolution be forwarded to:

Premier Ford

Minister Philips, Minister of Finance

Minister Yakabuski, Minister of Natural Resources and Forestry

Minister Yurek, Minister of the Environment, Conservation and Parks

MPP Bill Walker, Bruce-Grey-Owen Sound

MPP Ian Arthur, NDP Environment Critic

Grey County Council  
Ontario municipalities  
Association of Municipalities of Ontario  
Conservation Ontario  
Saugeen Valley Conservation Authority  
Grey Sauble Conservation Authority

Respectfully,

Genevieve Scharback,  
Director of Administration / Clerk  
Municipality of West Grey





T 705-635-2272

TOWNSHIP OF LAKE OF BAYS

TF 1-877-566-0005

1012 Dwight Beach Rd

F 705-635-2132

Dwight, ON P0A 1H0

February 3, 2021

Via email: [TArbuckle@bracebridge.ca](mailto:TArbuckle@bracebridge.ca)

Town of Bracebridge  
**Attention: Mayor Graydon Smith**  
 1000 Taylor Court  
 Bracebridge, ON  
 P1L 1R6

Dear Mayor Smith:

**RE: Correspondence – Request for Municipal Infrastructure Funding Opportunities**

---

On behalf of the Council of the Corporation of the Township of Lake of Bays, please be advised that the above-noted correspondence was presented at the last regularly scheduled meeting on February 2, 2021, and the following was passed.

**“Resolution #8(d)/02/02/21**

**BE IT RESOLVED THAT** the Council of the Corporation of the Township of Lake of Bays hereby supports the resolution from the Town of Bracebridge requesting the Federal and Provincial Governments provide immediate broad and substantial municipal Infrastructure Funding opportunities for well-planned, shovel-ready projects already prioritized under municipal asset management plans to provide immediate stimulus to the local, provincial and the federal economies in order to rebound from the impact of the COVID-19 pandemic, dated January 22, 2021.

**AND FURTHER THAT** this resolution be forwarded to the Town of Bracebridge, the Right Honourable Prime Minister of Canada, the Federal Minister of Infrastructure and Communities, the Honourable Premier of Ontario, the Ontario Minister of Finance, the Ontario Minister of Infrastructure, the Ontario Minister of Municipal Affairs and Housing, the Association of Municipalities of Ontario, the Federation of Canadian Municipalities, the Local Member of Parliament, the Local Member of Provincial Parliament, and all Ontario Municipalities.

Carried.”

...2



T 705-635-2272  
 TF 1-877-566-0005  
 F 705-635-2132

TOWNSHIP OF LAKE OF BAYS  
 1012 Dwight Beach Rd  
 Dwight, ON P0A 1H0

*Page 2*

Should you have any questions, please do not hesitate to contact our Municipal Office at 705-635-2272.

Sincerely,

Carrie Sykes, *Dipl. M.A., CMO, AOMC,*  
 Director of Corporate Services/Clerk.

CS/cw

Encl.

Copy to: Right Honourable Prime Minister of Canada  
 Federal Minister of Infrastructure and Communities  
 Hon. Doug Ford, Premier of Ontario  
 Hon. Peter Bethlenfalvy, Minister of Finance  
 Hon. Steve Clark, Minister of Municipal Affairs and Housing  
 Hon. Scott Aitchison, M.P. Parry Sound-Muskoka  
 Hon. Norm Miller, M.P.P. Parry Sound-Muskoka  
 Federation of Canadian Municipalities  
 Association of Municipalities of Ontario  
 All Ontario Municipalities



January 22, 2021

**RE: Item for Discussion – Infrastructure Funding**

At its meeting of January 20, 2021, the Council of the Corporation of the Town of Bracebridge ratified motion 21-GC-024, regarding Infrastructure Funding, as follows:

“WHEREAS the Association of Municipalities of Ontario (AMO) has reported that municipal governments own more of Ontario’s infrastructure than any other order of government, and most of it is essential to economic prosperity and quality of life;

AND WHEREAS municipalities deliver many of the services that are critical to residents in every community, and these services rely on well-planned, well-built and well-maintained infrastructure;

AND WHEREAS the Ontario Provincial Government has stated that universal asset management will be the foundation of its municipal infrastructure strategy because effective asset management planning helps ensure that investments are made at the right time to minimize future repair and rehabilitation costs and maintain assets;

AND WHEREAS Federal and Provincial infrastructure funding models now contain requirements for recipients to demonstrate that comprehensive asset management planning principles are applied when making decisions regarding infrastructure investment;

AND WHEREAS infrastructure funding limits need to be large enough to support significant projects that have a lasting community impact over multiple generations;

AND WHEREAS targeted funding for critical infrastructure is inconsistent with the principle foundation of an asset management strategy which prioritizes needs over wants and has resulted in underfunding of the wide range of infrastructure that municipalities are responsible for maintaining, such as arenas and libraries;

AND WHEREAS the Community, Culture and Recreation Stream of the Investing in Canada Infrastructure Program received demand of almost \$10 billion for a \$1 billion funding envelope;

AND WHEREAS broad eligibility for funding is more appropriate as municipalities best understand their infrastructure needs together with the needs of their community;

AND WHEREAS no and/or insufficient funding programs currently exist to fund the demonstrated need for the building, restoration and enhancement of community, culture and recreation assets;

AND WHEREAS funding the replacement of these needed capital assets is beyond the financial capacity of most communities;

AND WHEREAS the age of the Town of Bracebridge arena is greater than 70 years old, and the Library greater than 110 years old, requiring immediate replacement;

AND WHEREAS the Town of Bracebridge was recently denied any funding under the Community, Culture and Recreation stream of the Investing in Canada Infrastructure Program, despite clearly meeting the tests of proper asset management and identifying needs over wants;

AND WHEREAS the economy of Ontario has been negatively impacted by the ongoing measures implemented to reduce the spread of COVID-19;

NOW THEREFORE the Council of The Corporation of the Town of Bracebridge resolves as follows:

1. THAT the Federal and Provincial Governments provide immediate broad and substantial municipal funding opportunities for well-planned, shovel-ready projects already prioritized under municipal asset management plans to provide immediate stimulus to the local, provincial and the federal economies in order to rebound from the impact of the COVID-19 pandemic.
2. AND THAT this resolution be forwarded to the Right Honourable Prime Minister of Canada; the Federal Minister of Infrastructure and Communities; the Honourable Premier of Ontario; the Ontario Minister of the Finance; the Ontario Minister of Infrastructure; the Ontario Minister of Municipal Affairs and Housing; the Association of Municipalities of Ontario (AMO); the Federation of Canadian Municipalities (FCM); the Local Member of Parliament (MP); the Local Member of Provincial Parliament (MPP); and all Municipalities in Ontario.

In accordance with Council's direction I am forwarding you a copy of the resolution for your attention.

Please do not hesitate to contact me if I can provide any additional clarification in this regard.

Yours truly,



Graydon Smith  
Mayor



T 705-635-2272 TOWNSHIP OF LAKE OF BAYS  
 TF 1-877-566-0005 1012 Dwight Beach Rd  
 F 705-635-2132 Dwight, ON POA 1H0

February 3, 2021

Via email: [asimonian@augusta.ca](mailto:asimonian@augusta.ca)

Township of Augusta  
**Attention: Annette Simonian, Clerk**  
 3560 County Road 26  
 Prescott, ON  
 K0E 1T0

Dear Ms. Simonian:

**RE: Correspondence – Ontario Fire College**

---

On behalf of the Council of the Corporation of the Township of Lake of Bays, please be advised that the above-noted correspondence was presented at the last regularly scheduled meeting on February 2, 2021, and the following was passed.

**“Resolution #8(f)/02/02/21**

**BE IT RESOLVED THAT the Council of the Corporation of the Township of Lake of Bays hereby supports the resolution from the Township of Augusta regarding their request for support for the Province of Ontario to reverse their decision to close the Ontario Fire College, dated January 25, 2021;**

**AND FURTHER THAT this resolution be forwarded to the Township of Augusta, the Honourable Doug Ford Premier of Ontario, the Honourable Sylvia Jones; Ontario Solicitor General, the Honourable Steve Clark, Minister of Municipal Affairs and Housing, the Ontario Fire Marshal; Jon Pegg, and all Ontario Municipalities.**

**Carried.”**

Should you have any questions, please do not hesitate to contact our Municipal Office at 705-635-2272.

...2



T 705-635-2272  
TF 1-877-566-0005  
F 705-635-2132

TOWNSHIP OF LAKE OF BAYS  
1012 Dwight Beach Rd  
Dwight, ON P0A 1H0

Page 2

Sincerely,

Carrie Sykes, *Dipl. M.A., CMO, AOMC,*  
Director of Corporate Services/Clerk.  
CS/cw

Encl.

Copy to: Hon. Doug Ford, Premier of Ontario  
Hon. Sylvia Jones, Ontario Solicitor General  
Hon. Steve Clark, Minister of Municipal Affairs and Housing  
Jon Pegg, Ontario Fire Marshal  
All Ontario Municipalities

## TOWNSHIP OF AUGUSTA

Moved By: TAYLA HEURCY

Date: January 25, 2021

Seconded By: JEFF SHAWEN

Resolution No: 4

**WHEREAS** the Ontario Fire College has been in existence since 1949; and

**WHEREAS** the Ontario Fire College is one of the primary sources of certified training for Ontario Firefighters; and

**WHEREAS** the Ontario Fire College has built a reputation of integrity, credibility, and reliability in providing some of the best training to our Fire Services within the Province of Ontario; and

**WHEREAS** the Ontario Fire College has been used to train and certify both Volunteer, Part-Time and Career firefighters throughout Ontario; and

**WHEREAS** the Ontario Fire College gives Ontario Firefighters another option other than Regional Training Centers to obtain National Fire Protection Association (NFPA) certifications; and

**WHEREAS** the Ontario Fire College is the most cost-effective method to certify Firefighters to NFPA Standards in Ontario; and

**WHEREAS** the Ontario Government enacted and revoked O. Reg. 379/18: Firefighter Certification in 2018; and

**WHEREAS** when the Ontario Government revoked O. Reg. 379/18: Firefighter Certification, it was made known by the Office of the Solicitor General that the act would be amended and brought back in the future; and

**THEREFORE, BE IT RESOLVED THAT** the Township of Augusta requests that the Province of Ontario reverse their decision to close the Ontario Fire College as the OFC is one of the best and most cost-effective methods for municipalities to train their firefighters which assists us in protecting our residents; and

**BE IT FURTHER RESOLVED THAT** this Resolution is forwarded to the Honourable Doug Ford Premier of Ontario, the Honourable Sylvia Jones; Ontario Solicitor General, the Honourable Steve Clark, Minister of Municipal Affairs and Housing, the Ontario Fire Marshal; Jon Pegg, and all municipalities within the Province of Ontario.

**RECORDED VOTE:**

	FOR	AGAINST
Councillor Bowman	_____	_____
Councillor Henry	_____	_____
Mayor Malanka	_____	_____
Councillor Schapelhouman	_____	_____
Deputy Mayor Shaver	_____	_____

CARRIED: Donald  
MAYOR

DEFEATED: \_\_\_\_\_  
MAYOR

Declaration of pecuniary interest by: \_\_\_\_\_

Nature of interest: \_\_\_\_\_

- Disclosed His/Her/Their Interest
- Vacated His/Her/Their Seat
- Abstained from discussion and did not vote on the question



**RECORDED VOTE:**

	<b>FOR</b>	<b>AGAINST</b>
Councillor Bowman	_____	_____
Councillor Henry	_____	_____
Mayor Malanka	_____	_____
Councillor Schapelhouman	_____	_____
Deputy Mayor Shaver	_____	_____

CARRIED: *Don Malanka*  
MAYOR

DEFEATED: \_\_\_\_\_  
MAYOR

Declaration of pecuniary interest by: \_\_\_\_\_

Nature of interest: \_\_\_\_\_

- Disclosed His/Her/Their Interest
- Vacated His/Her/Their Seat
- Abstained from discussion and did not vote on the question



February 3, 2021

Via Email

Re: Letter of Support, Grant Extension for Ontario Municipalities

This letter is being sent in support of the Township of **Matachewan's resolution regarding** grant application deadlines.

Please be advised that at their meeting on February 1, 2021, Council of the Municipality of Meaford passed the following resolution **of support pertaining to the Township of Matachewan's** request regarding grant opportunity timelines for Ontario municipalities:

Moved by: Councillor Vickers

Seconded by: Councillor Greenfield

That Council of the Municipality of Meaford directs Staff to prepare and send a letter of support on the Township of Matachewan resolution regarding the extension of grant deadlines to all Ontario Municipalities and AMO.

Carried - Resolution #2020-02-08

As per the above resolution, please accept a copy of this correspondence for your information and consideration.



Yours sincerely,

A handwritten signature in black ink, appearing to read "MWS", enclosed in a thin black rectangular border.

Margaret Wilton-Siegel  
Deputy Clerk / Manager of Community Services  
Municipality of Meaford  
21 Trowbridge Street West, Meaford  
519-538-1060, ext. 1100 | [mwiltonsiegel@meaford.ca](mailto:mwiltonsiegel@meaford.ca)

cc: Association of Municipalities Ontario  
All Ontario Municipalities

On January 28, 2021 Regional Council made the following decision:

1. Council approve an amendment to the tri-party agreement with the Town of Newmarket and Marianneville Developments Limited to allow the Developer to undertake additional inflow and infiltration reduction work in the Town of Newmarket.
2. Council authorize the Commissioner of Environmental Services to execute the amendment to the tri-party agreement with the Town of Newmarket and Marianneville Developments Limited and other amendments with landowners moving forward.
3. Council authorize the Commissioner of Environmental Services to execute future amendments to existing tri-party project agreements under the principles of the Developer-funded Inflow and Infiltration Reduction Program.
4. The Regional Clerk forward a copy of this report to the Town of Newmarket and Marianneville Developments Limited.

The original staff report is attached for your information.

Please contact Wendy Kemp, Director, Infrastructure Asset Management (A) at 1-877-464-9675 ext. 75141 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Environmental Services  
January 14, 2021

Report of the Commissioner of Environmental Services

## Amendment to Marianneville Developments Limited Inflow and Infiltration Reduction Project Tri-party Agreement

### 1. Recommendations

1. Council approve an amendment to the tri-party agreement with the Town of Newmarket and Marianneville Developments Limited to allow the Developer to undertake additional inflow and infiltration reduction work in the Town of Newmarket.
2. Council authorize the Commissioner of Environmental Services to execute the amendment to the tri-party agreement with the Town of Newmarket and Marianneville Developments Limited and other amendments with landowners moving forward.
3. Council authorize the Commissioner of Environmental Services to execute future amendments to existing tri-party project agreements under the principles of the Developer-funded Inflow and Infiltration Reduction Program.
4. The Regional Clerk forward a copy of this report to the Town of Newmarket and Marianneville Developments Limited.

### 2. Summary

This report seeks Council authorization for the Commissioner of Environmental Services to amend the Developer-funded Inflow and Infiltration Reduction Project (the Project) tri-party agreement with the Town of Newmarket (the Town) and Marianneville Developments Limited (Marianneville). The amendment will allow Marianneville to expand the Project area and receive additional servicing capacity for newly proposed development lands, based on Council-approved principles from [September 24, 2015](#).

This report also seeks authority for the Commissioner of Environmental Services to execute future amendments to existing tri-party agreements under the principles of the Developer-funded Inflow and Infiltration Reduction Program (the Program).

Key Points:

- The Developer-funded Inflow and Infiltration Reduction Program supports implementation of the Region's Inflow and Infiltration Reduction Strategy, a

requirement under the Environmental Compliance Approval for the Southeast Collector Trunk Sewer

- Under the Program, a developer can carry out remedial works in the local sewer network and recover wastewater servicing capacity for use in their development by entering into a tri-party agreement with the Region and local municipality
- In capacity constrained areas, the recovered capacity helps the local municipality meet its growth needs through infirstretching which helps to offset costly infrastructure upgrades
- To accommodate new developments, Marianneville has proposed expansion of the original project area, requiring an overall combined total of 7,686 persons of assignable wastewater capacity to be achieved through additional remedial works at no cost to the Region or the Town

### 3. Background

#### **York Region's Developer-funded Inflow and Infiltration Reduction Program enables a developer to earn wastewater capacity through tri-party agreements with the Region and local municipality**

The Region's Developer-funded Inflow and Infiltration Reduction Program commenced in 2010 to encourage repair of existing sewer networks which would then unlock capacity within the same sewage drainage area (sewershed) for new development. The Program enables a developer to undertake inflow and infiltration reduction work at their own cost and risk, in exchange for assignment of wastewater capacity using a predetermined ratio. This approach ensures one person of new capacity is allocated for every two or more persons of capacity earned through remedial works. It also contributes to the goal of 40 million litres/day of inflow and infiltration reduction by 2031 under the Environmental Compliance Approval for the Southeast Collector Trunk Sewer. The supporting municipality may also choose to include additional requirements for their growth needs. Marianneville is one of several developers that have participated in the Program since 2010.

#### **A tri-party agreement with Marianneville was initiated in July 2016**

On [September 24, 2015](#), Council authorized the Commissioner of Environmental Services to enter into a tri-party agreement with the Town and Marianneville to undertake a Developer-funded Inflow and Infiltration Reduction Project in Newmarket. The agreement was executed on July 26, 2016 and is based on principles to ensure alignment with the Region's overall Inflow and Infiltration Reduction Program. The tri-party agreement established a maximum capacity assignment threshold that could be earned through remedial works, identified the benefitting development lands and limited the Project to the Newmarket Sewage Pumping Station sewershed, which ultimately drains to the Aurora Sewage Pumping Station. Consistent with the Program, capacity earned through remedial works is shared between the Region and Marianneville, whereby one person of capacity is allocated to Marianneville for every two persons capacity earned through remedial works. This helps manage risk and contributes to achieving the Region's inflow and infiltration reduction target.

The agreement further stipulates that approval of any new project areas and additional capacity assignment beyond the stipulated threshold will require consideration by Regional Council based on viability and defined criteria.

## 4. Analysis

### **Amendment of the Marianneville agreement is proposed to accommodate three new benefitting developments**

The existing Marianneville tri-party agreement accommodates a servicing capacity of 2,748 persons for Glenway East and Yonge-Millard developments. Marianneville has requested an agreement amendment to include up to three new benefitting development lands as shown in Attachment 1, one of which is currently under negotiation for acquisition. Expansion of the eligible area for inflow and infiltration reduction work is also requested. The future developments will require additional wastewater capacity of 2,137 persons as shown in Table 1.

### **Inflow and infiltration reduction work in the expanded project area will provide a net capacity benefit to the Aurora Sewage Pumping Station**

Sanitary sewer flows generated within the expanded project area drain to the Aurora Sewage Pumping Station. Expanded inflow and infiltration remedial works will improve capacity constraints at the downstream Aurora Sewage Pumping Station, since the work undertaken by the developer will help reduce extraneous flows to the pumping station, as per the Program principles.

### **A total servicing capacity assignment threshold of 7,686 persons is proposed in the amended tri-party agreement**

As sewage servicing capacity in the Aurora Sewage Pumping Station sewershed remains constrained until Upper York Sewage Solutions is commissioned. In the interim, opportunities to recover additional capacity through remedial works helps bridge servicing capacity gaps in the area. The proposed amendment expands the project area for inflow and infiltration reduction works and increases the capacity assignment threshold from 3,800 to 7,686 persons, providing up to 3,886 persons additional servicing capacity to support growth in Newmarket. Consistent with the original Agreement, the Town will receive a portion of the recovered capacity to be used at its discretion. The new threshold also includes a capacity safeguard to address potential density changes in Marianneville's development proposals which may be identified through the development approvals process (Table 1).

**Table 1**  
**Summary of Existing and Proposed Capacity Assignment**  
**(persons of capacity)**

Capacity Assignment Component	Existing Agreement	Additional Requested	Amended Agreement
Marianneville	2,748*	2,137	4,885
Town Growth Needs	755	765	1,520
Capacity Safeguard Amount	297	984	1,281
<b>TOTAL</b>	<b>3,800</b>	<b>3,886</b>	<b>7,686</b>

\*2,591 persons at the time of agreement execution plus reallocated capacity safeguard amount of 157 persons due to density changes identified through development proposals

**Recommend that the Commissioner of Environmental Services be authorized to execute future amendments to existing tri-party agreements**

The Region is currently a party to five Developer-funded Inflow and Infiltration Reduction Project tri-party agreements in Aurora, Newmarket (2), Richmond Hill and Vaughan. On [January 25, 2018](#), Regional Council authorized the Commissioner of Environmental Services to execute new Developer-funded Inflow and Infiltration Reduction Project agreements going forward. This report further requests Council authorization for the Commissioner of Environmental Services to amend existing Project agreements, under the approved Program principles, where requested by the local municipality.

## 5. Financial implication

There are no Regional financial implications for this proposed amendment. The Project implemented under the amended tri-party agreement will be fully funded by Marianneville as per the principles outlined in the existing agreement. The recovered capacity through the sewer repair works helps the Town meet its growth needs through cost effectively infrestretching using built infrastructure capacity in both the Town and Regional systems.

Securities for the inflow and infiltration reduction works are being held by the Town. Provisions in the tri-party agreement require additional securities where proposed works relate to the Regional sanitary system. No such proposals have been made to date.



## 6. Local Impact

The Developer-funded Inflow and Infiltration Reduction Program helps bridge the capacity gap caused by the delay in commissioning of the Upper York Sewage Servicing project and supports growth in the Town of Newmarket. [Town of Newmarket Council](#) has endorsed the proposed tri-party agreement amendment with York Region and Marianneville Developments Limited.

## 7. Conclusion

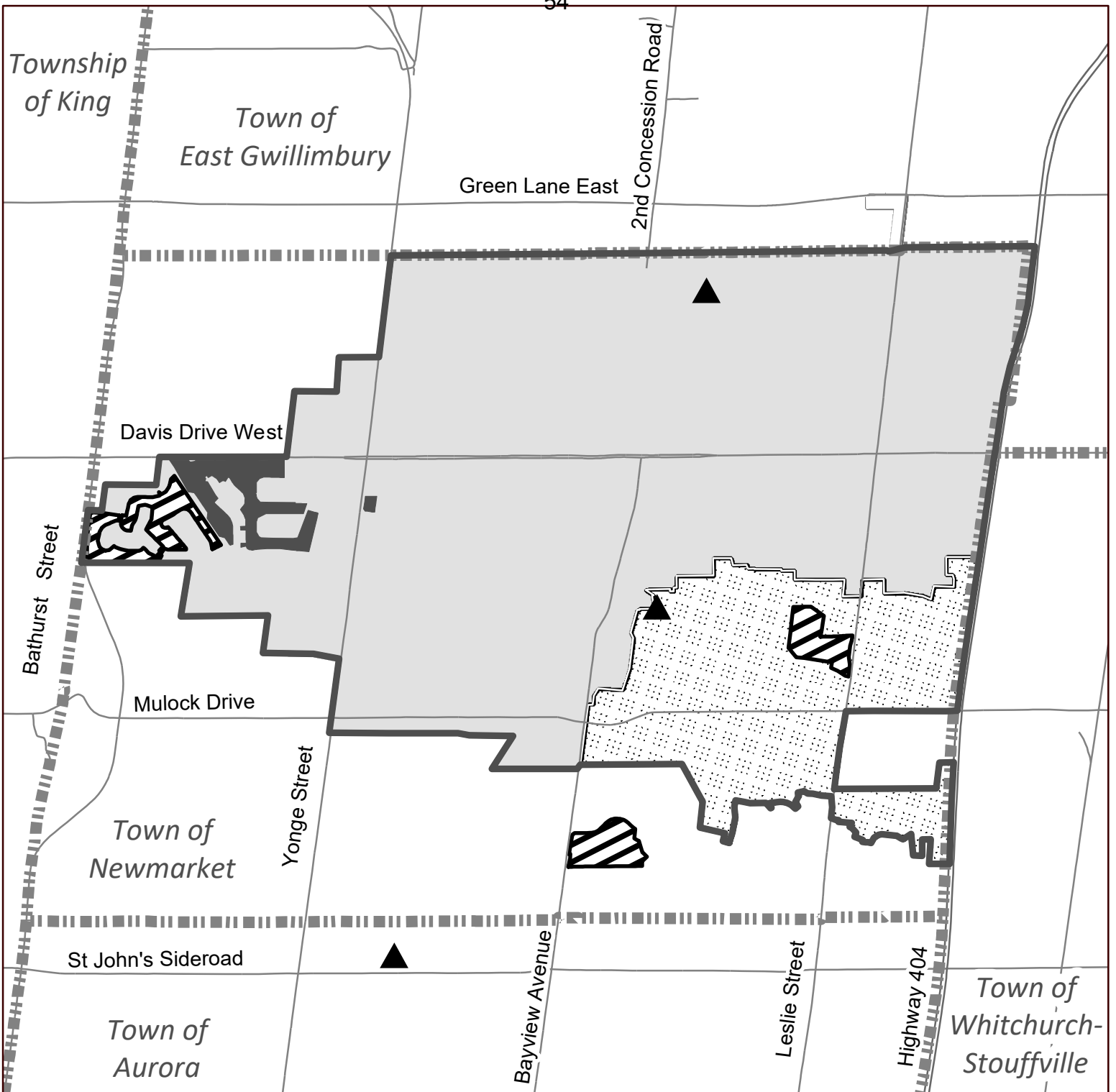
An amendment to the Marianneville Inflow and Infiltration Reduction Project tri-party agreement is requested to include additional benefitting developments, increase the Council endorsed threshold for servicing capacity assignment and expand the project area. The project implemented under the amending agreement will create additional capacity for growth in the Town of Newmarket, bridging the capacity gap due to delays in Upper York Sewage Solutions approval. This report seeks Council authorization for the Commissioner of Environmental Services to execute the Marianneville agreement amendment. Authorization is also requested for the Commissioner of Environmental Services to execute future tri-party agreement amendments, under the Program.

For more information on this report, please contact Wendy Kemp, Director, Infrastructure Asset Management (A) at 1-877-464-9675 ext. 75141. Accessible formats or communication supports are available upon request.

Recommended by: **Erin Mahoney, M. Eng.**  
Commissioner of Environmental Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

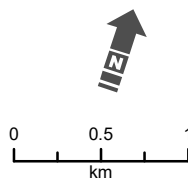
December 11, 2020  
Attachments (1)  
eDOCS# 11515311





**Location Map**





Amendment to Marianneville Developments  
 Limited Inflow and Infiltration Reduction  
 Project Tri-party Agreement  
 January 4, 2021

Produced by:  
 The Regional Municipality of York  
 IAM Branch, Environmental Services Department  
 December 2020  
 Data: Queen's Printer for Ontario 2003-2020



-  Developments in the Original Agreement
-  Developments in the Amended Agreement

**I&I Remedial Project Area**

-  2015- Original Area Eligible for Remedial Works
-  2021- Proposed Expanded Area for Remedial Works
-  York Region Sewage Pumping Station
-  Municipal Boundary

On January 28, 2021 Regional Council made the following decision:

1. Council endorse comments identified in Attachment 1, which were submitted to the Ministry of the Environment, Conservation and Parks in response to Environmental Registry of Ontario posting 019-2579: A proposed regulation, and proposed regulatory amendments, to make producers responsible for operating Blue Box Programs.
2. The Regional Clerk circulate this report to the local municipalities and the Ministry of the Environment, Conservation and Parks, Association of Municipalities of Ontario, Regional Public Works Commissioners of Ontario, and Environment and Climate Change Canada.

The original staff report is attached for your information.

Please contact Laura McDowell, Director, Environmental Promotion and Protection at 1-877-464-9675 ext. 75077 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Environmental Services  
January 14, 2021

Report of the Commissioner of Environmental Services

## Proposed Regulation to Transition Blue Box Program to Full Producer Responsibility

### 1. Recommendations

1. Council endorse comments identified in Attachment 1, which were submitted to the Ministry of the Environment, Conservation and Parks in response to Environmental Registry of Ontario posting 019-2579: A proposed regulation, and proposed regulatory amendments, to make producers responsible for operating Blue Box Programs.
2. The Regional Clerk circulate this report to the local municipalities and the Ministry of the Environment, Conservation and Parks, Association of Municipalities of Ontario, Regional Public Works Commissioners of Ontario, and Environment and Climate Change Canada.

### 2. Summary

The Ministry of Environment, Conservation, and Parks (the Ministry) released a draft regulation to make producers responsible for Blue Box Programs. Staff provided comments to the Ministry in response to the proposed regulation.

#### Key Points:

Region and local municipal staff collaborated to develop a response to the proposed regulation. Staff comments focused on the following:

- Agreement on a common collection system across the province with an expanded list of designated materials and agreement that it should be maintained in the final regulation
- Support for the proposed expansion of eligible sources and that the regulation includes, with clarity, all parks, public spaces, schools, and long-term care facilities
- Support for material category management targets but subcategories suggested to promote continuous improvement

- Request that recycled content component be removed from the regulation and be addressed in collaboration with the federal government
- Maintain curbside collection frequency and depot collection as a supplement to curbside collection to ensure convenient access to services
- Acknowledgement that the Region and local municipalities received the preferred transition date of 2025 and requested the final regulation include flexibility for an earlier transition if it is advantageous to the integrated waste management system throughout the Region

### **City of Markham have requested the province allow them to transition separately from the rest of the Region at an earlier date**

On [November 30, 2020, Markham General Committee](#) approved Markham staff recommendations to request from the province an earlier transition date of January 1, 2023 and the ability to transition independent from the Region. City of Markham staff included this request in their comments to the Ministry on the draft regulation.

Although Markham now has a separate collection contract that provides the City with cost savings by transitioning earlier, doing so is forecasted to negatively impact the rest of the system. Markham supplies approximately 30% of the tonnes processed at the Waste Management Centre. Losing that tonnage would impact operational efficiency and reduce revenue generated by the sale of recyclables. While Regional staff would pursue efforts to mitigate, preliminary estimates indicate it would increase net blue box costs at the Region by approximately \$0.5 million a year.

### **Region staff support negotiating an earlier transition if it has a net advantage to all parts of the system**

[In June 2020](#), Council endorsed a resolution that the Region and all local municipalities transition together in 2025 as the preferred alternative. Council also authorized the Environmental Services Commissioner to work with all local municipal partners to negotiate with producers on an earlier transition to maximize opportunities for cost savings if it is advantageous to the integrated waste management system. These opportunities will be best understood when the final regulation is released and as municipalities see acceptable progress towards early and smooth implementation. Local municipal and Regional staff will continue to collaborate to manage blue box contamination and ensure that our leading blue box collection and processing system is working smoothly for our residents.

## **3. Background**

### **SM4RT Living Plan and leading diversion results have set a strong foundation for producers to build upon**

Council's leadership on waste reduction and diversion has enabled creation of a province-leading integrated waste management system that provides convenient, cost-effective

programs supported by all York Region residents. The SM4RT Living Plan endorsed by Council in 2013 and updated in 2020, prioritizes the Region's focus towards a circular economy which aligns with the province's move towards full producer responsibility for the Blue Box Program. Municipal leadership has provided a strong foundation for waste diversion that producers can build on to expand service, increase diversion and address problematic materials cost effectively. By moving the province towards a circular economy through extended producer responsibility, improved environmental outcomes can be achieved while maintaining cost effective service levels that meet resident expectations.

### **Municipalities and other stakeholders have been advocating for Blue Box Program full producer responsibility for several years**

York Region and its local municipal partners have been actively advocating for producer responsibility for the Blue Box Program and other diversion programs for many years (See Attachment 2). It is the most complex program to be transitioned to full producer under the *Waste-Free Ontario Act*. As shown in Figure 1, Regional and local municipal staff have been collaborating to prepare for a smooth transition since initial discussions between municipalities and producers about amending the Blue Box Program in 2017. Since the Blue Box Wind Up letter was issued in August 2019, local and Regional staff have met regularly to provide input into consultations and municipal policy positions. Collaboratively we completed a preliminary financial analysis and a risk assessment considering service level and contract impacts, culminating in a joint recommendation on transition timing shared with Council in June 2020.

**Figure 1**  
**Key Milestones in the Blue Box Transition Process to date**



## **Staff submitted comments on the proposed Blue Box regulation to meet the Ministry's timeline for input**

On October 19, 2020, the Ministry posted the proposed regulation and proposed regulatory amendments that would make producers responsible for operating Blue Box Programs to the Environmental Registry for comment. The province set a closing date of December 3, 2020 for public comments on this regulatory package. Regional staff consulted with local municipal partners to solicit input into the response letter. Due to timing of the Environmental Registry posting, Council input was not possible ahead of the submission deadline. The submission to the province aligned with comments jointly submitted by the Regional Public Works Commissioners of Ontario, Association of Municipalities of Ontario, Municipal Waste Association, and City of Toronto (Attachment 3). Comments were submitted and include a request that the Ministry consider any additional comments from Council as part of the Region's official submission. The Ministry is expected to incorporate comments and finalize the Blue Box regulation and amendments in early 2021.

## **Proposed regulation establishes model for producer-led Blue Box Program and sets framework for transition**

As reported to Council in [June 2020](#), over the past year the province focused on developing a Blue Box regulation that will govern the new full producer responsibility system shifting financial burden from tax payers to producers and resulting in better environmental outcomes.

The proposed regulation includes a phased approach for when specific obligations would take effect. Once finalized, work begins on implementation. In 2021, it is expected that municipalities and producers will register with the Resource Productivity and Recovery Authority (the Authority) and that producer responsibility organizations will become established and also register. Producer responsibility organizations will then collaborate to develop a common collection system.

## **4. Analysis**

### **Region staff support draft regulation as it reinforces municipal advocacy position and promotes improved environmental outcomes**

While Regional staff were pleased to see that many key components previously advocated for were reflected in the draft regulations, we are concerned about the potential for backsliding based on recent experience with the Electrical and Electronic Equipment Regulations. In this case significant backsliding was noticed between the proposed regulation and the final regulation.

To achieve the desired environmental, social and financial outcomes, it is critical that the components of the draft regulation listed below are carried through to the final regulation:



- Establishing a producer responsibility framework through a common collection system to shift the burden from taxpayers to producers and streamline the program across the province.
- Expansion of designated materials list to include problematic single use items to decrease litter often associated with these materials.
- Inclusion of schools, long term care facilities and some public spaces as eligible sources is an improvement compared to the list of eligible sources proposed in earlier consultations by the province.
- High performance management targets for material categories including a subcategory for non-alcoholic beverage containers which is a substantial improvement compared to current program with only one aggregate target and no enforcement.

Establishing certainty in the proposed transition schedule is appreciated with added flexibility to negotiate earlier transition. In June 2020, in response to the Association of Municipalities of Ontario's call for action, Council passed a resolution that declared the Region's preference to transition blue box transfer and processing services concurrently with local municipal collection services in 2025. The proposed regulation is accompanied by a "Blue Box Transition Schedule" that identifies eligible communities and their transition year which lists York Region in the cohort scheduled in 2025. Preferred dates or delegated authority recommendations were received through 151 Council resolutions; 63 municipalities were given their preferred transition date.

### **Staff recommend revisions to improve accessibility and customer service levels as well as strengthen transparency**

Upon review of the draft regulations, staff noted opportunities to strengthen transparency, improve accessibility, and ensure no negative impacts to residents or their experience with the Blue Box Program. The recommendations can be reviewed in detail in Attachment 1, and are summarized below:

- **Public space eligible sources should include municipal parks and community buildings, along with businesses in downtown core areas** which will help the province achieve its goal of reducing litter in our communities.
- **Performance targets must be established for problematic materials like compostable and single-use packaging** to prevent low performing recyclers from hiding behind high performers in their broad material category. In addition, it prevents leakage of fibre-like materials into municipal streams such as the Region's Green Bin Program which is one of the most cost intensive waste programs delivered to Regional taxpayers at a unit cost of \$270 per tonne, for a total annual cost of \$27 million.
- **Recycled content component of the Regulation should be removed and addressed in collaboration with the federal government.** Recycled content should

not be linked to management targets as this provision may inadvertently lower capture rates without driving new growth in recycling markets. It is difficult to audit recycled content which adds potential associated trade issues. Recycled content requirements would be best addressed by coordinating with federal efforts to introduce national recycled plastic content requirements.

- **Require annual audits rather than proposed cycle of every three years** which increases risks and does little to reduce administrative burden. An annual audit cycle would provide municipalities and producers with better line of sight on program performance and provide an opportunity to improve programs year over year.
- **Require producers who charge consumers a “resource recovery” or similar fee at the point of sale to report on fees collected, perform audits**, and ensure consumers are properly informed of the fee purpose, how the fees are determined and how collected fees are spent.
- **Require producers to provide the same service levels during and after transition that the municipality currently provides.** The draft regulation removes supplementary depot collection and could reduce collection frequency to every other week in the Region post transition; this is a reduction of service. This contradicts the province’s messaging that there must be no negative impact to Ontario residents and their experience with the Blue Box Program.

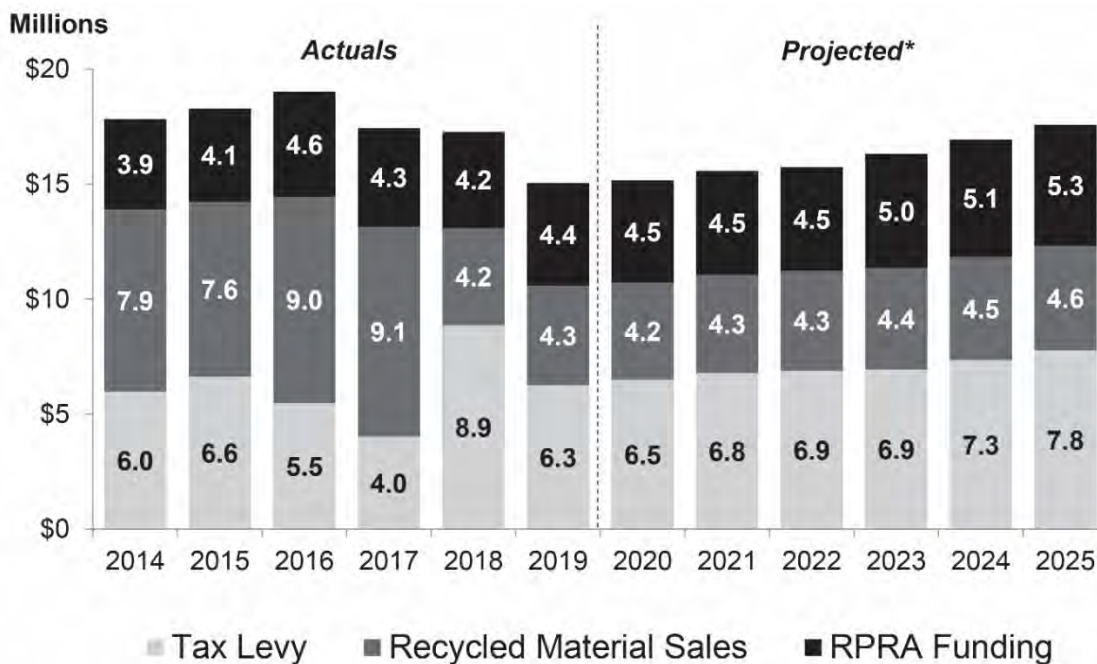
## 5. Financial

As reported in [June 2020](#), staff completed a high level financial analysis of the Blue Box Program based on financial data reported through the Resource Productivity and Recovery Authority Datacall. Figure 2 shows the gross cost of providing blue box transfer and processing services from 2014 to 2025 and the funding sources that support that program.

### **Region will continue to operate and manage processing of blue box materials until transition to producers**

During transition of the Blue Box Program there will not be an interruption to this process. The Region is scheduled to transition in 2025. As outlined in Attachment 4, during 2023 and 2024, while other municipalities are transitioning, the Region will continue to operate and manage processing of blue box materials in the Region. This includes reporting to the Authority’s Datacall process. 2024 will be the final year the Region reports through the Datacall. In 2025, when the Region’s Blue Box Program transitions, funding will be prorated based on the date of transition to the producer led Blue Box Program.

**Figure 2**  
**Regional Blue Box Program Funding Sources**



\*2020-2022 based on 2020 Budget; 2023-2025 is projected.

### **Stewardship Ontario must continue to pay municipalities through the Annual Steward Obligation until full transition**

The Annual Steward Obligation is the amount of money that Stewardship Ontario must pay out to eligible municipalities each year to offset blue box operating costs. Funding for the Annual Steward Obligation is provided by obligated packaging and printed paper stewards who pay fees to Stewardship Ontario based on how much they supply annually into the Ontario residential market. All producers provide funding except newspaper stewards, who meet their obligation with in-kind contributions of advertising space for municipal promotion and education.

### **Blue Box Wind Up Plan proposes change to Annual Steward Obligation that could replace some funding with in-kind newspaper advertising**

On August 15, 2019 the Minister issued direction to Stewardship Ontario and the Authority to wind-up the Blue Box Program to full producer responsibility. Stewardship Ontario drafted a windup plan after consultations, then submitted this draft to the Authority for review. As part of the plan, Stewardship Ontario proposed implementing a new fee setting methodology that shifts a higher proportion of producer's blue box funding obligation to newspaper stewards. Stewardship Ontario estimates that the new fee setting methodology will increase in-kind funding by 70% in 2020, reducing the final cash payment portion of the 2020 Steward Obligation by almost \$4M. That would have reduced the Region's overall payment by approximately \$335,000, of which 50 per cent of the funding is allocated to local municipalities to help offset their Blue Box Program costs. Staff comments during the

Authority's consultation on the plan, recommended that the existing fee methodology be maintained through the transition process. The Authority's board was scheduled to make a final decision in late 2020, staff anticipate outcomes of this decision to be made public in early 2021.

## 6. Local Impact

### **Staff and local municipal analysis demonstrated that transitioning together, at a later transition date allowed greater certainty and minimized risk**

As reported in [June 2020](#), uncertainty around operational details of producer led programs and contract expiry dates were key factors in determining the preferred transition timing for local municipalities. Table 1 summarizes the system wide risk for each year.

While Table 1 identifies the highest potential for avoided costs if transitioning in year one, the other benefits identified with local municipal partners were taken into consideration and informed the recommended timing for the overall system as 2025. Transitioning later provides more time to adapt to new program requirements and opportunity to learn from other early transitioned municipalities. This creates greater certainty and time to better understand and mitigate the risks as the transition period progresses. Later transition also provides time to determine effective solutions to service gaps and customer service processes that may need to be addressed. Transitioning all municipalities and the Region at the same time also increases bargaining power for those municipalities wishing to remain as service providers under the new system.

**Table 1**  
**Summary of System Wide Risk Factors by Transition Year**

Risk Factor	2023	2024	2025
Uncertainty about impacts of system changes under producer-led program – (for example co-collection, service gaps, customer service, commercial terms for contamination)	Highest	Medium	<b>Lowest</b>
Cost and risk associated with processing infrastructure and continued decline of revenue from sales of recyclables due to market volatility	<b>Lowest</b>	Medium	Highest
Potential for contract penalties from early termination/amendments to existing contracts	Highest	Medium	<b>Lowest</b>

## **Collaborative decision-making maximizes whole system benefits and supports a smooth transition for residents**

The Region's processing contract is structured to efficiently manage tonnage from the entire Region and would be negatively impacted if municipalities were to transition individually. Preliminary estimates on the cost of Markham transitioning independently indicate there would be minimal savings on operational costs. Our MRF processing contract includes tonnage minimums and fixed costs such as utilities and equipment, while the revenue from blue box sales would decrease significantly due to the reduced tonnage. This impact would worsen if other municipalities chose to follow suit and transition independently.

The strong partnership between the Region and local municipalities supports delivery of a Province-leading diversion program for our communities. While the Region recognized the financial benefits of transitioning processing in year one, staff worked with local municipalities to agree on year three as the most beneficial for all parties. Staff will continue to collaborate with our local partners on decision-making that maximizes benefits to the whole system and support a smooth transition for our residents.

## **Local municipal interests and previous advocacy positions reflected in proposed regulations**

Regional and local municipal staff shared their comments on the proposed regulation at the November 12, 2020 Strategic Waste Policy Committee meeting. Local municipal concerns and components of the proposed regulation that local municipal staff were satisfied with were incorporated in the Region's response letter to the Ministry (Attachment 1) and this report.

Local municipal staff supported the expansion of designated materials and eligible sources proposed in the regulation. Local municipal staff recommendations included:

- Clear definitions for public space and facilities so the true scope of eligible sources are known.
- All public facing buildings, parks, Business Improvement Area businesses, and super mailboxes be included as eligible sources.
- Depot collection as a supplement to curbside collection and weekly curbside collection frequency be maintained.
- Annual performance audits and transparent reporting to ensure improved environmental outcomes.

Region and local municipal staff were aligned on these recommendations.

## 7. Conclusion

### **Timing of consultation period for draft regulations did not allow for Regional Council review prior to submission**

The Province released the proposed regulation, and proposed regulatory amendments, to make producers responsible for operating the Blue Box Program on October 19, 2020 for a 45-day consultation period. Staff comments were submitted on December 3, 2020 to meet the submission deadline. Due to the timeframe provided, it was not possible to develop a coordinated response in time for Council endorsement prior to submission. However, any suggestions or clarifications Council wishes to make will be sent to the province to supplement staff comments.

### **Region and local municipalities will continue to collaborate to ensure smooth transition for residents**

The proposed regulation is largely seen to be in keeping with the recommendations provided by David Lindsay, Provincial Special Advisor and the Region's advocacy responses. It aligns with other jurisdictions such as British Columbia that have implemented a similar regulation. While the proposed regulation is a positive step forward, the final regulations for other diversion programs are less favourable to municipalities than draft consultation versions. With this in mind, staff advocated that the final regulation adhere to the draft as any erosion in environmental performance will impact the province's ability to move forward with the Circular Economy.

Local and Regional staff will continue to collaborate to ensure a smooth transition across the integrated waste system. Staff will continue to participate in ongoing blue box transition consultations and will report back to Council with critical updates. Staff continue to work on a plan to monitor effectiveness of transitioned programs to minimize negative impacts on other streams like organics which continue to be managed by municipalities.

For more information on this report, please contact Laura McDowell, Director, Environmental Promotion and Protection at 1-877-464-9675 ext. 75077. Accessible formats or communication supports are available upon request.

Recommended by: **Erin Mahoney, M. Eng.**  
Commissioner of Environmental Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

December 11, 2020  
Attachments (4)  
#11873699



December 2, 2020

Jamelia Alleyne  
Ministry of the Environment, Conservation and Parks  
Resource Recovery Policy Branch  
40 St. Clair Avenue West, Floor 8  
Toronto, ON M4V 1M2

Dear Ms. Alleyne:

**RE: York Region response - a proposed regulation, and proposed regulatory amendments, to make producers responsible for operating Blue Box Programs – ERO 019-2579**

York Region staff thank the Ministry of the Environment, Conservation and Parks (the Ministry) for the opportunity to comment on the proposed Regulation, and proposed regulatory amendments, to transition Blue Box Program operation to producer responsible under the *Resource Recovery and Circular Economy Act, 2016*. This submission is aligned with comments jointly submitted by the Regional Public Works Commissioners of Ontario, Association of Municipalities of Ontario, Municipal Waste Association, and City of Toronto on behalf of the municipal sector. Municipalities such as the Regional Municipality of York are strong partners to assist in determining an effective path forward.

Region staff support this draft regulation as it reinforces the municipal advocacy position and promotes improved environmental outcomes

Region staff were pleased to see many key components previously advocated for reflected in the draft regulations. It is critical that the Province maintains these key components in the final regulations as there is concern these may be removed or weakened as seen in the battery and electronic waste final regulations. Staff recommend the following key components be maintained in finalizing the draft regulations.

**Establishing a producer responsibility framework through a common collection system across the Province**

- Making producers financially responsible to collect a consistent set of materials across the Province including all designated products and packaging from all eligible sources will not only shift the burden from taxpayers but will reduce confusion across municipal borders.



### **Expansion of designated materials list to include problematic single-use items**

- Expanding the designated materials list to include single-use packaging like products, and single-use food and beverage service items as designated materials is an improvement to the current Blue Box Program.
- Shifting the responsibility for managing these problematic materials from municipalities to producers increases the likelihood that solutions for collection and recycling of these materials will be developed and has potential to decrease litter associated with these materials.

### **Inclusion of schools, long-term care facilities and some public spaces as eligible sources**

- Including public spaces and parks, long-term care facilities, schools and multi-residential buildings as eligible sources in the proposed regulation ensures equal access to recycling whether at home, office or within the community.

### **High performance management targets including the subcategory for non-alcoholic beverage containers are critical to driving environmental outcomes**

- Targets in the draft regulation are applicable to multiple material categories and are in line with best-in-class comparable programs. Compared to the current program where only one aggregate target is measured without any enforcement or consequences for non-performance, this is a substantial improvement.
- Staff were pleased to see the addition of non-alcoholic beverage containers as a separate category as this will ensure accountability and drive higher performance.

### **Establishing certainty in the proposed transition schedule is appreciated with added flexibility to negotiate earlier transition**

- Region staff appreciate the level of certainty that the proposed schedule accomplishes.
- Flexibility to transition earlier than the date noted in the Regulation Schedule should be maintained in the final version of the Regulations, as articulated in Part IX of the draft Regulation.

Staff recommend revisions to improve convenience and customer service levels as well as strengthen transparency

Upon review of the draft Regulations, staff noted opportunities to strengthen transparency, improve convenience and ensure no negative impacts to residents and their experience with the Blue Box Program. These recommendations are outlined below:

### **Public space eligible sources should include municipal parks and community buildings, along with businesses in downtown core areas**

- In keeping with Special Advisor David Lindsay's recommendation, producers should provide blue box collection wherever it was provided by municipalities.

#### Recommendation:

1. Final Regulation must provide clear definitions and include as eligible sources all municipal parks, public facing municipal buildings and community facilities, super mailboxes, and businesses and not-for-profit organizations located in Business Improvement Areas. By including these sources as eligible, it will help the Province achieve its goal of reducing litter in our communities.

### **Performance targets must be established for problematic materials like compostable and single-use packaging**

- Subcategory targets and reporting will prevent low performing recyclers such as those who produce single-use packaging from hiding behind high performing recyclers in their broad target category.
- The green bin cannot be used as a tool for producers to shift costs to municipal taxpayers under the guise of extended producer responsibility. The Region's Source Separated Organics Program is one of the most cost intensive waste programs delivered to regional taxpayers at a unit cost of \$270 per tonne, for a total annual cost of \$27 million. The proposed definition of compostable material could allow producers of fibre-based products (e.g., pizza boxes, coffee cups, etc.) to be categorized as compostable material to avoid management costs.

#### Recommendations:

2. Subcategories should be added to more closely track performance of problematic materials to expose low performing problematic packaging that often contributes to litter.
3. The Blue Box regulation and the Food and Organic Waste Policy Statement must be aligned with a clear definition of compostable materials and performance targets specific to compostable packaging to make these producers responsible for the end of life management of their packaging.

### **Recycled content component of the regulation should be removed and addressed in collaboration with the federal government**

- Recycled content requirements would be best addressed by coordinating with federal efforts to introduce national recycled content requirements for plastics and encouraging similar standards for other blue box materials.
- Many producers already include recycled content or have committed to doing so in the future. This provision may inadvertently lower capture rates without driving

new growth in recycling markets. It is very difficult to audit recycled content and identify the quantity and source of recyclable material. Furthermore, there is potential to create advantages for larger multi-national producers over smaller producers as they may have greater access to recyclable materials.

Recommendation:

4. Encourage recycled content in packaging separately from regulations and that the Province establish recycled content targets in collaboration with the federal government.

### **Increase transparency and support continuous improvement by requiring annual audits**

- A consistent annual audit cycle aligned with Ontario's Deposit Return program would provide municipalities and producers with better line of sight on program performance and provide an opportunity to improve programs year over year.

Recommendation:

5. The regulation must require annual performance audits rather than the proposed cycle at every three years which increases risks and does little to reduce administrative burden.

### **Producers charging 'recovery fees' must provide reporting and audits on how the funds are managed**

- Producers who charge consumers a "resource recovery" or similar fee at the point of sale should be required to report on fees collected, perform audits, and ensure consumers are properly informed of; the purpose of the fees charged, how the fees are determined and how the funds raised are spent.
- These requirements are included in Ontario's Used Tire Regulation (O. Reg. 225/08) and Ontario's Deposit Return Systems to ensure consumer transparency, while providing flexibility for the producer.

Recommendation:

6. The requirements related to resource recovery fees in Ontario Regulation 225/18 under the *Resource Recovery and Circular Economy Act, 2016* must be included in the Blue Box regulation.

### **Maintain current service levels including weekly collection and supplementary depot collection where it already exists**

- The draft regulation removes supplementary depot collection and could reduce collection frequency to every other week in the Region post transition.
- This contradicts the Province's messaging that there must be no negative impact to Ontario residents and their experience with the Blue Box Program.

Proposed regulation to make producers responsible for operating Blue Box Programs – ERO 019-2579

- If producers can reduce weekly collection to every two weeks and discontinue depot service after transition, this would be a reduction in service and remove an important part of the current collection infrastructure.
- Depots could provide needed capacity post transition particularly in communities where collection frequency goes to bi-weekly from weekly.
- Communities with large seasonal populations use depots as they leave their properties to return to their primary residences. They cannot participate in curbside programs that operate through the week when they are not at their seasonal property.
- Convenience promotes diversion. If the intent of the Regulation is to increase diversion, convenient recycling options must be provided to residents.

Recommendation:

7. It is recommended that the Regulation require producers to provide the same service levels during and after transition that the municipality currently provides.

York Regional Council comments will be submitted following its January meeting

Due to the timing of the consultation period, engagement with York Regional Council was not possible prior to submission. This response will be considered by Council in January and any additional comments made will be communicated to the Ministry in early February.

Staff thank the Ministry for considering these comments and for continuing to engage municipalities as development of the Blue Box regulation moves forward. We are pleased to see the Province will be moving forward with focus on improving Industrial, Commercial and Institutional diversion which is critical to the preservation of landfill space in the Province.

If you or your staff have any questions or would like to discuss this matter further, please contact Laura McDowell, Director of Environmental Promotion and Protection, at [Laura.McDowell@york.ca](mailto:Laura.McDowell@york.ca)

Sincerely,



Erin Mahoney, M. Eng.  
Commissioner of Environmental Services  
The Regional Municipality of York

cc:  
#11844130

### Communications to Council on Blue Box Full Producer Responsibility

<b>Date</b>	<b>Communication</b>
September 2013 Report	<a href="#">Review of Bill 91, Proposed Waste Reduction Act, 2013</a>
June 2015 Report & Presentation	<a href="#">Pending Waste Reduction and Resource Recovery Framework Legislation Update</a>
February 2016 Report & Presentation	<a href="#">Waste-Free Ontario Act – Update on Proposed Waste Management Legislation</a>
June 2016 Memorandum	<a href="#">Update on Waste-Free Ontario Act</a>
June 2017 Report & Presentation	<a href="#">Update on moving toward full producer responsibility under the Waste-Free Ontario Act</a>
January 2018 Memorandum	<a href="#">Update on Consultation Timelines for Amending the Blue Box Program Plan towards Full Producer Responsibility</a>
February 2018 Report	<a href="#">Comments on Proposed Provincial Food and Organic Waste Framework</a>
February 2018 Memorandum & Presentation	<a href="#">Update on Proposed Amendment to Blue Box Program Plan</a>
March 2018 Report	<a href="#">Update on moving towards Full Producer Responsibility under the Waste-Free Ontario Act</a>
February 2019 Memo	<a href="#">Proposed Made-in-Ontario Environment Plan - Staff Comments Submitted to the Province</a>
May 2019 Report	<a href="#">Provincial Discussion Paper on Reducing Litter and Waste in our Communities</a>
June 2020 Report	<a href="#">Resolution on Transition to Full Producer Responsibility</a>
April 2020 Report	<a href="#">Five Year SM4RT Living Plan Review and Update</a>
December 2020 Memo	<a href="#">Staff Comments on proposed amendments to Food and Organic Waste Policy Statement</a>



Sent via email to: [RRPB.Mail@ontario.ca](mailto:RRPB.Mail@ontario.ca)

November 30, 2020

Jamelia Alleyne  
 Ministry of the Environment, Conservation and Parks  
 Resource Recovery Policy Branch  
 40 St. Clair Avenue West, 8th floor  
 Toronto, ON M4V 1M2

**RE: A proposed regulation, and proposed regulatory amendments, to make producers responsible for operating blue box programs ERO # 019-2579**

Dear Ms. Alleyne,

The Association of Municipalities of Ontario (AMO), the City of Toronto, the Regional Public Works Commissioners of Ontario (RPWCO) and the Municipal Waste Association (MWA) collectively submit these comments on behalf of municipal governments regarding ERO 019-2579 on the Ministry's proposed regulation, and proposed regulatory amendments, to make producers responsible for operating blue box programs.

We would like to thank the Minister of the Environment, Conservation and Parks and Ministry staff for continuing to move this important file forward and for all of their hard work throughout the consultation period, especially under trying conditions. The consultation was well-run with all stakeholders having had significant opportunities to provide their perspectives.

Producer responsibility policies are fundamental to reducing waste and increasing the recovery of resources in Ontario. By establishing outcomes and allowing for flexibility in achieving these outcomes, producers of packaging and products have the greatest ability to drive these outcomes in the most efficient and effective way.

Overall, the draft regulation has achieved what many previous governments have failed to and if finalized consistent with these core regulatory components, will establish Ontario as a leader in moving us towards a circular economy. Ontario municipalities strongly support the following elements of the draft regulation:

- Establishment of a province-wide common collection system:** Moving Ontario's current patchwork of recycling programs across the province to a requirement that by 2026, all Ontarians have the same access to recycling is a significant step forward. Ontarians should have the opportunity to recycle wherever they live, work and play. Including all communities regardless of size, all dwelling types, schools, retirement homes, long-term care facilities and

Association of Municipalities of Ontario  
 200 University Ave., Suite 801  
 Toronto ON M5H 3C6 Canada  
 Tel: (416) 971-9856  
 Fax: (416) 971-6191  
 Toll-free in Ontario: 1-877-426-6527

RPWCO  
 c/o 1266 McDougall Street  
 Windsor ON N8X 3N7  
 Tel: (519) 255-6247 x 6356  
 Fax: (519) 973-5476

Municipal Waste Association  
 PO Box 1894  
 Guelph ON N1H 7A1  
 Tel: (519) 823-1990  
 Fax: (519) 823-0084

City of Toronto  
 100 Queen St. W.  
 25<sup>th</sup> Floor, East Tower  
 Toronto, ON, M5H 2N2  
 Tel: (416) 392-9095  
 Fax: (416) 392-4754

- municipal public spaces (e.g., parks, playgrounds, outdoor areas, and streetscapes in Business Improvement Areas) will improve outcomes.
- **An enhanced and standardized list of materials:** An expanded and standardized list of blue box materials collected and managed across the province through one common collection system will make it easier for all Ontarians to know what can be recycled no matter where you live. It also provides a common standard for producers supplying into the market that they are responsible for managing their used packaging and products sold to consumers.
- **High, progressive and enforceable targets:** Ensuring that all consumer paper, packaging, packaging-like products and certain single use items from eligible sources have progressive, enforceable collection and management targets beginning in 2026, will force innovation and investment in collection and processing infrastructure, and stimulate the creation of new end markets. The Conference Board of Canada estimates that increasing waste diversion in Ontario would support an additional 12,700 jobs and add as much as \$1.5 billion to Ontario's GDP.<sup>1</sup> The proposed targets represent a significant improvement from current rates and will help to reduce litter and wasted resources if effectively implemented and properly enforced.
- **Certainty for planning to ensure a seamless transition:** Establishing a three-year schedule between 2023 and 2025 to transition all current municipal blue box programs to full producer responsibility in a seamless manner allows all stakeholders to plan accordingly and allow for necessary investments in a more effective recycling system.
- **Removing burden from municipal budgets at a time when it is needed more than ever:** Municipal blue box programs have been an increasing burden on municipal budgets and one that we have little ability to influence. Municipal governments cannot control the type of packaging being supplied into the market, we have little influence on recycling markets, nor can we predict changes in packaging to make appropriate investments in collection and processing infrastructure. Producers can. By shifting responsibility to producers, a net savings to property taxpayers and ratepayers will be achieved once fully implemented (i.e. over \$135 million per year based on 2018 costs).

Municipal governments would strongly advocate that the Ministry not weaken any of these core policy components, which was not the case between the draft and final regulations for electronics and batteries. There is broad stakeholder agreement on these core components, and they must be maintained. Combined with equally critical timely and effective implementation of the required Administrative and Monetary

---

<sup>1</sup> Conference Board of Canada. Opportunities for Ontario's Waste: Economic Impacts of Waste Diversion in North America, 2014. Available at <https://www.conferenceboard.ca/e-library/abstract.aspx?did=6233&AspxAutoDetectCookieSupport=1>.

Penalties regulation, the government will have achieved its key goals of providing producers with flexibility to innovate while ensuring strong environmental outcomes.

There are, however, some areas in the draft regulation that are problematic and require amendment. The following are key items that need to be addressed in the regulation:

**Management targets and recycled content:** In its current form, the draft regulation allows producers to reduce their recycling targets through incorporating recycled content derived from materials collected through the common collection system into their products. As many products already include recycled content (e.g. paper, glass, cardboard, aluminum), this provision could increase management risks with little benefit. It is also very difficult to audit and confirm the source and quantity of recycled content incorporated. In addition, there is the potential of competition related issues associated with it (e.g. potentially disadvantage smaller producers who must compete with larger multi-nationals, limitations for producers that cannot currently use recycled content in food contact or pharmaceutical applications). It also has the potential to allocate management responsibilities to producers which are greater than the total quantities of materials that they supply into Ontario, in many cases for production process changes that were made years ago.

*Recommendation:*

1. Incentives for recycled content are better addressed through a separate policy mechanism such as mandatory minimum recycled content requirements for certain products and/or packaging.

**Annual performance audits:** Producers should be required to perform annual performance audits, as is being proposed for Ontario's beverage container deposit return systems. The current proposal requires performance audits every 3 years, which increases risks and does little to actually reduce any administrative burden (i.e., it simply condenses the reporting of three years of audits into one year). Furthermore, there would be no publicly available data to monitor producer performance through the 2023 to 2029 period (six years) making it difficult to identify potential problems and to make any program adjustments required.

*Recommendation:*

2. Performance audits and the reporting of must be required on an annual basis to reduce risks and promote continuous improvement.

**Compostable materials:** Compostable materials should not be exempt from collection and management requirements. An exemption will mean that there is no incentive for producers to find adequate solutions to ensure their products or packaging can be managed properly. Instead, these products and packaging simply add to the costs of the municipal waste management system and it is highly likely that Ontario consumers will not get the sustainable management of these products they expected at purchase and brand owners will never know the success of the recovery of their compostable



packaging. Further, this would create an unlevel playing field for producers who are required to collect and manage all other obligated materials regardless of how these are ultimately managed.

Large, multi-national producers have already made strong commitments to ensure all plastic packaging is reusable, recyclable, or compostable by 2025.<sup>2</sup> The Ellen MacArthur Foundation defines compostable packaging:

A packaging or packaging component is compostable if it is in compliance with relevant international compostability standards, and if its successful post-consumer collection, sorting, and **composting is proven to work in practice and at scale**. (Emphasis added).

The guidance is clear that “Compostable packaging needs to go hand in hand with appropriate collection and composting infrastructure in order for it to be composted in practice. Therefore, when claiming compostability in the context of a specific geographical area (e.g., on-pack recycling labels, public communications), it is important to take into account the local context and available systems in place as outlined in ISO 14021 ...”<sup>3</sup> Therefore to be reported as compostable, it must be proven to work in practice and at scale.

The proposed approach would make producers of compostable materials less responsible than under the current framework (i.e., they currently pay into Ontario's blue box programs), while at the same time the government is proposing to add greater responsibility to municipal government and organic processors for these materials (i.e. proposed changes to the Food and Organic Waste Policy Statement). Municipal governments are extremely concerned about the impact intentional regulatory exemptions or loopholes like this will have on the entire system.

There is also a concern that the proposed definition of compostables could lead to producers of fibre-based products (e.g. pizza and cereal boxes, coffee and drink cups etc.) defining their products or packaging as compostable to avoid collection and management requirements. Compostable materials should be more clearly defined in the final regulation to create a delineation from products and packaging that can be recycled in practice and at scale in Ontario (e.g., fibre based products and packaging such as coffee and drink cups, drink trays, newspapers, take away containers).

### *Recommendations:*

3. The definition of compostable material must be clarified to ensure that materials that can be recycled in practice and at scale are excluded from the compostable materials definition (e.g. coffee and drink cups, drink trays, take away containers).

---

<sup>2</sup> This includes numerous Plastic Pacts such as in Canada, United Kingdom, United States, Europe, Australia, New Zealand.

<sup>3</sup> Ellen MacArthur Foundation. New Plastics Economy Global Commitment, 2019. Available at <https://www.ellenmacarthurfoundation.org/assets/downloads/13319-Global-Commitment-Definitions.pdf>.

4. Compostable materials must NOT be exempt from collection and management requirements (i.e. amend section 2(2) and 2(3)). A separate target for compostable materials must be established based on progressive targets similar to those used for other lower performing materials like flexible plastic.

**Servicing requirements:** Once all municipal blue box programs are transitioned by 2026, the draft regulation removes the requirement for producers to provide depot collection in communities that provide curbside collection to all residents. Most communities with curbside servicing currently supplement curbside collection with depots. There are many communities where these depots are a significant collection point:

- Those with post-secondary schools where there are frequent move-in/move-outs that generate large amounts of cardboard.
- Communities with large seasonal populations that use depots as they leave their properties to return to their primary residences as they cannot participate in curbside programs that operate through the week when they are not at their seasonal property.

Further, these depots could provide needed capacity and accessibility post transition particularly in communities where producers may change collection frequency from weekly to bi-weekly. We are aware of some communities that offer all residences curbside collection that still receive 30% of their total annual blue box tonnage through depots.<sup>4</sup>

*Recommendation:*

5. Producers must be required to continue to provide at least as many depots for the collection of blue box material as there are depots for household garbage in that municipality, regardless of whether curbside collection is provided.

**Resource recovery fees:** Producers who charge consumers a “*resource recovery*” or similar fee at the point of sale should be required to report on fees collected, perform audits, and ensure consumers are properly informed about the purpose of the fees charged; how the fees are determined and how the funds raised are spent. These requirements are included in Ontario’s Used Tire Regulation (O. Reg. 225/08) and Ontario’s Deposit Return Systems to ensure consumer transparency, while providing flexibility for the producer. It is also a function that similar oversight organizations such as the Ontario Motor Vehicle Industry Council (OMVIC) have employed. Municipal governments do not believe there are appropriate mechanisms and resources available through the *Consumer Protection Act* to protect against possible abuse. We have already begun to hear consumer concerns about fees being charged on batteries and are concerned that the same will happen with electrical and electronic equipment (i.e. both regulations failed to include consumer protection provisions).

---

<sup>4</sup> Data is available through the Municipal Datacall.

*Recommendation:*

6. The requirements related to resource recovery fees in [Ontario Regulation 225/18](#) under the *Resource Recovery and Circular Economy Act, 2016* must be included.

**Transition timeline:** A draft transition schedule was provided by municipal governments based on resolutions approved by municipal councils. The transition schedule met the requirements set out by the Province and also provides municipalities with some certainty in planning transition (i.e. a measured transition over a three-year period), many municipal governments did not receive the preferred transition date they requested. A complete list was provided to the Ministry with an explanation, including the proration of the numbers to balance cost, tonnes, population and geographical catchments to promote a smooth transition process and manageable cost transfers to producers over three years.

Those municipal governments who did not receive the date they selected will likely reach out to MECP directly to identify specific issues that may be created by not transitioning on their requested date.

*Recommendations:*

7. That municipal self-determinacy be the driving criteria that is used to establish the transition schedule because municipal governments are best versed on their own situation (e.g. encumbrances for blue box programs such as contracts, assets, human resources etc.) and that the transition schedule should use the dates provided through these resolutions.
8. Where beneficial, the final transition schedule should contain a more specific date than quarterly to ensure municipal service contracts do not expire before producers become responsible.
9. Continue to support a process that would allow producers and municipal governments to adjust their transition timing in the schedule by mutual consent.

**Enforcement mechanisms:** Municipal governments remain concerned about the timely development and implementation of the Administrative Monetary Penalties regulation, which is the key enforcement mechanism to ensure a level playing field for producers and to ensure their targets are met.

*Recommendations:*

10. An Administrative Monetary Penalties regulation should be moved forward as soon as possible.
11. The regulation must ensure that producers implementing alternative collection systems cannot economically benefit from failing to meet targets.

**Common Collection System:** Our understanding of the policy intent of the annual allocation table is to ensure any servicing issues can be addressed quickly and

efficiently. However, the scope and complexity of this part of the regulation seems to encompass much more. For example, the proposed regulation would provide the ability for producers to make their own rules under the regulation, that would then have the force of law. This was not discussed as part of the working group meetings. The scope of these rules is not well defined or understood. Municipal governments are concerned that these rules could be used in a way that conflicts with the public interest such as:

- superseding other legislation, regulations, and bylaws,
- hindering competition in the marketplace,
- unfairly burdening some companies to the benefit of others.

Further, if only one organization is able to meet the proposed threshold for participating in the preparation of the rules, they would have an ability to create their own rules without any oversight. Given these rules have the force of law, municipal governments have concerns about protecting the public interest and what mechanisms the Province will employ to achieve this. It will also be critical to ensure that the proposed process works if there is only one PRO or multiple PROs.

In light of the above, there is continued concern that the proposed 10% threshold to enable producers and/or PROs to participate in the process appears too high and will hinder competition.

*Recommendations:*

12. The 10% threshold represents a barrier to entry for PROs and producers at the rule-making stage and should be reduced.
13. The annual allocation table process must work in a manner that protects the public interest if there is one PRO or multiple PROs.

**Industrial, commercial and institutional (ICI) servicing:** Municipalities are pleased to see consultation will begin shortly on the ICI waste framework. The Ministry has been officially reviewing this framework since February 18, 2013, when a request was submitted under Part IV of the Environmental Bill of Rights.<sup>5</sup> It is hoped that progress can finally be made, given this sector represents a larger portion of the waste generated and disposed in the province and action is required to achieve Provincial objectives to establish a circular economy.

There is some concern from municipal governments in the interim that some small businesses, charities, or faith-based organizations could have difficulties receiving servicing in largely residential areas. We urge the government to ensure that these entities can continue to receive servicing through some other means (e.g. mutual agreement between producers and municipalities to continue collection on a fee per service basis).

---

<sup>5</sup> Available at <http://docs.assets.eco.on.ca/applications/2016-2017/R2012013-undertaken.pdf>.

*Recommendation:*

14. While municipal governments understand these sources are out-of-scope in the blue box regulation development process, real progress on waste diversion will not occur without focusing on ICI waste. We look forward to participating in the full consultation on the ICI waste framework.

**Regulatory Timeline:** Successful implementation of this regulation will also be strengthened by providing all parties (e.g. producers, municipalities, service providers and the Resource Productivity and Recovery Authority) time to ensure they are prepared for the changes necessary. This includes the development of producer responsibility organizations and a new registry system, sorting out contracts, and potential infrastructure investments.

*Recommendation:*

15. Time is essential and we would urge the government to move this regulation forward expeditiously and to maintain the implementation timelines set out in the draft regulation.

**Ontario Regulation 101/94:** Municipal governments remain in agreement with the approach discussed as part of the mediation table.

*Recommendation:*

16. Once a municipality transitions, the requirements under Ontario Regulation 101/94 for municipalities with population of at least 5,000 to operate and maintain a Blue Box management system must cease to apply. Municipal material recovery facilities operating with an exemption under O. Reg. 101/94 should be provided a similar opportunity to allow these facilities to continue to operate unimpeded.

**Amendments to the *Resource Recovery and Circular Economy Act, 2016*:** Municipal governments do not want to impede producer access to blue box materials for collection. Municipal governments are however concerned that their rights and powers under the *Municipal Act* and the *City of Toronto Act* could be superseded by changes to the *RRCEA* that would inhibit their ability to ensure the health and safety of their communities (e.g., noise bylaws). If the Ministry deems this to be important, a separate consultation should be established to properly discuss this after completion of the final blue box regulation.

*Recommendation:*

17. It is premature to further amend the RRCEA. Producers do not begin to take over direct management of existing blue box programs until 2023, and do not assume full control and management of the blue box system until 2026. Municipal governments would be pleased to participate in consultations with the Province, producers and other stakeholders to discuss how we can ensure

producers have unfettered access to blue box materials to meet their obligations and that municipal governments can ensure their legislated responsibilities to maintain public health and safety of their communities remain intact. Stakeholders have demonstrated through the David Lindsay mediation that balanced and meaningful dialogue can result in consensus positions amongst producers and municipalities.

### **Housekeeping and More Minor Amendments:**

- **Definition of aggregates**

A more definitive explanation required than “i.e. road building” as to how materials can be used.

- **Definition of multi-residential**

To ensure greater clarity amend the definition.

- **Definition of public space**

To ensure greater clarity amend the definition for public space to:

“public space” means any land made available by a municipality,

(a) in any park,

(b) any playground, or

(c) any outdoor area located in a business improvement area designated under the *Municipal Act, 2001* or by a by-law made under the *City of Toronto Act, 2006*;

- **Replacement of blue box receptacles**

May want to provide additional language under depot or curbside collection obligations to allow for measures against abuse (e.g., based on a damaged container or a theft of a container).

- **Obligation for Depot Collection**

May be better aligned with the requirements for facilities as opposed to curbside collection as currently drafted.

- **Annual report**

Ensure materials collected and processed are reported in a more detailed manner (e.g., by material category) to allow for the ability to have more specific targets in the future. Where PROs are reporting to the Authority on behalf of participating producers, require that the PROs report in the same detail that they require that producers report to the PRO.

- **Performance reporting for Brewers Retail Inc and the LCBO**

It is unclear why the performance reporting is different for Brewers Retail Inc and the LCBO from the other producers. This includes both the detail and frequency.

Furthermore, while the stated intent of the province is to recognize that alcohol beverage containers are being recycled through these programs, alcohol containers and their associated packaging would be exempt from the proposed Blue Box regulation. How will printed materials (catalogues, advertising materials, etc.) that are not beverage containers be managed?

- There appears to be a few errors in the drafting of the regulation:
  - The definition of “consumer” includes a person in (a) and an individual in part (b). It appears these should be the same.
  - The definition of “marketplace facilitator” looks like sector (a)(ii) should finish with “or” instead of “and”.
  - The definition of “packaging-like” section (a) should read “is used by the consumer for the ...”
  - The definition of “paper” includes the term “blue box consumer” should that simply read “consumer”?

Thank you again for the Province’s fortitude to tackle this important issue and for all the hard work over the last year. We look forward to continuing to work with you and are pleased to answer any questions you might have.

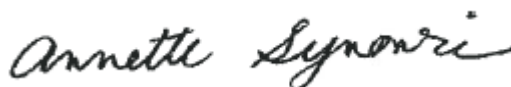
Sincerely,



\_\_\_\_\_  
Dave Gordon  
Senior Advisor, Waste Diversion  
Association of Municipalities of Ontario



\_\_\_\_\_  
Mark Winterton  
Chair, Regional Public Works  
Commissioners of Ontario



\_\_\_\_\_  
Annette Synowiec  
Director, Policy, Planning & Outreach  
Solid Waste Management Services  
City of Toronto



\_\_\_\_\_  
Melissa Kovacs-Reid  
Chair, Municipal Waste Association

# OVERVIEW OF THE TRANSITION PERIOD

Ministry set transition schedule based on municipal preference, geographic location and balancing tonnage across all years. Peel, York, Durham and Niagara Regions, Cities of Toronto, Hamilton and Ottawa account for over 60% of overall tonnes in Ontario

2023

START TRANSITION

CONTINUE STANDARD OPERATIONS

First cohort of municipalities including City of Toronto, City of Ottawa and 46 smaller communities, transitioning to new common collection system by end of the year (approx. 1/3 of system).

**Transitioning municipalities:**

- Receive some Stewardship Ontario (SO) funding prorated based on transition date
- No data call reporting as funding is based on previous year's report

Producers begin paying into both old and new systems

Remaining municipalities continue to operate under existing system and receive current (50%) funding from Stewardship Ontario

**York Region and local municipalities:**

- Continue to operate system as usual
- Plan for monitoring of impacts from transition on other streams post-transition

2024

FULLY TRANSITIONED

START TRANSITION

CONTINUE STANDARD OPERATIONS

First cohort of municipalities fully transitioned

PROs are fully responsible for operation and funding of blue box in these areas.

**Transitioned municipalities:**

- No longer receive SO funding
- No longer report through data call
- No longer responsible for operation of blue box program unless under contract with a PRO as a service provider

Second cohort of municipalities including Peel, Durham and Niagara Regions, Simcoe County and 27 smaller communities transition to new system over the year

Remaining municipalities continue to operate under existing system and receive current (50%) funding from Stewardship Ontario

**York Region and local municipalities**

- Prepare to implement amended contract arrangements for transition date in 2025
- Final year of data call reporting submission

2025

FULLY TRANSITIONED

START TRANSITION

2/3 of municipalities are fully transitioned

Final cohort of municipalities including York and Halton Regions, City of Hamilton and 143 smaller communities transition by end of the year – including York Region and local municipalities

- Implement operational changes and communications to residents as transition moves ahead
- Funding from SO ends at transition date



On January 28, 2021 Regional Council made the following decision:

1. The Commissioner of Community and Health Services be authorized to award direct purchase contracts in order to expedite rapid construction of development projects approved for funding under the Federal Rapid Housing Initiative at a total cost not to exceed funding amounts.
2. Council approve moving forward with the proposed developments on Housing York Inc. properties located at:
  - a) 55/57 Orchard Heights Boulevard, Town of Aurora
  - b) 18838 Highway 11, Town of East Gwillimbury
  - c) 48 Wilsen Road, Township of King
3. Council endorse moving forward with the proposed developments on York Region properties located at:
  - a) 7085 14th Avenue, City of Markham
  - b) 7955 Ninth Line, City of Markham
  - c) 17780 Leslie Street, Town of Newmarket
4. The Commissioner of Community and Health Services be authorized to execute all necessary documents required under the program
5. The Commissioner of Community and Health Services be authorized to adjust funding, and direct any additional funding, as required to maximize use of funds.
6. Council approve 2021 interim Capital Spending Authority of \$34,923,708 for Rapid Housing Initiative capital projects, fully funded from federal funding.
7. The Commissioner of Community and Health Services be directed to report back on the completed projects by June 2022.
8. The Regional Clerk circulate this report to local Members of Parliament, Members of Provincial Parliament, and local municipalities, to encourage working together to expedite the required approvals in order to complete the development projects within the 12-month program deadline.

The original staff report is attached for your information.

Please contact Joshua Scholten, Director, Housing Development and Asset Strategy, at 1- 877-464-9675 ext. 72004 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
 O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Community and Health Services  
January 14, 2021

Report of the Commissioner of Community and Health Services

## **Rapid Housing Initiative – Projects Submitted for Funding and Authority for Agreements**

### **1. Recommendations**

1. The Commissioner of Community and Health Services be authorized to award direct purchase contracts in order to expedite rapid construction of development projects approved for funding under the Federal Rapid Housing Initiative at a total cost not to exceed funding amounts.
2. Council approve moving forward with the proposed developments on Housing York Inc. properties located at:
  - a) 55/57 Orchard Heights Boulevard, Town of Aurora
  - b) 18838 Highway 11, Town of East Gwillimbury
  - c) 48 Wilsen Road, Township of King
3. Council endorse moving forward with the proposed developments on York Region properties located at:
  - a) 7085 14th Avenue, City of Markham
  - b) 7955 Ninth Line, City of Markham
  - c) 17780 Leslie Street, Town of Newmarket
4. The Commissioner of Community and Health Services be authorized to execute all necessary documents required under the program.
5. The Commissioner of Community and Health Services be authorized to adjust funding, and direct any additional funding, as required to maximize use of funds.
6. Council approve 2021 interim Capital Spending Authority of \$34,923,708 for Rapid Housing Initiative capital projects, fully funded from federal funding.
7. The Commissioner of Community and Health Services be directed to report back on the completed projects by June 2022.

8. The Regional Clerk circulate this report to local Members of Parliament, Members of Provincial Parliament, and local municipalities, to encourage working together to expedite the required approvals in order to complete the development projects within the 12-month program deadline.

## 2. Summary

Canada Mortgage and Housing Corporation (CMHC) is delivering a \$1 billion program called the Rapid Housing Initiative to support creating up to 3,000 new affordable rental homes across Canada, to be ready for occupancy by spring 2022. An application for funding was submitted on December 23, 2020.

Key Points:

- The Region applied for six projects totalling \$34,923,708 million to create 113 affordable housing units through the CMHC Rapid Housing Initiative
- CMHC will notify applicants of approved projects in February 2021
- The capital work must be completed within 12 months of signing the agreement with CMHC
- Authority is requested for staff to enter into contracts in order to meet the funding deadline for any projects approved under the Rapid Housing Initiative
- Council approval is required for this method of procurement to expedite the rapid construction of Rapid Housing Initiative funded projects and to ensure the project timelines can be met
- Approval is required from the Region to proceed with development or redevelopment projects on Housing York Inc. (HYI) properties
- Collaboration with local municipalities to expedite approvals is necessary to meet funding deadlines

## 3. Background

### **The federal government is investing \$1 billion to quickly create affordable housing through Canada Mortgage and Housing Corporation's Rapid Housing Initiative**

In [December 2020](#), Council was informed of the Region's upcoming funding application for the Rapid Housing Initiative. The program will provide capital funding to successful applicants to facilitate the rapid and efficient construction of new permanent affordable rental units to help address urgent housing needs. The \$1 billion investment is intended to:

- Support creation of up to 3,000 new permanent affordable housing units

- Cover the cost of construction of modular housing, as well as the acquisition of land, and the conversion/rehabilitation of existing buildings to affordable housing

All funds are to be committed for approved projects by March 31, 2021. The housing must be available within 12 months of the funding agreements being made. All units must be affordable, meaning the household is paying less than 30% of gross income on housing costs. The initiative is targeted to people and populations who are vulnerable and who are also, or otherwise would be, in severe housing need or people experiencing or at high risk of homelessness.

The program offers two streams of funding to support new affordable housing:

- Municipal Stream - \$500 million in allocations to 15 pre-selected municipalities (in Ontario, these are the City of Toronto, City of Ottawa, Region of Peel, City of Hamilton, City of Waterloo and City of London)
- Project Stream - \$500 million for proponents to be selected on a project by project basis. Applications must be submitted by December 31, 2020, and projects must be completed by spring 2022

York Region submitted an application for the Project Stream.

### **Rapid Housing Initiative application was submitted in December 2020**

The program was announced October 27, 2020 and applicants were required to submit proposals by December 31, 2020. Staff reviewed potential projects to determine what could be completed within the program deadlines. In addition to projects on HYI and Region-owned lands, the review of potential projects included consultation with a range of partners such as local municipalities, community housing providers and non-profit agencies to determine if they had viable projects that could be proposed. Nearly sixty sites were considered as part of the review.

## **4. Analysis**

### **Criteria were established to review potential opportunities, primarily whether construction could be completed within one year**

Each of the nearly sixty sites considered for inclusion in the application was reviewed based on the following criteria:

- Land use approvals required – approvals be limited and likely to be obtained on time
- Impact on future development opportunity – modular development is not anticipated to impact future development potential on the site
- Size of the development – number of units accommodated on site
- Location – proximity to existing programs and services

- Expediency – projects must be able to be completed and ready for occupancy within one year

Potential locations were reviewed in all municipalities. Based on the review, six sites were identified that could accommodate the program requirements.

### **Operating impacts were also considered in assessing which projects to propose**

Operating costs for the affordable units are expected to be recovered through rent as well existing Housing Services programs.

Four of the proposed sites are on, or adjacent to, existing HYI properties. As property management services are already conducted by HYI on these sites, the additional operating costs to manage the new housing units would be minimal. The other two proposed sites are not anticipated to have any extraordinary operating costs.

### **The Region's application includes 113 new affordable housing units on six sites**

The application consists of six modular housing projects on lands owned by York Region or by Housing York Inc. The projects identified are those that best met program requirements. The application includes projects in the Town of Aurora, Town of East Gwillimbury, Township of King, Town of Newmarket and City of Markham. The application does not include purchasing lands or properties given the limited opportunities and short development timelines.

Table 1 summarizes the proposed modular housing projects. A map of each location is included in Attachment 1.

**Table 1**  
**Summary of Projects Submitted for Modular Housing**

Location	Property Owner	Number of Units
55/57 Orchard Heights Boulevard, Aurora	HYI	8
18838 Highway 11, East Gwillimbury	HYI	15
48 Wilsen Road, King	HYI	20
7085 14th Avenue, Markham	Region	25
7955 Ninth Line, Markham	Region	25
17780 Leslie Street, Newmarket	Region	20

Location	Property Owner	Number of Units
<b>Total</b>		<b>113</b>

### **Three of the six sites are existing HYI properties; the other three are existing Regional properties**

For the HYI properties, the Region's Shareholder Direction to HYI requires the Region to authorize substantive development or redevelopment projects on HYI property (Section 7.3). As the three Regional sites will remain under Regional ownership, Council approval to use the lands for housing purposes is not required.

### **Local municipal staff are supportive of moving forward with the projects**

Discussions were held with planning staff from the local municipalities as part of the review of potential sites. The application included letters of support from all municipalities, with the exception of the Township of King as staff are interested in first receiving more detailed information, which will not be completed until the application is approved by CMHC.

Collaboration with the local municipalities to expedite approvals will help ensure the units can be implemented by the program deadline. For each project, an engagement and communications plan will be developed for residents and the broader community, with outreach to the neighbourhood early in the process to help them understand the plans for the sites.

### **Flexibility with contracts will help facilitate efficient delivery of these projects**

The program is specifically promoting the use of modular construction and/or retrofit of existing buildings rather than traditional new purpose-built building, using standard wood or concrete construction methods. Staff have engaged with modular home vendors to review their products and ability to deliver units within the timelines. Given the demand that the industry is experiencing as a result of other Rapid Housing Initiative recipients creating modular housing, there may be a limited number of entities reasonably capable of providing the deliverables and it will be important to contract quickly to obtain vendors, and to maximize the time available to complete the projects. Multiple modular home vendors will likely be required to meet the timelines.

A procurement of this nature through established processes could take several months, putting the projects and funding at risk. Council approval to permit direct purchases for the modular homes will enable delivery of the projects in accordance with the short timelines.

It is in the best interest of the Region to use alternative methods of procurement to ensure that project timelines can be met. Staff will endeavor to obtain the best value for deliverables purchased without the full formality of a call for bids, but still provide an objective evaluation including cost and technical merit. Under the circumstances, Council approval is required under Section 18.1 of the Purchasing Bylaw. Council may authorize the requested

procurements under Section 3.3 of the Purchasing Bylaw whereby it would be in the best interests of the Region.

### **Notification of approved projects is anticipated in February 2021**

CMHC is completing a comprehensive review of each application and project. Applications will be ranked based on factors such as expediency, financial viability, affordability, energy efficiency, accessibility and targeted populations.

### **The program supports the Region’s Housing and Homelessness Plan, Official Plan, Housing York Inc.’s Strategic Plan and the York Region 2019 to 2023 Strategic Plan**

The Region’s Housing and Homelessness Plan “[Housing Solutions: A Place for Everyone](#)” includes a goal to increase the supply of affordable and rental housing. Housing York Inc.’s *Building Better Together: Housing York Inc. 2021 to 2024 Strategic Plan* includes a strategic priority to expand the housing portfolio. The Rapid Housing Initiative directly contributes to these priorities through the provision of new, permanent affordable housing stock.

This funding supports the Healthy Communities priority set by Council in the York Region 2019 to 2023 Strategic Plan. The Healthy Communities priority in the 2019 to 2023 Strategic Plan focuses on the health, safety and well-being of the Region’s residents through delivering and promoting affordable housing. In addition, the Region’s Official Plan directly supports the creation of new affordable housing.

## **5. Financial**

### **Funding program provides up to 100% capital contribution, existing Region programs will support affordable rents**

The Rapid Housing Initiative will provide up to 100% in capital contribution funding to cover eligible residential construction costs for approved projects.

The application process requests applicants to indicate the amount of contribution they will make towards the project. The Region’s application included HYI and Region-owned land as the Region’s capital contribution (estimated at \$12.57 million), as well as the value of Development Charge exemption from the Region and local municipalities (estimated at \$5.43 million) as municipal facilities. In addition, local municipalities will be requested to consider relief of parkland dedication requirements, and cash in lieu of fees where possible.

The remaining funds are requested as a capital contribution from CMHC, as indicated in Table 2.



**Table 2**  
**Summary of Requested Funding and Region Contribution**

Location	Number of Units	Requested Funding	Region and Local Municipal Contribution
55/57 Orchard Heights Boulevard, Aurora	8	\$2,564,605	\$1,075,140
18838 Highway 11, East Gwillimbury	15	\$4,824,931	\$1,519,230
48 Wilsen Road, King	20	\$5,801,252	\$2,109,950
7085 14th Avenue, Markham	25	\$8,038,947	\$5,473,373
7955 Ninth Line, Markham	25	\$8,038,947	\$4,043,373
17780 Leslie Street, Newmarket	20	\$5,655,026	\$3,780,000
<b>Total</b>	<b>113</b>	<b>\$34,923,708</b>	<b>\$18,001,065</b>

Operating funds are not provided through this program. Operating costs for these affordable housing units will be recovered through rents. The operating costs will also be supported by existing Housing Services programs, which combined with zero capital costs, will help ensure achievement of the program affordability requirement of households paying less than 30% of gross income on housing costs.

## 6. Local Impact

The need for affordable housing remains high across the Region. At the end of 2019, there were over 17,400 households on the wait list, with less than 300 new households being housed each year. If approved, these projects will provide 113 new affordable housing units.

Local municipalities are critical partners in increasing the supply of affordable housing. Local municipalities will be instrumental in providing timely approvals for these developments. The projects completed through this funding will provide additional affordable, longer-term housing options to serve the Region's residents.

## 7. Conclusion

Through the Rapid Housing Initiative, York Region has an opportunity to provide new affordable housing units by 2022, with capital costs funded through the program. Flexibility with contracts will help facilitate efficient delivery of these projects, which will provide additional affordable housing options to serve the Region's communities and local municipalities.

---

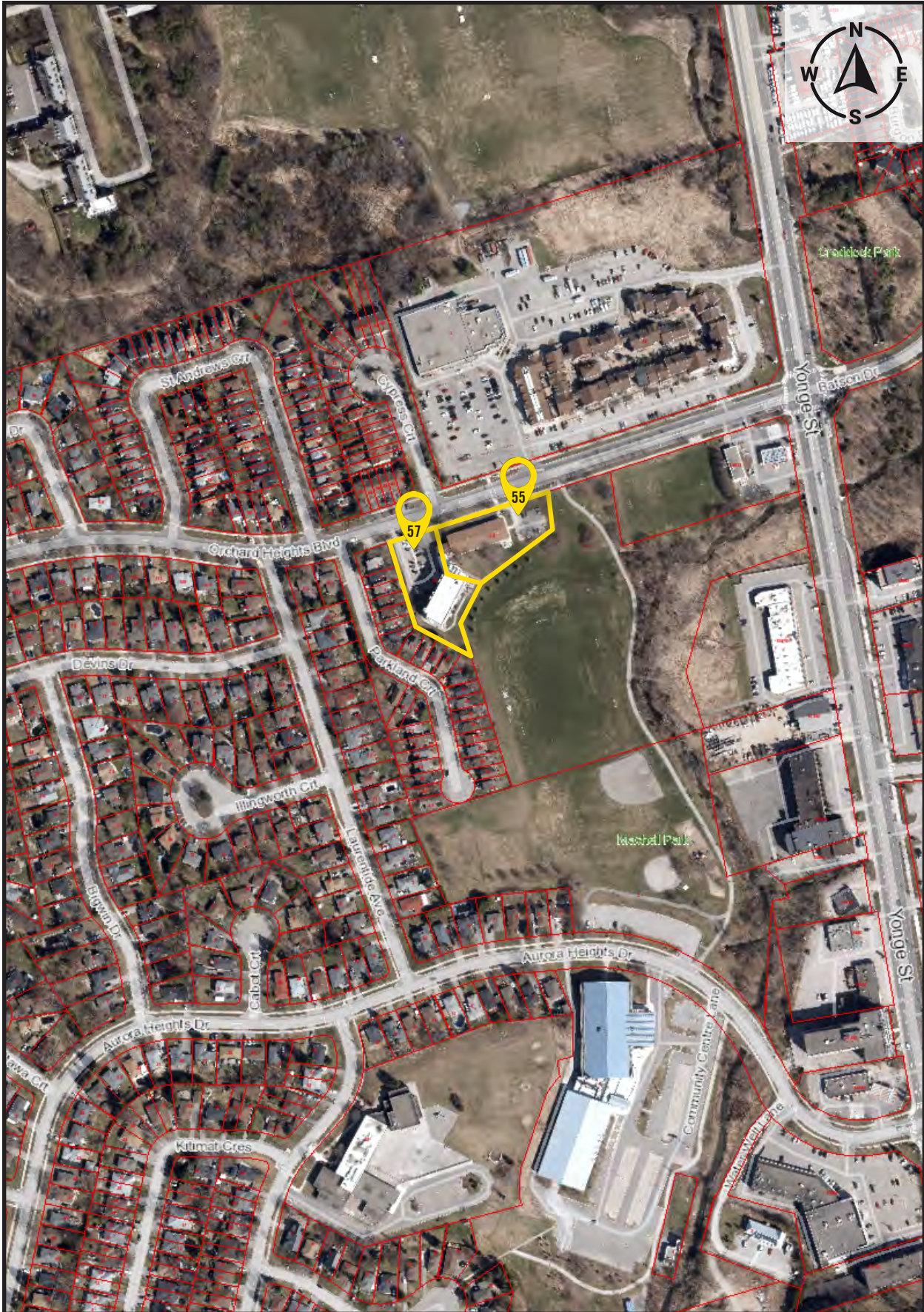
For more information on this report, please contact Joshua Scholten, Director, Housing Development and Asset Strategy, at 1-877-464-9675 ext. 72004. Accessible formats or communication supports are available upon request.

Recommended by: **Katherine Chislett**  
Commissioner of Community and Health Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

January 12, 2021  
Attachment 1  
11916265

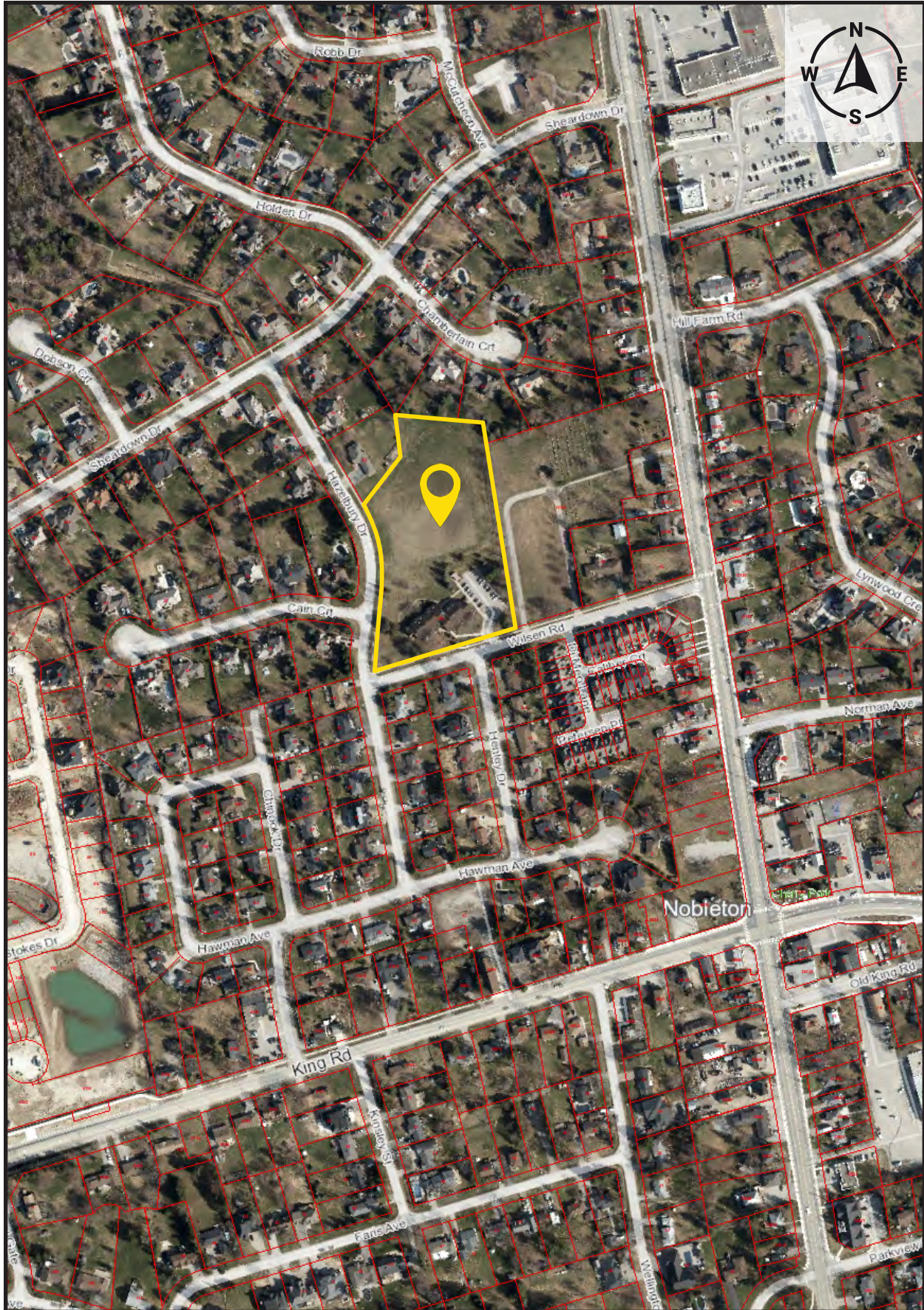
# 55/57 ORCHARD HEIGHTS, AURORA



# 18838 HIGHWAY 11, EAST GWILLIMBURY



# 48 WILSEN ROAD, KING





# 7955 NINTH LINE, MARKHAM



# 17780 LESLIE STREET, NEWMARKET





On January 28, 2021 Regional Council made the following decision:

1. Council endorse the housing policy directions summarized in this report and further described in Attachment 1 to support development of draft policies required for Provincial conformity that will be presented to Council as part of the Regional Official Plan Update through the Municipal Comprehensive Review.
2. Council direct staff to continue to work with key stakeholders, including local municipal staff and the development industry in an effort to find solutions to the lack of affordable housing options for current and future residents.
3. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities, the Ministry of Municipal Affairs and Housing, and the York Chapter of BILD.

The original staff report is attached for your information.

Please contact Sandra Malcic, Director, Long Range Planning at 1-877-464-9675 ext. 75274 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Office of the Regional Clerk, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Planning and Economic Development  
January 14, 2021

Report of the Commissioner of Corporate Services and Chief Planner

## Regional Official Plan Update Housing Challenges and Opportunities

### 1. Recommendations

1. Council endorse the housing policy directions summarized in this report and further described in Attachment 1 to support development of draft policies required for Provincial conformity that will be presented to Council as part of the Regional Official Plan Update through the Municipal Comprehensive Review.
2. Council direct staff to continue to work with key stakeholders, including local municipal staff and the development industry in an effort to find solutions to the lack of affordable housing options for current and future residents.
3. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities, the Ministry of Municipal Affairs and Housing, and the York Chapter of BILD.

### 2. Summary

York Region is not achieving housing affordability targets and in recent years has fallen short of forecasted growth levels. Through this report, the correlation between lagging population growth and a lack of affordable housing options is explored along with some of the associated implications (Attachment 2). This report also provides a suite of innovative approaches available to increase housing options (Attachment 3), and housing policy directions prompted by updates to Provincial Plans and to support future work on expanding housing options (Attachment 1). The report recommends ongoing further work required to expand housing options.

#### Key Points:

- York Region is not achieving anticipated population growth and housing affordability targets set out in the Regional Official Plan
- The lack of affordable housing options has been highlighted by Watson and Associates Economists (Watson) as one factor that has led to slower growth in the Region over the last decade

- Not achieving anticipated population growth forecasts can adversely affect development charge recovery and planned infrastructure timing, and a lack of affordable housing impacts Regional efforts to achieve complete communities
- A suite of approaches available to address the lack of affordable housing options is provided for ongoing collaboration with key stakeholders
- Proposed housing policy directions to update the Regional Official Plan (ROP) as part of the Municipal Comprehensive Review (MCR) conform with updated Provincial Policies, support future work on expanding housing options and are outlined in Attachment 1

### 3. Background

#### **Housing our residents is a major contributor to community health and well-being**

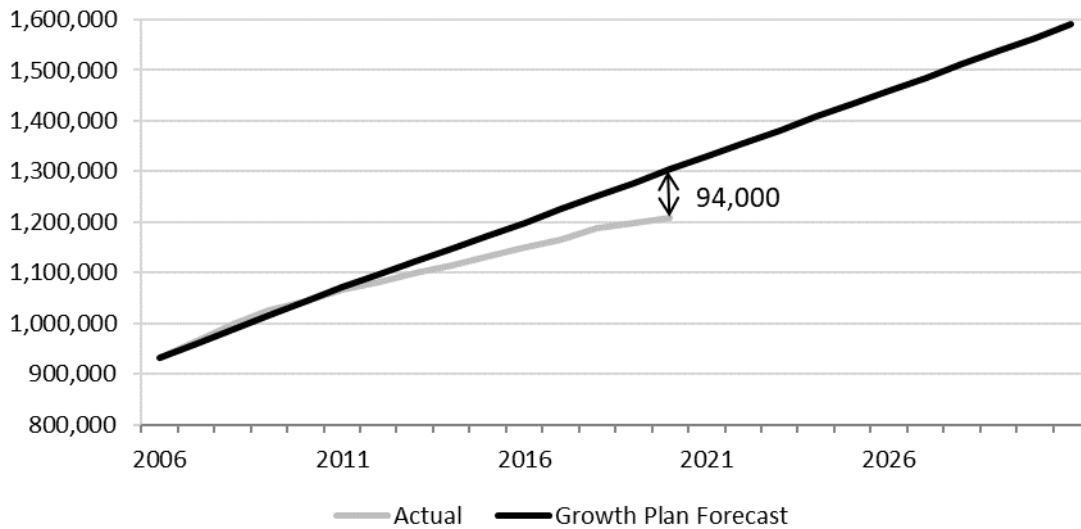
“Housing Options” refers to a range of housing types such as, but not limited to single detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi residential buildings. The term can also refer to a variety of housing arrangements and forms such as life lease housing, co-ownership housing, co operative housing, community land trusts, land lease community homes, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses.

A robust housing supply and full mix and range of housing options, including affordable options is integral to building complete communities where people of all ages, stages and incomes can live, work and play. Complete communities provide housing options for all residents and workers that results in more inclusive communities, reducing the need for long commutes and the associated climate related impacts that accompany them. A variety of affordable options support economic development and is a major contributor to individual and community health and well-being. Revisions being contemplated to update housing related policies in the ROP conform with Provincial policy direction and support future work on expanding housing options, including affordable options.

#### **Despite meeting provincial supply requirements, York Region is not meeting anticipated population forecasts**

Population forecasts are prescribed by the Provincial Growth Plan and municipalities are required to plan to achieve them. In [July 2020](#), Council was advised that the Region was below forecasted population growth by approximately 94,000 people (Figure 1). Planning to achieve population forecasts requires growth and infrastructure investment. If the infrastructure is underutilized, it is not fiscally sustainable. Some land supply in York Region is currently constrained as it is awaiting servicing infrastructure, however, as outlined in the June 2020 [Housing Supply Update Memo](#) to Council, York Region is currently meeting Provincial land supply requirements which suggests the lag in population growth is not tied to a limited land supply.

**Figure 1**  
**Population Growth (actual and forecast), 2006-2031**



Source: York Region Planning and Economic Development Branch

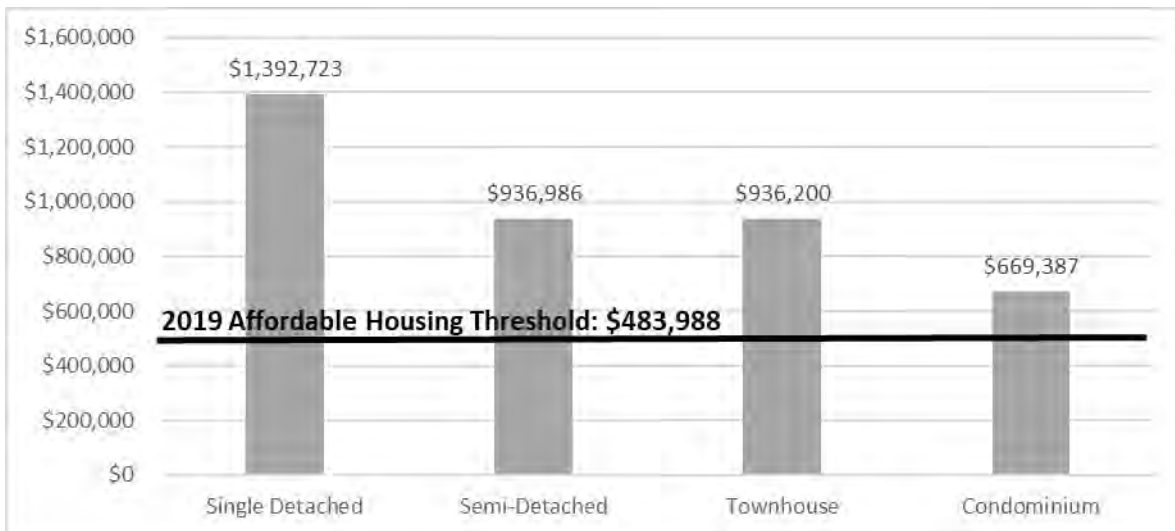
In [June 2019](#), Council was advised of some of the risks and implications of not achieving population growth targets. Lower than expected growth creates financial challenges and hinders the timing of the Region's ability to pay down debt and build capacity for additional infrastructure investment needed to achieve the provincial 2051 forecasts of 2.02 million people and 990,000 jobs.

### **Housing affordability targets are not being met in York Region, challenging complete community initiatives**

The ROP includes policy that 35% of new housing in Regional Centres and key development areas be affordable and that 25% of new housing outside of those areas be affordable. The affordability of new ownership housing and the supply of new purpose-built rental housing is [monitored annually](#). The [2019 monitoring report](#) advised Council that only 11% of new ownership housing units were affordable, 99% of which were studio or 1-bedroom condominiums and not suitable for families. The report also advised that only 3% of new housing was classified as purpose built rental housing.

In 2019 the affordable housing threshold was approximately \$484,000. As is shown in Figure 2, the average cost of all new housing types is greater than the thresholds, and the gap between the affordable housing threshold and average market prices is a barrier to home ownership in York Region for many households.

**Figure 2**  
**York Region Affordable Housing Threshold and Average Cost of New Homes**  
**(2019)**



Source: York Region Planning and Economic Development Branch and CMHC

As of 2016, 14% of York Region housing stock was rental tenure (primary and secondary), compared to 33% in the GTHA and 30% in Ontario. York Region has the lowest proportion of its housing stock in rental tenure in the GTHA. Council has recognized this gap in supply and in fall 2019 approved the [Development Charge Deferral for Affordable, Purpose-Built Rental Buildings](#) policy as well as the [purpose-built rental servicing allocation reserve](#) (subject to capacity) to help encourage new rental supply.

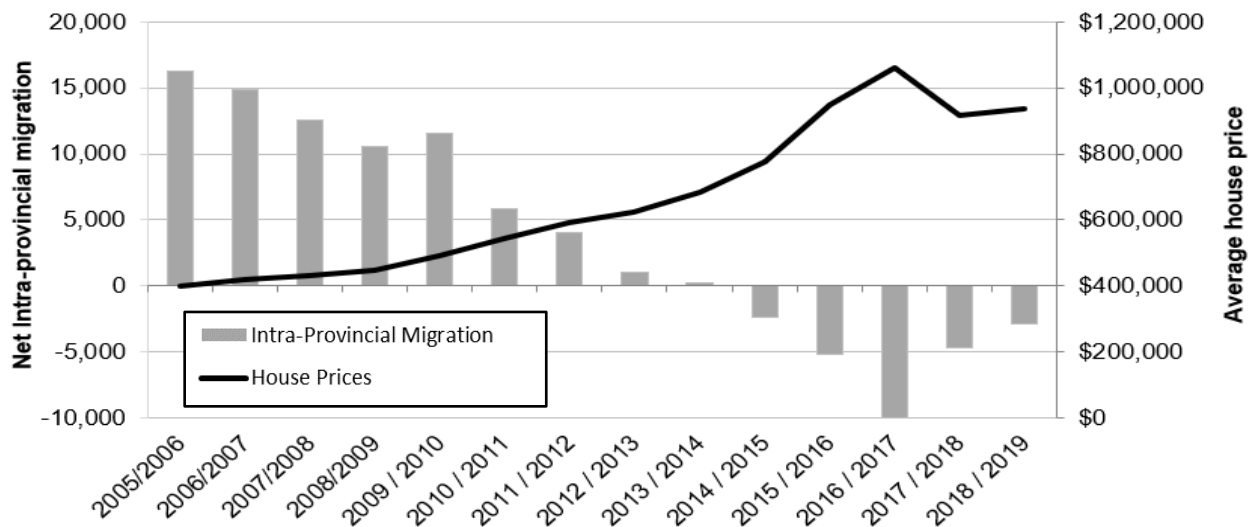
Complete communities offer a full range of housing options for people of all ages and abilities. Not achieving affordability targets limits who can live in York Region and is counter to complete community initiatives.

### **Housing affordability is a factor contributing to lower than anticipated population growth rates**

A contributor to population growth has been people moving to York Region from elsewhere in the Province. As reported in the [2019 Growth and Development Review](#), York Region recorded a net loss of intra-provincial migrants over the last 5 years. Further analysis shows a correlation between the net loss of intra-provincial migration in York Region and the increase in the average cost of housing (Figure 3).

Figure 3

### Net Intra-provincial Migration and Average Annual House Prices



Source: York Region Planning and Economic Development Branch and Statistics Canada

## 4. Analysis

### Further research on the correlation between population growth rates and housing affordability is being conducted as part of the Municipal Comprehensive Review

Provincial forecasts have been extended to 2051 and assume substantial population and job growth for York Region. The Provincial Growth Plan, Provincial Policy Statement, 2020 (PPS) and Land Needs Assessment Methodology have placed greater emphasis on the role of the market and meeting market demand when determining housing forecasts to meet 2051 population forecasts. Watson has been retained to help understand the impact of the market on population growth. This work builds on the 2019 update of [Housing Matters](#), which provides data and analysis on housing market and growth trends and will inform policy updates presented to Council in the updated ROP. An important consideration in the development of the 2051 forecast will be the need to balance market demand, Provincial Growth Plan targets and policy objectives, housing supply, and housing affordability to help achieve the forecast and continue to work towards complete communities for the Region's residents.

### A lack of affordability and rental housing supply is contributing to the Region's recent population and housing growth shortfall

Research on the impact of the housing market on population growth by Watson is summarized in Attachment 2. Key findings include:

- York Region has a declining share of residential development activity and is the only municipality in the Greater Golden Horseshoe that experienced a slower annual population growth rate between 2016 and 2021 compared to the previous 5-year period

- Lower population growth in combination with the aging population has resulted in increased need to attract younger families for economic development as the accommodation of the skilled labour force and the attraction of new businesses are strongly linked and positively reinforce one another
- While there has been a decline in ground related development, high density ownership units have seen increased activity; however, these units are generally smaller sized and may not be suitable for families
- The higher density rental market is limited by few new rental developments and low vacancy of existing rental units
- Durham Region and Simcoe County have the most affordable new single-detached homes in the broader regional market area, with average costs 54% and 40% of the average cost of new single-detached homes in York Region respectively, likely drawing demand from York for this product type
- Townhouse units may provide more affordable ground related housing options, particularly in northern York Region
- Housing affordability is a key component of quality of place and directly linked to population and economic growth potential, and municipal competitiveness

Based on their research, Watson has determined that a lack of housing options across York Region, most notably affordable low-density housing and purpose-built rental housing, has likely contributed to limiting the Region's recent population growth. Future growth and development opportunities may also be impacted. Watson has identified that addressing the interconnection between the Region's competitive economic position and its longer-term housing needs by market segment is important in realizing the Region's 2051 population and employment forecast. Watson will continue to provide further analysis on factors that impact growth through the MCR process.

### **Other factors have also contributed to the distribution and pace of growth in York Region**

In addition to the housing market, Watson identified delays to major infrastructure and large-scale developments within several greenfield areas as factors that are also impacting growth in York Region. The alignment of forecast population and employment growth with major infrastructure projects is a key aspect of the MCR. Delays to major infrastructure projects can have a significant impact on the timing of growth and the available supply of greenfield land for urban development. The Upper York Servicing Solution, based on the 2009 Water and Wastewater Master Plan, was estimated to be complete in 2016 and has now been delayed to 2028 at the earliest, which constrains development in Aurora, East Gwillimbury and Newmarket.

Since the release of the Growth Plan in 2006, Greater Golden Horseshoe municipalities including York Region have been in a continuous cycle of developing and defending growth management processes and official plan updates. There has been a delay in approving the

ROP 2010 urban expansion areas as a result of numerous appeals at the Regional and local levels in response to conformity requirements of the Provincial Growth Plan. This has potentially delayed the timing of large-scale developments within several greenfield areas throughout the Region. While these delays do not appear to have limited the Region's ability to meet its near-term housing supply requirements on a Region-wide basis in accordance with provincial policy, it does appear that such delays have created housing supply shortfalls, particularly in greenfield areas, at the local municipal level.

### **Affordability is impacted by additional macro-economic factors**

Housing affordability is influenced by a range of supply and demand factors such as demographics and growth, the cost and accessibility of mortgages, construction and development costs, land availability and regulations, geographic location and type of dwelling. Housing costs in York Region and throughout the GTHA have outpaced income growth. Between 2009 and 2019 the average price for a resale home in York Region increased by 110% whereas average family income rose by only 19%, with most of the increase in incomes concentrated in higher income households. This mismatch between house price and income increases over time may result in a greater number of low and mid-range income households competing for housing that they can afford, therefore increasing overall demand and supporting house price increases. The increased competition for lower cost housing is likely further exasperated by historically low mortgage interest rates. Low interest rates decrease mortgage costs and put an overall upward pressure on prices. Interest rates in Canada have decreased from over 20% in the 1980's to less than 5% today. In recognition of these low rates and the associated risk to overextended households in the event that the rates increase, a mortgage stress test was introduced at the beginning of 2018 whereby all households need to qualify for a mortgage using either the Bank of Canada benchmark rate or the contractual mortgage rate (insured mortgages) or the contractual mortgage rate plus 2% (uninsured mortgages). While the stress test is positive in that it helps ensure that households will be able to afford increased rates, it may also have the effect of putting additional demand related pressure on the lower end of the housing market.

Construction costs have also been increasing rapidly. Between Q1 2017 and Q3 2020, Statistics Canada estimates that residential construction costs have increased by 18%. These increases may be incorporated into the price of a new home, further eroding affordability overall.

### **A suite of innovative approaches to increase housing options have been identified for further analysis and discussion**

To help advance dialogue on strategies to address housing issues, research on approaches to deliver a greater mix and range of housing options, including more affordable options has been conducted (Attachment 3). While the approaches listed are comprehensive, they are not exhaustive, as solutions required to address housing need are wide ranging and evolving. Some approaches included are within Regional Council's jurisdiction, but they have not been assessed for cost, effectiveness or feasibility. Others, where Regional Council does not have direct jurisdiction, may require efforts from multiple levels of government, as well as private industry and non-profit stakeholders. Further research on these approaches for local feasibility and effectiveness is required.



It is recommended through this report that additional research and analysis be conducted to better understand the impact of a lack of affordable housing options on current and future residents. This enhanced understanding of specific housing gaps throughout the income spectrum will allow for future recommendations for targeted programs and incentives, potentially including some of those captured in Attachment 3. A future program should include partnership options, with flexibility in implementation to maximize development feasibility in local contexts. This flexibility in implementation could include a suite of incentive options dependent on the amount, type and depth of affordability offered. The results of the additional analysis on the impact of a lack of housing options and recommended next steps will be reported back to Council.

## **ROP housing policy directions conform with Provincial policy**

In October 2019, Council received [An Update on Public Consultations for the Municipal Comprehensive Review](#). The public have identified housing as one of the most important components for building complete communities, but many residents identify they struggle with housing affordability in the current housing market. There is a recognition York Region lacks affordable ownership options, rental units, family sized condo units and affordable senior's housing. The lack of affordable housing options is an issue in York Region and throughout the GTHA.

The current ROP includes a policy framework to address housing need. Policy directions summarized in this report and further details proposed in Attachment 1 conform with updated Provincial Policy direction and support future work on expanding housing options. Attachment 1 provides greater detail than the body of this report. Proposed policy directions to align with updated Provincial direction include:

- Increased residential land supply requirements
- Introduction of a rental housing target
- Incorporation of updated second suite parameters

Proposed policies will be developed to align with the 2019-2023 phase of [Housing Solutions: A Place for Everyone](#), York Region's 10-Year Housing and Homelessness Plan and will be presented to Council in 2021.

## **A new rental housing target will be incorporated in the proposed Regional Official Plan in alignment with Provincial direction**

The Provincial Growth Plan requires that the Region establish targets for affordable ownership housing and rental housing. The current ROP includes policies that 35% of new housing in Regional Centres and key development areas (KDAs) be affordable and that 25% of new housing outside of those areas be affordable. These targets will be maintained, but the geographic focus of the 35% target will shift from key development areas to Major Transit Station Areas (MTSAs), which is where Inclusionary zoning can also be applied by local municipalities who have that jurisdiction. There are a greater number of MTSAs than KDAs

as they align with Go, Bus Rapid Transit and Subway lines whereas KDAs which align with Regional Corridors only.

The current ROP does not include a rental target. It is challenging to set an achievable rental target given that there has been little historical development on which to base a trends analysis. More work is required to understand the impact of incentives and shifting demographics on the rental market, as well as the role of rental in achieving affordability targets. In the interim, a policy direction for a single region-wide rental target has been proposed. The rental target continues to be assessed, and further discussion with local municipalities is required.

Affordable and rental housing targets will help set parameters for new development to appeal to a broad spectrum of prospective home buyers and renters. However, implementation of these targets will continue to be a challenge given a lack of tools to do so and the increasing gap between affordability thresholds and prices the market will bear for new housing.

### **Policies to encourage the delivery of more affordable housing in a more timely manner, implement inclusionary zoning and expand housing options are proposed**

Although the general approach recommended through this report is to continue to explore targeted incentives and programs to increase housing options post MCR, it is recommended that updated ROP policy incorporate direction to explore further opportunities to co-ordinate the delivery of affordable and purpose built rental housing in a timelier manner and encourage implementation of inclusionary zoning in partnership with local municipalities. These policies are meant to encourage approaches to increase affordable housing options throughout the region. Development industry partners have long pointed to approval and appeal timelines as a barrier to affordability, and there may be low-cost solutions to help address this concern that are being explored. Inclusionary zoning is implemented by local municipalities and is the only tool provided by the Province to mandate inclusion of affordable housing in new developments. Additionally, development proponents will be encouraged to incorporate non-traditional building types and materials and innovative design and construction to help achieve more housing options, including affordable options. Non-traditional building types can include tiny homes, modular housing and multi-generational homes. These non-traditional and innovative approaches could include those outlined in Attachment 3.

The importance of partnerships in addressing housing issues will continued to be highlighted with local municipalities, senior levels of government and the development industry. It is proposed that a new policy to work with partners to implement solutions to increase housing options, including affordable and purpose-built rental options be incorporated into the updated ROP. Future work will incorporate a partnership approach to identify approaches to increase housing options.

## 5. Financial

Not achieving population growth targets has fiscal ramifications that may impact the timing and delivery of capital programs. A lack of housing options, including affordable options is one of the factors impacting lower than forecast growth in the Region. Going forward recommendations to Council on approaches to help increase housing options may include financial approaches. Potential revenue sources, including ongoing advocacy to the Provincial Government that a share of the Non-Resident Speculation Tax be shared with single and upper tier municipal governments, would help increase housing options.

## 6. Local Impact

Local municipalities have an important role in addressing the need for more housing options, including affordable options. They can identify local priorities and solutions through mechanisms like zoning and building permit authority and are often best positioned to influence development applications through pre-consultation and planning processes based on local context. They also have jurisdiction to implement inclusionary zoning within Provincial parameters and have several financial incentives and non-financial tools available to them.

In recognition of their role to help address housing needs, all local municipalities actively participate and provide input through the York Region/Local Municipal Housing Working Group to help work toward approaches to increase housing options. The Cities of Markham, Richmond Hill and Vaughan are currently developing Housing Strategies to help increase housing options within their local markets and policy frameworks. The Town of Newmarket worked with the Region to pilot a development charge deferral for purpose built rental building which led to the deferral policy that is currently in place. A separate development in Newmarket has taken up the new deferral policy resulting in a combined 441 new purpose-built rental units, representing the first significant private additions to the purpose-built rental supply since the 1980's. All local municipalities are working to address increased housing options in some way. Local Municipal implementation of housing related planning policy is critical to achieving shared housing goals and on-going input from the York Region/Local Municipal Housing Working Group will assist in the development of viable on the ground solutions to collaboratively increase housing options.

## 7. Conclusion

York Region is currently not achieving population and housing growth or affordability targets in the ROP. Research indicates that the lack of housing options, including affordable options is contributing to the Regions challenge in achieving Provincial growth forecasts, which in turn has negative impacts on the timing of capital cost recovery for infrastructure through development charges, and the lack of affordable housing options also impacts development of complete communities. A scan of innovative approaches to increasing housing options is provided. Further research and analysis of these approaches is required to understand local feasibility and how to best target them to maximize on the ground impact.

Through the MCR, housing related policies will be updated to conform with Provincial policy directions and support future work on expanding housing options. Policies alone will not increase housing options and future work in partnership with local municipalities, senior levels of government, the development industry and other stakeholders will continue to identify approaches to increase the mix and range of housing options available to households throughout the income spectrum. Next steps to address the lack of housing options, including affordable options is to continue to enhance understanding of the relationship between population growth and housing affordability and the impact of a lack of housing options on households throughout the income spectrum. This enhanced understanding will allow for targeted approaches to addressing housing needs.

---

For more information on this report, please contact Sandra Malcic, Director, Long Range Planning at 1-877-464-9675 ext. 75274. Accessible formats or communication supports are available upon request.

Recommended by: **Paul Freeman, MCIP, RPP**  
Chief Planner

**Dino Basso**  
Commissioner of Corporate Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

December 18, 2020  
Attachments (3)  
#11826802

**ATTACHMENT 1****Provincial Policy Updates and Potential Housing Directions for Regional Official Plan Update**

The Provincial planning policy framework has been updated including the following: Provincial Policy Statement (2020), A Place to Grow, the Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan), The Planning Act (1990), and the Oak Ridges Moraine Conservation Plan (2017).

This Attachment provides a summary of Provincial housing related updates and considerations for updating the York Region Official Plan.

<b>Types of Policy Direction</b>	<b>Brief Description of Provincial Policy Change</b>	<b>Considerations/Potential Direction for Regional Official Plan</b>
Land Supply Targets	Updates to the Provincial Policy Statement increased the requirement to maintain the ability to accommodate residential growth through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development from a minimum of 10 years to a minimum of 15 years.	Policy considerations include: <ul style="list-style-type: none"> <li>• Update the minimum lands required for residential growth from 10 to 15 years</li> </ul>
Rental Housing Targets	There is a new requirement in the Provincial Growth Plan to establish rental housing targets	Policy considerations include: <ul style="list-style-type: none"> <li>• Establishment of a single region-wide rental target</li> </ul>
Second Suites	<p>The Planning Act has been updated to require official plans authorizing two residential units in a house and by authorizing a residential unit in a building or structure ancillary to a house, for a total of three residential units permitted.</p> <p>The Oak Ridges Moraine Conservation Plan definition of “Single Dwelling” is “a building containing only one dwelling unit and, in any area other than an area within a Natural Core or Natural Linkage Area, includes a building containing one</p>	Policy considerations include: <ul style="list-style-type: none"> <li>• Updating the Regional Official Plan definition term “Second Suite” to “Additional Residential Unit” in alignment with Provincial Policy Statement terminology</li> <li>• Incorporating the updated Planning Act requirement that two residential units in a house and a residential unit in a building or structure ancillary to the house are permitted into the definition.</li> <li>• Incorporating the Oak Ridges Moraine Conservation Plan limitation that no additional residential units are permitted in Natural Core and Natural Linkage Areas, and</li> </ul>

Types of Policy Direction	Brief Description of Provincial Policy Change	Considerations/Potential Direction for Regional Official Plan
	primary dwelling unit and no more than one secondary dwelling unit.”	no more than one additional residential unit is permitted in Countryside Areas into the definition.
Housing Options	Provincial policy continues to require that the overall housing stock be diversified over time and that all housing options required to meet the social, health, economic and well-being requirements of current and future residents be permitted and facilitated. Additionally, municipalities continue to be required to identify mechanisms, including land use planning and financial tools to support a diverse mix and range of housing, including affordable options.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Continue to identify housing gaps and mechanisms to address housing needs</li> <li>• Simplified to remove inward facing policies where appropriate</li> <li>• Reduce encourage policies where appropriate</li> <li>• Consolidate existing policies where appropriate</li> <li>• Require that privately initiated comprehensive planning exercises include a Housing Strategy outlining approaches to incorporate a mix of housing options, including affordable options</li> <li>• Encourage development proponents to incorporate non-traditional building types and materials and innovative design and construction to increase housing options, including affordable options</li> <li>• Incorporate a requirement to work with partners to implement approaches to increase housing options, including affordable and purpose-built rental options</li> </ul>
Inclusionary Zoning	The Planning Act has been updated to allow Local Municipalities to implement Inclusionary Zoning Frameworks in areas protected for Major Transit Station Areas, and areas with Community Planning Permit Systems.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Recognition of the importance of inclusionary zoning as the only tool that allows municipalities to require affordable housing in new developments as part of the development process</li> <li>• Direct local municipalities to consider using inclusionary zoning as a mechanism to require affordable housing</li> </ul>

Types of Policy Direction	Brief Description of Provincial Policy Change	Considerations/Potential Direction for Regional Official Plan
Timely delivery of affordable and purpose-built rental housing	The Planning Act outlines timeframes for planning approvals, which the Region currently works to contribute to meeting or exceeding. Development industry partners have indicated that approval and appeal timelines are a barrier to affordability.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• To work with local municipalities and other key stakeholders to explore opportunities to deliver affordable housing and purpose-built rental housing in a more timely manner</li> </ul>
Market Demand	The Provincial Policy Statement has been updated to have an increased focus on the impact of market demand and requires that planning authorities provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• No direct policy considerations required by the Province to address market demand</li> <li>• Market demand considerations to be incorporated into the technical analysis required to establish the forecast and land budget</li> <li>• Additional research findings on market demand, including that conducted by Watson be incorporated into the updated residential forecast</li> </ul>



# Foundational Housing Analysis

York Region

---

Final Brief

December 2020

Watson & Associates Economists Ltd.  
905-272-3600  
info@watsonecon.ca



# Table of Contents

	Page
Executive Summary .....	i
1. Introduction.....	1-1
1.1 Background.....	1-1
2. Planning for Growth in York Region within the Provincial and Regional Planning Policy Context.....	2-1
2.1 Introduction .....	2-1
2.2 Growth Plan for the Greater Golden Horseshoe, 2020 .....	2-1
2.2.1 Growth Plan, 2006 .....	2-1
2.2.2 Amendment 2 to the Growth Plan, 2006 .....	2-2
2.2.3 Growth Plan, 2017 .....	2-2
2.2.4 Growth Plan, 2019 .....	2-3
2.2.5 Amendment 1 to Growth Plan, 2019 .....	2-3
2.3 Provincial Policy Statement, 2020 .....	2-4
2.4 Observations.....	2-5
3. Broad Factor's Influencing York Region's Long-Term Population and Employment Growth Potential .....	3-1
3.1 Introduction .....	3-1
3.2 How is York Region's Population Growth Tracking to its Current Official Plan Forecast?.....	3-1
3.3 Tracking Historical Population Growth in York Region within the GTHA Context .....	3-3
3.3.1 Assessing York Region's Long-Term Population Growth Outlook within the Greater Toronto Hamilton Area Context .....	3-3
3.4 Overview of York Region Population and Employment Growth Trends within the Greater Toronto Area Context .....	3-5
3.5 How have Recent Structural Economic Changes and Regional Economic Conditions Impacted Population and Employment Growth Across the GGH? .....	3-9



# Table of Contents (Cont'd)

	Page	
3.6	What is York Region's Role in Generating Local Employment Opportunities within the GGH Context? ..... 3-11	3-11
3.7	Net Migration will Continue to Represent the Key Source of Population Growth Across the GTHA and York Region ..... 3-12	3-12
3.7.1	Understanding the Key Components of Population Growth ..... 3-12	3-12
3.7.2	Historical Net Migration Trends Across the GTHA, 1991 to 2019 ..... 3-13	3-13
3.7.3	Linking Historical Net Migration Trends in York Region to the Local Housing Market ..... 3-14	3-14
3.7.4	Near-Term Immigration Levels for Canada are Likely to Remain Below Historical Averages due to COVID-19 ..... 3-17	3-17
3.8	Near-Term Impacts of COVID-19 on Population Growth and Longer-Term Impacts on the Economy and the Real Estate Market in York Region ..... 3-18	3-18
3.9	Population and Employment Growth in York Region is Supported by Significant Infrastructure Investment ..... 3-21	3-21
3.10	Measuring Performance in York Region Requires a Broad Growth Management Perspective ..... 3-23	3-23
3.11	Observations ..... 3-24	3-24
4.	Assessing York Region's Housing Market ..... 4-1	4-1
4.1	Introduction ..... 4-1	4-1
4.2	York Region Housing Structure ..... 4-2	4-2
4.3	York Region Housing Development Trends within the Broader Regional Market Context ..... 4-3	4-3
4.3.1	York Region has Experienced an Increasing Share of Housing within its Built-up Areas Since 2006 ..... 4-7	4-7
4.4	Housing Demand Growth Trends by Market Segment and Household Size ..... 4-10	4-10
4.5	Overview of York Region Grade-related Housing Market ..... 4-12	4-12
4.6	Overview of York Region Condominium Market ..... 4-15	4-15
4.7	Overview of York Region Rental Housing Market ..... 4-16	4-16
4.8	York Region Residential Supply Opportunities ..... 4-18	4-18
4.9	Housing Affordability in York Region ..... 4-21	4-21
4.10	Observations ..... 4-25	4-25
5.	Preliminary Conclusions ..... 5-1	5-1
5.1	Introduction ..... 5-1	5-1
5.2	Removing Barriers to Housing Choice in York Region ..... 5-2	5-2

# Executive Summary



## Executive Summary

To better understand how macro-economic conditions, as well as regional and local real estate development trends, are influencing current housing trends across the Region, York Region is embarking on the development of a Foundational Housing Analysis. This analysis, which is being prepared as background to the Region's municipal comprehensive review (MCR) update, will help inform York Region's updated Regional Official Plan (ROP) population and housing forecast to the year 2051. A critical consideration in the development of the 2051 housing forecast will be the need to strike the right balance between market demand and long-term housing policy objectives, particularly those related to housing supply and housing affordability.

This Brief provides the preliminary findings of the Foundational Housing Analysis, largely as it relates to how the growth of the Region's population and housing base has been tracking to its regional competitors, the reasons for the estimated shortfall, and where on-going unmet housing needs are likely to persist. Further, it provides a closer examination of anticipated residential real estate market demand, including potential barriers to housing choice, within the context of available housing supply. Core to this analysis is an examination of the following key questions:

- 1. Why has the population in York Region recently been growing slower than the near-term population estimates set out in the York Region 2010 Regional Official Plan forecast?**
- 2. What are the near-term disruptive factors and longer-term growth drivers that are anticipated to impact growth trends across York Region?**
- 3. How has the York Region housing market been evolving in recent years and what are the “strengths/weaknesses” of the York housing market within the context of the broader regional market area?**
- 4. What steps are required to ensure that York Region is successful in meeting its population, housing, and employment growth objectives over the 2051 planning horizon?**



**Q1. Why has the population in York Region recently been growing slower than the near-term population estimates set out in the York Region 2010 Regional OP forecast?**

**A1. York Region's population has been growing slower than the near-term York Region OP population estimates largely because the Region lacks supply of affordable housing opportunities, particularly grade-related ownership housing and purpose-built rental accommodations.**

Current Population and Housing Estimates for York Region have not Kept Pace with Near-Term estimates in the York Region 2010 ROP

- In accordance with the analysis provided herein, York Region's 2021 population and housing estimates are approximately 1,227,000 and 388,800, respectively. Comparatively, the Region's 2021 population and household estimates are approximately 87,000 persons below the York Region 2010 ROP population 2021 forecast and 36,000 households below the 2021 housing estimates which inform the York Region 2010 ROP
- York Region is tracking at 93% of its 2010 ROP population forecast. Comparatively, York Region is tracking below every other upper-tier and single-tier Greater Toronto Hamilton Area (GTHA) municipality except Durham Region.
- Of the Greater Golden Horseshoe (GGH) upper-tier and single-tier municipalities surveyed in this Brief, York Region was the only municipality that experienced a relatively slower annual population growth rate between 2016 and 2021 compared to the previous five-year period.

External Factors have Influenced the Distribution and Pace of Growth Across York Region Compared to what was Forecast in the York Region 2010 ROP

- The alignment of the forecast population and employment growth with major infrastructure projects is a key aspect of the Region's MCR. Delays to major infrastructure projects can have a significant impact on the timing growth and available supply of greenfield land for urban development.
- The Upper York Servicing Solution, originally estimated to be completed in 2016, has been delayed to 2026 at the earliest. This delay has constrained



development, particularly in greenfield areas, in East Gwillimbury, Newmarket and Aurora.<sup>1</sup>

- Provincial Planning policy has also influenced the amount, type and location of development which has been accommodated across York Region over the past two decades.
- Since the release of the Growth Plan in 2006, GGH municipalities including York Region, have been in a continuous cycle of developing and defending growth management processes and OP Updates.
- The prolonged delay of York Region's 2010 ROP as a result of numerous appeals at the Regional and local levels in response to conformity requirements of the Growth Plan, 2006, have potentially delayed the timing of large-scale developments within several greenfield areas throughout the Region.
- While these delays do not appear to have limited the Region's ability to meet its near-term housing supply requirements on a Region-wide basis in accordance with provincial policy, it does appear that such delays have created housing supply shortfalls, particularly in greenfield areas, at the local municipal level.<sup>2</sup>

#### Annual Net-Migration in York Region has Underperformed Relative to the GTHA Average

- Between 2001 and 2015, a downward trend was experienced in average annual net migration levels across the GTHA. This can be largely explained as a result of two factors: 1) changes to federal immigration policy; and 2) structural economic changes and regional economic cycles.
- This downward trend in annual net migration was followed by a sharp rebound in average annual net migration levels across the GTHA between 2015 and 2019, as a result of changes to federal immigration policy and the gradual recovery of the GTHA economy following the 2008/2009 financial crisis.
- Between 2001 and 2017, York Region experienced a more pronounced downward trend in net migration relative to the GTHA average. Furthermore, the relative increase in international net migration levels experienced across the

<sup>1</sup> The Regional Municipality of York. Committee of the Whole Planning and Economic Development, June 13, 2019. Report of the Commissioner of Corporate Services and Chief Planner. Growth and Infrastructure Alignment.

<sup>2</sup> As set out in section 1.4.1. of the Provincial Policy Statement, 2020.



GTHA between 2016 and 2019 was not experienced to the same extent in York Region.

- A direct correlation can be drawn between increasing housing prices and declining net intra-provincial migration (i.e. migration to York Region from other areas of the Province) to York Region. During the 2005 to 2019 period, average resale house prices in York Region steadily increased. During this same time period, net intra-provincial migration to York Region steadily declined and has been negative since 2014/2015.
- A lack of housing supply across York Region related to certain housing products, most notably affordable grade-related housing and purpose-built rental accommodations, has limited the Region's recent population and housing growth potential.<sup>1</sup> This is further discussed in question number 3 below.

**Q2. What are the near-term disruptive factors and longer-term growth drivers that are anticipated to impact growth trends across York Region?**

**A2. A range of broad factors and local conditions will continue to have a strong influence on the Region's relative performance regarding long-term population and employment growth. These broad factors and local conditions include:**

- **Macro-economics;**
- **Demographics;**
- **Federal immigration and trade policy;**
- **Provincial, Regional and local planning policy;**
- **Provincial, Regional and local infrastructure investment;**
- **Regional competitiveness, and**
- **Availability of local affordable housing supply.**

**Over the near-term (i.e. 2020 and 2021), COVID-19 is anticipated to reduce immigration levels across Canada, including York Region, relative to recent**

---

<sup>1</sup> In Canada, housing affordability is often measured through the shelter cost-to-income ratio. A ratio of 30% is commonly accepted as the upper limit for affordable housing. Households spending more than 30% on housing are generally considered in need of more affordable housing alternatives. This measure is applicable to both owner-occupied and rental dwellings.



**historical averages. COVID-19 is also accelerating technological disruptions related to the nature of work and commerce which were already in play prior to the pandemic.**

#### Employment Growth Opportunities in York Region will be Increasingly Geared Towards an Increasingly Knowledge-Driven Economy

- In recent decades, structural changes in the macro-economy have transitioned the Provincial and York Region economies away from goods production and towards service delivery within an increasingly knowledge-driven economy. These structural changes have been largely driven by increased outsourcing of domestically manufactured goods to emerging global markets combined with increased automation of manufacturing processes. Ultimately, these changes will continue to influence regional planning, economic development, and marketing initiatives across York Region.

#### York Region's Aging Population is Placing Downward Pressure on Population Growth and Labour Force Participation Rates

- It is important to recognize that the provincial population, including York Region, is getting older due to the large concentration of Baby Boomers.<sup>1</sup> The aging of the Regional population base further reinforces the need to attract younger population age groups to the Region, particularly those characterized as Millennials and Generation Z.<sup>2</sup>
- Not only is the Baby Boom age group large in terms of its population share in York Region, it is also diverse with respect to age, income, health, mobility, and lifestyle/life stage. When planning for the needs of older adults, it is important to consider these diverse physical and socio-economic characteristics relative to younger population age groups. On average, seniors, particularly those in the 75+ age group, have less mobility, less disposable income, and typically require increased health care compared to younger seniors (65-74 age group) and other segments of the younger working-age population. Typically, these

---

<sup>1</sup> Baby Boomers are generally defined as those born between 1946 and 1964.

<sup>2</sup> Millennials are generally defined as those born between 1980 and 1992. For the purposes of this study, we have assumed that those born between 1993 and 2005 comprise Generation Z.





characteristics associated with the 75+ age group drive the demand for relatively higher density housing forms (e.g. apartments and seniors' homes) that are in proximity to urban amenities (e.g. hospitals/health care facilities, amenities and other community services geared towards older seniors).

### COVID-19 will Continue to be Extremely Disruptive Over the Near Term and will have Long-Term Effects on the Economy

- The recent downward impacts associated with coronavirus disease (COVID-19) on global and national economic conditions have been severe. Economic sectors such as travel and tourism, accommodation and food, manufacturing, energy, and financial have been hit particularly hard. Canada's GDP declined by approximately 39% in the second quarter of 2020 (April to June), even when economic activities improved in May and June as containment measures gradually loosened beginning in May 2020.<sup>1</sup>
- In addition to its broader impacts on the economy, COVID-19 is also anticipated to accelerate changes in work and commerce as a result of technological disruptions which were already in play prior to the pandemic. As such, enterprises will increasingly be required to rethink the way they conduct business, with an increased emphasis on remote work enabled by technologies such as virtual private networks (VPNs), virtual meetings, cloud technology and other remote work collaboration tools. These trends are anticipated to have a direct influence on commercial and industrial real estate needs over both the near and longer terms.
- In light of these anticipated trends, it is important to consider the manner in which these impacts are likely to influence the nature of employment, by type as well as by place of work. Ultimately, increased emphasis on remote work enabled by improvements in technology may reduce the relative need for future commercial and institutional building space associated with the employment forecasts set out in Schedule 3 of the Growth Plan, 2019.

---

<sup>1</sup> Reuters Business News, August 28, 2020.



### A Number of Positive Factors are Anticipated to Drive Long-Term Economic Growth Across York Region

- Despite the above-mentioned disruptive factors, the long-term economic outlook for the GGH, including York Region, remains positive.
- With its strategic location, diverse economy and growing skilled labour force base, the GGH is highly attractive on an international level to new businesses and investors. In turn, this continues to support steady population and housing growth within this region, largely driven by international net migration. The strength of the broader regional GGH economy presents a tremendous opportunity for York Region's economy and its residents within commuting distance to this growing broader regional employment market.
- York Region has been particularly competitive in its ability to distinguish itself as a hub for innovation and technology while encouraging ongoing entrepreneurship, small business development, and investment retention. These efforts have produced a diverse and growing local economy within the Region relative to other surrounding upper-tier/single-tier municipalities.
- York Region also boasts the highest concentration of residents in tech occupations within the Toronto-Waterloo Innovation Corridor, a technology supercluster which generally includes the municipalities within the GTHA, the City of Guelph (including surrounding area) and the Region of Waterloo.
- As a result of these broader growth drivers, as well as local investments and initiatives, in the long-term York Region is anticipated to remain attractive to new industry and residents.
- By the year 2051, York Region is expected to grow to approximately 2 million people in accordance with A Place to Grow: Growth Plan for the GGH, York Region's employment base is also forecast to steadily increase over the next several decades. By 2051, York Region's employment base is forecast to reach 990,000, which represents an estimated increase of 446,000 jobs, in accordance with the Region's 2016 job base of 544,000.<sup>1</sup>

---

<sup>1</sup> Statistics Canada Census, 2016.



**Q3. How has the York Region housing market been evolving in recent years and what are the “strengths/weaknesses” of the York housing market within the context of the broader regional market area?<sup>1</sup>**

**A3. York Region’s housing market has been steadily shifting from low-density housing types towards medium- and high-density housing forms. The Region’s recent success related to residential intensification can be largely attributed to significant infrastructure investments, as well as planning and economic development initiatives geared to promoting the relationship between city building and economic development within the Built-up Area (BUA).**

**While the current housing supply within York Region is sufficient to accommodate near-term demand at the Regional level, a lack of affordable grade-related homes is constraining the Region’s growth potential. Across York Region there is also a limited supply of purpose-built rental units to address the significant growth anticipated in renter occupied dwellings.**

York Region’s Housing Market has been Steadily Shifting from Low-Density Housing Types Towards Medium- and High-Density Housing Forms

- Over the 2006 to 2019 period, York Region averaged approximately 8,300 residential unit completions per year.<sup>2</sup> Low-density housing completions (i.e. single and semi-detached) represented nearly two-thirds of completions from 2006 through 2010; however, this share steadily fell to 43% in more recent years between 2016 and 2019.
- Historically, York Region has accommodated a notable share of housing development activity within the broader regional market area. Over the 2006 to 2019 period, York Region accounted for the second largest housing unit share in the broader regional market area, second only to the City of Toronto. While a large regional market share of housing has been captured in York Region over

---

<sup>1</sup> For the purpose of this study, the broader market area is defined as the neighbouring upper-tier and single-tier municipalities of the Greater Toronto Hamilton Area as well as the Simcoe Area and Dufferin County.

<sup>2</sup> Canadian Mortgage and Housing Corporation (C.M.H.C.) housing completions data.



the past two decades, the Region's share of new housing units declined from 25% over the 2006 to 2010 period to 19% over the 2011 to 2019 period.

### York Region has Experienced an Increasing Share of Housing within the BUA Since 2006

- Since 2006, a notable share of residential development activity has been accommodated within the BUA indicating that there is a growing market for higher density residential intensification. Since 2006, the Region's share of residential development activity within the BUA has steadily increased, from 45% during the 2006 to 2010 period, to 54% from 2016 to 2019.
- The Region appears to be well on track to exceed its current intensification target of 40% for all housing development accommodated over the 2006 to 2031 period, having achieved 50% intensification from 2006 to 2019.

### Major Transit Infrastructure Investments Combined with Planning and Economic Development Initiatives have been Key Factors in the Region's Success Related to Housing Intensification

- The Region's recent success related to residential intensification can be largely attributed to significant infrastructure investments, as well as planning and economic development initiatives geared to promoting the relationship between city building and economic development in these areas.
- To date, \$3.6 billion has been invested in Bus Rapid Transit, the Toronto-York Spadina Subway Extension, and facilities and terminals to support Regional Centres and Corridors. The Province has committed a further \$5.6 billion of partial funding for the Yonge Subway Extension, out of a total of \$11 billion required from different levels of government to construct the subway and additional Bus Rapid Transit in the form of rapidways.
- Since the opening of the subway extension in 2017, the Vaughan Metropolitan Centre (VMC) has experienced a significant increase in high-density residential growth, reinforcing the positive return on investment from this transit investment, as well as the planning efforts and economic development efforts concentrated in this area.
- In addition to the significant financial investments that have been made to high-order transit in York Region, the Region has focused its efforts on marketing strategies and initiatives, aimed to promote intensification and office attraction



with Transit Oriented Development (TOD). For example, the “York Link” campaign works together with the Centres and Corridors program to promote office development, with particular focus on cultivating the Region’s growing knowledge-based economy.

### Housing Supply Constraints are Impeding the Region’s Near-Term Growth Potential

- Within the context of the broader regional market area, average housing prices for new detached units in York Region (average of \$1.7 million in 2019) are amongst the highest, second only to the City of Toronto (\$1.9 million). While York Region’s new detached home prices are similar to Halton Region (\$1.6 million) and moderately higher than in Peel Region (\$1.3 million), prices in York Region are notably higher than in neighbouring municipalities of Durham Region (\$920,000), Dufferin County (\$970,000), and Simcoe County (\$680,000).
- While the current supply of total housing within York Region is sufficient to accommodate forecast near-term demand at the Regional level, a lack of housing choice exists related to affordable grade-related homes compared to most other upper-tier/single-tier municipalities examined within the broader regional market area.
- This lack of affordable grade-related homes, which could potentially be marketed to younger families as well as middle-income households, is particularly relevant for northern York Region municipalities.<sup>1</sup> In the near term, increasing greenfield housing development opportunities, particularly in northern York Region, should help to broaden market choice and provide more affordable, grade-related housing options for the Region.
- Looking forward, the Region will need to be proactive in working with private sector partners and senior government in offering a greater supply of grade-related housing options, largely marketed to young adults and moderate-income households, most notably in northern York Region.

---

<sup>1</sup> Middle-income households are defined as those with income of approximately \$60,000 and \$95,000 per year before taxes (in 2019 dollars).



### York Region's Condominium Market has Experienced Strong Growth Over the Past 15 Years

- York Region has experienced significant growth in the condominium market development since 2006. Between 2006 and 2018, York Region's condominium housing base expanded by over 250%, from approximately 16,000 to 41,000 units, representing an average annual development activity of 2,100 units.
- Average prices of units under construction and pre-leasing are \$548,000 and \$657,000, respectively.<sup>1</sup> Recently constructed condominiums (last 10 years) have averaged 69 units (738 sq.ft.) in size, with the majority of these units having one and two bedrooms. As such, many of these units are not large enough to adequately accommodate families with children.
- While the strong rate of condominium development is a positive trend, additional housing opportunities will be required in the Region's primary rental housing market to address housing needs associated with lower- and middle-income households.

### York Region's Supply of Purpose-Built Rental Housing is Relatively Limited

- Across York Region there is also a limited supply of purpose-built rental units to address the significant growth anticipated in renter occupied dwellings. York Region's purpose-built rental inventory was largely constructed over the 1960 to 1980 period, and since that time the Region has seen limited purpose-built rental development.
- Vacancy rates in purpose-built rental housing in York Region have historically been lower than the provincial average and are currently at 1.0% (compared to the provincial average of 2.0%), indicative of a very tight market in purpose-built rentals.
- The Region's limited supply of affordable grade-related housing options is one factor that has contributed to the Region's limited household growth in younger adults over the past two decades.

---

<sup>1</sup> Urbanation data, September 2020.



**Q4. What actions are required to ensure that York Region is successful in meeting its population and housing growth objectives over the 2051 planning horizon?**

**A4. The following actions are recommended to ensure that the Region is successful in meeting its long-term population and housing growth objectives:**

- **Understand the broader factors that are influencing economic and demographic growth trends across the GGH, but continue focusing on local growth initiatives that are within the control of York Region;**
- **Continue emphasizing the importance of Placemaking in local planning and economic development;**
- **Work with public and private partners to provide a more diverse supply of housing, including purpose-built rental housing options, across a broad range of income groups;**
- **Explore approaches to increase the supply of affordable housing across York Region to avoid future labour shortages and improve the Region's economic competitiveness; and**
- **Continue Emphasizing an Integrated Approach to Long-Term Growth Management**

**These actions are discussed further below.**

#### Continue Focusing on Local Issues that are within the Control of York Region

- While it is important to understand the broader macro-economic and global factors that are anticipated to influence both near-term and longer-term growth trends in York Region, it is also important to recognize that the Region has limited control to influence many of these inputs when planning for its future. In contrast, York Region has considerable control to influence its competitive position by focusing on the interconnection between local job creation and housing choice.



- When considering the Region’s regional competitive ranking, York Region has considerable control and ability to position itself in a positive manner. This requires the Region to continue marketing itself as a hub for innovation, equipped with the human capital that is required to encourage on-going innovation, entrepreneurship, small business development, and local investment retention. This is becoming increasingly relevant during the current pandemic and will be progressively pertinent in the post-pandemic period as continued structural changes in the economy and technological disruption continue to enable work at home employment opportunities and remote learning.

### Continue Emphasizing the Importance of Placemaking in Local Planning and Economic Development Initiatives

- A key objective of both the provincial Growth Plan and the York ROP is to build healthy and complete communities in a manner that enhances livability and economic prosperity, while protecting what is important to residents and local businesses.
- These long-term objectives emphasize the importance of measuring performance against quantitative metrics such as population and employment growth, as well as broader city building indicators related to housing, neighbourhood design, transportation, environment, health, social engagement, financial sustainability, and opportunity. While it is beyond the scope of this study to examine all the broad indicators outlined herein, this Foundational Housing Analysis specifically focuses on the role of housing as a key building block to the Region’s long-term growth management objectives.
- With these broad city building objectives in mind, “place making” is increasingly recognized as an important planning component in creating diverse and vibrant communities, which in turn can help attract local population and job growth provided that other necessary infrastructure requirements are met. This is particularly relevant for mixed-use environments that integrate a broad range of housing options by type, tenure, and affordability with retail, office, and institutional uses as well as other population-supportive amenities (e.g. entertainment and cultural activities). Such areas should be planned to achieve a compact, transit-supportive, and pedestrian-oriented environment with access to public open space and other civic infrastructure.





Work with Public and Private Partners to Provide a More Diverse Supply of Housing, Including Purpose-Built Rental Housing Options, Across a Broad Range of Income Groups

- To maintain a well-balanced, strong community and ensure long-term sustainability, it is vital that York Region offer a wide range of housing options for a broad range of income groups. Housing affordability is a key component of quality of place and directly linked to population and economic growth potential, and municipal competitiveness.
- Housing affordability is determined by a range of community, regional and provincial/national level factors that influence supply and demand for housing, cost of residential development, and ownership carrying costs and rental market rates. Many factors are national/provincial in nature which York Region has limited influence. This includes such factors as the regulatory environment, dollar exchange rate and interest rate policy.
- There are a range of housing affordability factors specific to the municipality and ones over which York Region has some influence or control. This includes market choice of housing stock by built form and tenure (including the provision for purpose-built rental housing), the availability of developable residential lands, municipal servicing, and land use permissions.
- Working with public and private sector partners, York Region should continue to ensure that the long-term housing forecast is aligned with anticipated demand by household income, age group and household size.
- While York Region's median household income is relatively high, the Region has experienced an erosion in home ownership affordability over the past 10 to 15 years, similar to the broader regional market area.
- The Region generally offers relatively few affordable home ownership options in both the new and re-sale housing market, limiting market choice for medium- and lower-income households. The aging of the population, combined with the continued erosion of housing affordability, is anticipated to place increasing demand for affordable housing products across York Region.
- The Region will also need to offer a greater supply of purpose-built rental housing to accommodate growing needs across all age groups and income levels, but particularly the 75+ age group driven by the Region's aging Baby Boomers. If not appropriately addressed, these housing barriers could have the



potential of constraining the Region's competitive position by limiting its ability to attract talent (i.e. skilled labour) and reducing its livability over the longer term.

- Despite the feasibility challenges of purpose-built rental developments, over the last few years a select number of new private-sector rental developments have been constructed in York Region. These projects have been possible, in part, through the use of a range of municipal financial incentives and planning tools made available by York Region, area municipal partners, and upper levels of government.

### Address the Interconnection Between the Region's Competitive Economic Position and its Longer-Term Housing Needs by Market Segment

- Addressing the interconnection between the Region's competitive economic position and its longer-term housing needs by market segment is critical in realizing the Region's future forecast population and employment growth potential, as well as the Region's ultimate goals related to prosperity, opportunity, and livability.
- The Region recognizes that the accommodation of skilled labour and the attraction of new businesses are inextricably linked and positively reinforce one another. To ensure that economic growth is not constrained by future labour shortages, effort will be required by York Region and its local municipalities to continue to explore ways to attract and accommodate new skilled and unskilled working residents to the Region within a broad range of housing options.
- Attraction efforts must also be linked to housing accommodation (both ownership and rental), infrastructure, municipal services and amenities, as well as quality of life attributes that appeal to the younger mobile population, while not detracting from the Region's attractiveness to older population segments.

### Continue Emphasizing an Integrated Approach to Long-Term Growth Management

- In recent years, York Region has begun to incorporate an integrated approach to land-use planning, servicing, and financial management within the broader context of Regional growth management.<sup>1</sup> Moving forward, this integrated

---

<sup>1</sup> The Regional Municipality of York, Committee of the Whole Planning and Economic Development. Report to the Commissioner of Corporate Services and Chief Planner. Growth and Infrastructure Alignment. June 13, 2019.



approach to growth management must also embrace the Region's economic development principles to ensure the Region achieves its long-term economic growth potential in a financially sustainable manner.

- Given the level of infrastructure investment required to accommodate anticipated long-term residential and non-residential development across York Region, the Region will need to ensure that the prioritization and staging of capital is well-aligned with anticipated real estate market trends. It is recognized that if major capital projects are not well-aligned with market demand, the Region will be at risk of accelerating further debt accumulation. This potential risk could increase with a prolonged economic downturn and/or slow economic recovery resulting from COVID-19, reduced revenue associated with slower growth, and lower revenues required to pay for growth-related capital. In turn, delays to major infrastructure investment would reduce the Region's competitive position relative to the broader regional market area by limiting new business development and housing choice.
- To minimize these financial risks, the Region's Fiscal Strategy recognizes the need to align near-term development priorities with locations that offer development capacity within existing infrastructure.
- Through a balanced approach that incorporates economic and real estate market demand factors against broad provincial and regional interests, the Region will be better equipped to identify where financial incentives and planning tools are potentially needed to stimulate residential and non-residential development activity where market forces alone are not delivering a desired outcome.

Following this Brief, the Foundational Housing Analysis Report is scheduled to be finalized in late 2020 and will provide an analysis with respect to long-term housing demand by structure type, tenure and affordability within the context of the Region-wide housing forecast prepared by York Region staff as part of the current ROP Review.

# INNOVATIVE HOUSING

OPTIONS to SUPPORT  
AFFORDABLE HOUSING

JANUARY 2021



# TABLE of CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>INTRODUCTION</b>	<b>3</b>
<b>APPLYING a YORK REGION LENS</b>	<b>5</b>
<b>CLASSIFICATION of INNOVATIONS</b>	<b>6</b>
BUILT FORM and DIVERSIFYING the HOUSING STOCK	7
INNOVATIONS in DESIGN and CONSTRUCTION	11
MUNICIPAL PROGRAMS	14
PROCESS IMPROVEMENTS and FINANCIAL TOOLS	19
<b>CONCLUSIONS</b>	<b>21</b>
<b>REFERENCES</b>	<b>22</b>

# EXECUTIVE SUMMARY

This attachment provides an overview of housing innovations and approaches to support the development of affordable housing options. Options are organized into four categories, outlined in the table below. In many instances, numerous partnerships are required to deliver these innovations.

INNOVATION CATEGORIES	INNOVATION	IMPLEMENTATION LEAD
<b>Built Form and Diversifying the Housing Stock</b>	Live/Work Units	Local Municipalities and Development Industry
	Micro Suites	Development Industry
	Tiny Houses	Local Municipalities and Development Industry
	Adaptive Reuse	Local Municipalities and Development Industry
	Family Friendly Housing Policies	Regional and Local Municipalities
	Multi-Generational Housing	Development Industry and Public
	Secondary/Accessory Dwelling Units	Regional and Local Municipalities
	Laneway Housing	Local Municipalities
	Co-Housing	Public
<b>Innovations in Design and Construction</b>	Modular Construction	Development Industry
	Container Housing	Development Industry
	3-D Printing	Development Industry
	Complete Units with Unfinished Interior	Development Industry
	Passive House	Development Industry
	Green Buildings	Development Industry
	Timber Buildings	Development Industry
<b>Municipal Programs</b>	Publicly Owned Lands	Local and Regional Municipalities
	Community Land Trusts	Local Municipality and Non-Profit Organizations
	Waiving, Deferring or Reducing Application Fees and Development Charges	Regional and Local Municipalities
	Rental Housing Protection (Demolition and Protecting from Condominium Conversion)	Regional and Local Municipalities
	Municipal Covenant Tools	Regional and Local Municipalities
	Short Term Rental Regulations	Local Municipalities

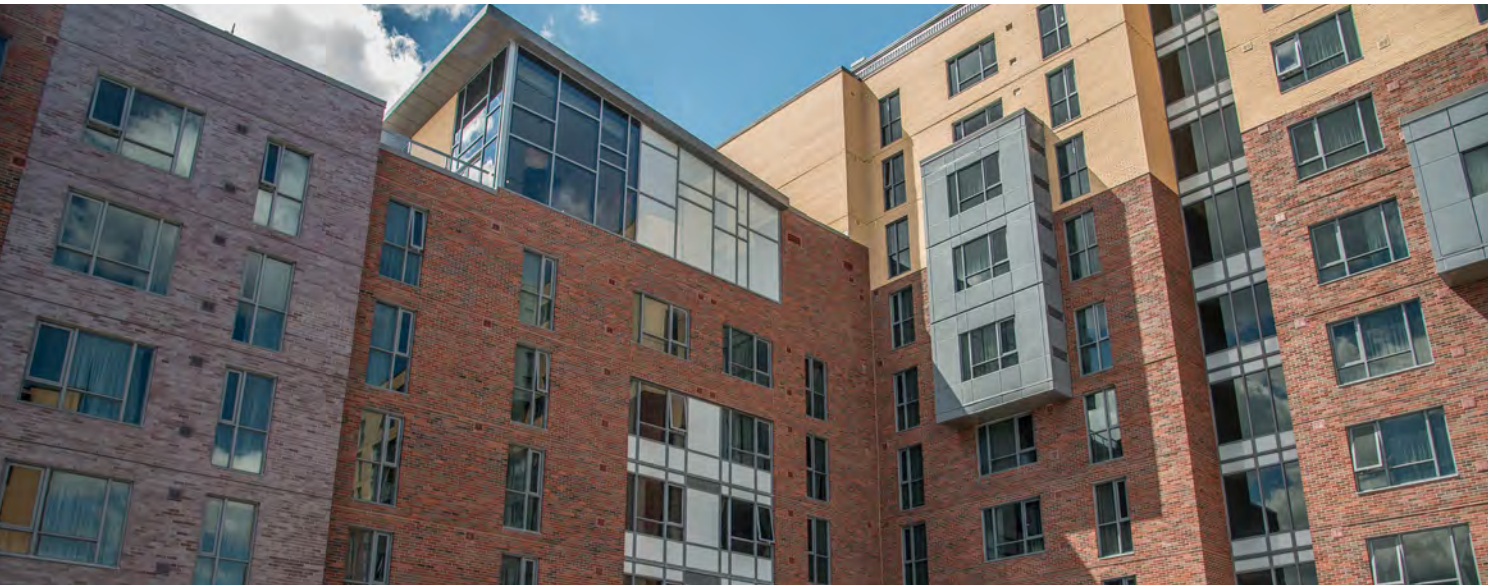
Continued on next page

## EXECUTIVE SUMMARY (continued)

INNOVATION CATEGORIES	INNOVATION	IMPLEMENTATION LEAD
<b>Municipal Programs</b> (continued)	Reduction or Exemption from Parking Requirements	Local Municipalities
	Vacant Unit Tax	Provincial Government, Regional and Local Municipalities
	Reduction or Exemption in Parkland Dedication or Cash-in-Lieu	Local Municipalities
	Inclusionary Zoning	Local Municipalities
	Community Improvement Plans	Regional and Local Municipalities
<b>Process Improvements and Financial Tools</b>	Expediting the Approvals Process for Affordable Housing Developments	Regional and Local Municipalities
	Phasing Affordability at Each Phase of Development	Regional and Local Municipalities
	Affordability through Financing	Federal Government
	Lease-to-Own/Rent-to-Own	Private Industry

The research outlined in this document seeks to identify potential considerations for delivering affordable housing options but have not been evaluated in a York Region context. Further consideration and analysis are required to finalize what could be adopted to support a full mix and range of housing, including affordable housing options, in York Region. This report focuses on a range of innovative approaches, but there could be quick and easy solutions not addressed in this report that use the existing planning framework to deliver affordable options (e.g., updated zoning).

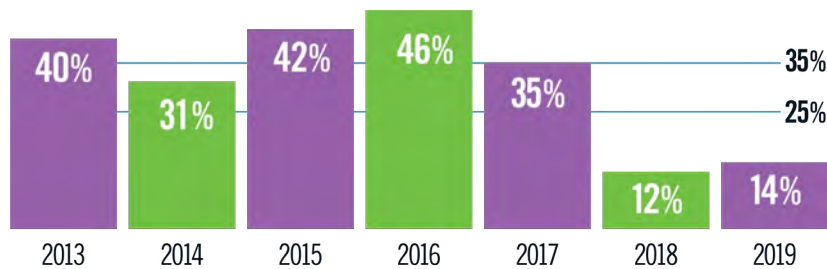
Some of the innovations explored through the research are easy or quick win solutions due to their ease of adoption in a fast and streamlined manner, such as family friendly housing policies. However, some are much more complex and require changes to legislation, additional funding opportunities or extensive commitments from numerous partners. The complexity of each innovation will be explored in subsequent analysis, identifying principles that could impact the level of complexity to implement such as cost, jurisdiction of the innovation (federal, provincial, regional or local), the level of commitment or role of private developers and interest of the public in adopting these new innovations. In the table, the implementation lead is identified. However, partnerships across government, private industry (development industry, financial institutions, etc.), non-profit organizations and the public are required for each innovation explored.



## INTRODUCTION

A full mix and range of housing options remains a key component for building complete communities, places where all people can live, work and play. A mix of housing types and tenures, including a range of affordable housing options, is essential to house a local workforce. The Annual Measuring and Monitoring Housing Affordability in York Region reporting identified the continued affordability challenges facing residents and workers in recent years in York Region (Figure 1). A lack of affordable housing options, with only 11% affordable ownership units in 2019, and a low rental supply could continue to impact Regional population and employment growth in the future.

**FIGURE 1: PERCENTAGE of NEW AFFORDABLE and RENTAL UNITS by YEAR**



\* Regional Official Plan Target: 35% applied in Regional Centres and Key Development Areas and 25% applied outside Regional Centres and Key Development Areas.

The Municipal Comprehensive Review sets the framework to support development of affordable housing options across York Region. It provides a foundation for building partnerships and collaborating with a variety of stakeholders to address housing gaps. The proposed policy updates in the Regional Official Plan will aim to streamline existing policies, embed updated policies to align with new Provincial policy direction and incorporate best practices. These updates are intended to enhance the Region's housing related policy foundation and support future on the ground approaches to help address housing issues.

There is opportunity to continue Regional work towards addressing housing gaps. Policies alone are not expected to



address housing gaps in the Region. To help advance solutions, research has been conducted on potential innovations to support delivery of a greater mix and range of housing options, including more affordable options. The innovations and best practices captured are organized into the following categories:

- 1. Built form and diversifying the housing stock**
- 2. Innovations in Design and Construction**
- 3. Municipal Programs**
- 4. Process improvements and financial tools**

For each category captured, there are several potential approaches identified that could help address housing gaps in York Region. Each approach is explained, and case studies are provided. In some instances, York Region does not have direct jurisdiction over the approach provided. Housing solutions are multi-faceted and require participation from multiple partners. While the approaches listed are comprehensive, they are not exhaustive as solutions required to address housing needs are wide ranging and evolving. This housing scan provides an inventory of approaches with potential to address housing need. Best practices will require further research and analysis, conversation with stakeholders and potential partners and evaluations of feasibility in a York Region context. The innovations scan identifies potential options to influence the private market, targeting mid-range income housing needs. This scan took a comprehensive look at some potential innovative solutions to assist in solving the growing affordability challenges in a York Region context.





## APPLYING a YORK REGION LENS

Consideration for how to apply this research and best practices scan in a York Region context is important. It must be applicable and adaptable to the diverse needs of each local municipality. The criteria below which apply a Regional lens are for consideration in the future development of Regional programs. Each potential housing innovation outlined requires an evaluation for feasibility based on Regional priorities and are beyond the criteria identified. There are several criteria that should be considered when assessing the viability of mechanisms to address housing gaps, including:

### **PARTNERSHIPS** are ESSENTIAL to SOLVING HOUSING GAPS

No one level of government can solve the housing gaps in York Region alone. Building relationships with a variety of stakeholders, including other levels of government, non-profit housing providers, financial institutions and developers to support the development of affordable housing will be necessary in addressing housing gaps in York Region.

### **OPENNESS** to NEW INNOVATIONS

New housing innovations can mean looking beyond traditional housing designs and the status quo of single-family, semi-detached, townhouse or apartment units. It requires a willingness from both the developer and end user to adopt new and innovative forms of housing types and living styles to be adapted to the local context. In some instances, new regulatory approaches may be required, as some of the approaches identified require the implementation of a new or updated municipal bylaw to implement the approach.

### **A ONE-SIZE FITS ALL APPROACH** may NOT WORK for YORK REGION

York Region's nine local municipalities are unique and a best practice may be a better fit in one local municipality than in others. Solutions in one local municipality may not be as easily adaptable for the adjoining municipality; it will require adaptation and a review of what is plausible for adoption with local municipal staff. There is a need for more affordable family-sized units across York Region. Some innovations do not lend themselves as easily to addressing that need and changing demographics will need to be considered in assessing the viability of these housing innovations.

## FUTURE RECOMMENDATIONS to ADDRESS HOUSING GAPS may REQUIRE FINANCIAL INVESTMENT

The need for financial investment in housing programs from all levels of government and private industry, through corporate social responsibility to the communities they build for, is required. At the Regional government level, future financial commitments to housing should be balanced with other important financial investments, such as infrastructure and community services. Potential revenue sources, including ongoing advocacy to the Provincial Government that a portion of the Non-Resident Speculation Tax be shared with single and upper tier municipal governments, could help increase housing options including affordable housing options. Future work on housing and reporting of proposed programs in York Region will advise on the financial implications of housing projects when options and feasibility are further explored.

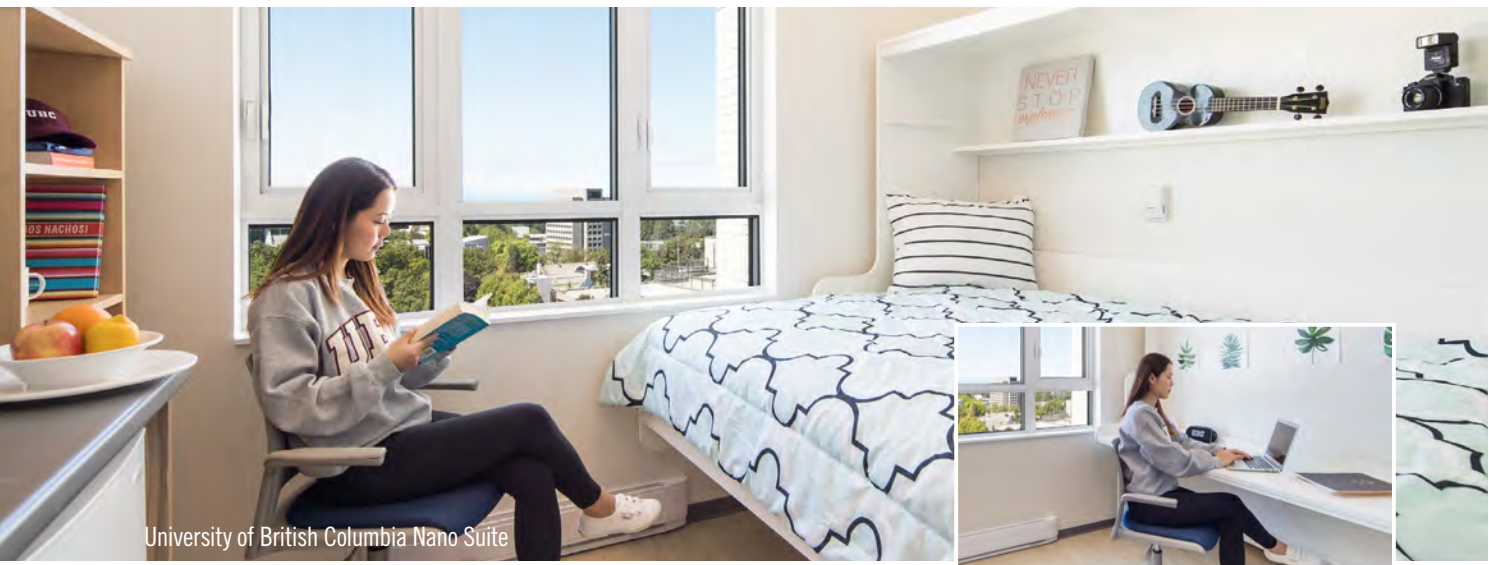


## CLASSIFICATION of INNOVATIONS

The housing innovations research looks at case examples from York Region, Ontario, Canada and beyond. It builds on existing Regional mechanisms for delivering affordability. The research scan of practices can be divided into four distinct categories to help classify the research conducted:

- 1. Built Form and Diversifying the Housing Stock**
- 2. Innovations in Design and Construction**
- 3. Municipal Programs**
- 4. Process improvements and Financial Tools**

The findings presented include the housing innovation, affordability framework and case studies.



University of British Columbia Nano Suite

## BUILT FORM and DIVERSIFYING the HOUSING STOCK

Built form refers to the shape, function and configuration of buildings, including how they connect to public spaces and streetscapes. Built form plays a role in the development of affordable housing options. It can help to diversify the type and size of units available and in some instances deliver more rental housing options (e.g., secondary suites) in areas where there may be limited rental options. A diversified housing stock supports intensification efforts and will help to revitalize existing neighbourhoods and support the best use of existing lands in York Region. Diversifying the housing stock refers more broadly to a full mix and range of housing stock beyond the traditional models of housing types. It considers new ways to develop, intensify and bridge the gap between traditional housing options and modern developments aimed at bringing more affordable housing options to the market.

### HOUSING INNOVATIONS and CASE STUDIES

**LIVE/WORK UNITS:** A live/work unit is a single unit that has both commercial or office use and a residential component occupied as a primary dwelling. This has a growing demand for professionals, including entrepreneurs and other creative industries, that want a dedicated workspace and office for clients to come to, but are unable or unwilling to pay the costs of buying or leasing office, workshop or studio space on top of their living expenses. The viability of these units must be considered on a site by site basis with appropriate zoning in the right location at the local municipal level.

CASE EXAMPLE: › [Mississauga: FRAM Building Group](#)

**MICRO SUITES:** A micro suite or micro unit is a one-room, self-contained living space that has been designed to accommodate a living area, sleeping area, bathroom and contained kitchenette. The range of square footage fluctuates, with typical ranges between 150 and 450 square feet. Rents and sale prices are traditionally scaled with unit size, offering an opportunity to deliver more affordable options to both the ownership and rental market. This innovation is best suited for more urban, walkable areas close to community facilities and transit-supported, with close proximity to work opportunities. In urban areas, land prices are traditionally more expensive and micro suites or units offer more affordable homes in locations where land costs can be a significant barrier to affordability. In York Region, the feasibility of these micro units are in the preliminary stages of review through work being undertaken by Housing York Inc.

CASE EXAMPLES: › [City of New York: Launch Micro-Mix](#) › [University of British Columbia: Nano Suites](#)



**TINY HOUSES:** Tiny homes are small, self-contained residential units built for year-round use with a living area that includes a kitchen, dining, bathroom and sleeping area. A tiny home is limited to the minimum standard set out in Ontario's Building Code (17.5 square metres). They offer a great alternative to save on housing costs as they are cheaper to build and maintain than a traditional ground related unit.

CASE EXAMPLE: › [Township of Leeds and the Thousand Islands](#)

**ADAPTIVE REUSE: CONVERSION of OLD BUILDINGS into NEW AFFORDABLE HOUSING:** Many private developers and municipalities are using older hotels, offices or places of worship to convert into housing developments, and in some cases affordable housing. A municipality is able to meet its goals of heritage conversation and increased housing supply, while lowering construction costs. Adaptive reuse of historical spaces helps to use existing buildings in a way that can bring life back to a neighbourhood while preserving a unique sense of place.

CASE EXAMPLES: › [Manitoba - St. Matthews Anglican Church](#)  
 › [Peterborough - The Mount and Sustainable Affordable Housing](#)

**FAMILY FRIENDLY HOUSING POLICIES:** Family-Friendly Housing Policies help to facilitate the provision of more housing with two to three-bedrooms to maintain healthy and mixed communities, including units large enough for families. Families need affordable housing that meets their needs however the high cost of housing often means families are living in smaller than ideal spaces in order to remain in the community. For many households, larger units are often found in ground related housing stock. A vertical community considers the needs of family sized units and spaces for families in higher density buildings. There is a growing need for family friendly housing developments, with consideration for convenient access to community spaces, transit and other amenities. A family friendly policy lens considers opportunities for utilizing the unit itself, the building and the neighbourhood to function better for larger households.

In the York Region context, this lens was adopted in the creation of the Affordable, Purpose-Built Rental Housing Incentives policy. Greater incentives are granted for developments in centres and corridors where 50% or more units are family-sized (two-bedrooms or greater).

CASE EXAMPLES: › [City of Toronto - Growing Up: Planning for Children in New Vertical Communities](#)  
 › [Vancouver – Family Room: Housing Mix Policy for Rezoning Projects and High Density Housing for Families with Children Guidelines](#)



**MULTI-GENERATIONAL HOUSING:** A multi-generational home is designed to meet the needs of families consisting of more than two generations living under the same roof. Living in a multi-generational household has several benefits such as lower operating and maintenance costs, cost savings on childcare and potentially better health outcomes. Major homebuilders are now offering “multi-generational” floor plans that make space for three or more generations, or even two different nuclear families sharing one house. Typical features include separate entrances and garages that let family members come and go as they please. Multi-generational housing does not mean using the traditional accessory dwelling unit as a means to have two households in one house (identified as the next option), but that the unit is designed in a way to accommodate the specific needs of that particular multi-generational family (e.g., may have only one kitchen area with separate living spaces in the house for different family members).

CASE EXAMPLE: › [Peel Region – Official Plan Review](#)

**SECONDARY or ACCESSORY DWELLING UNITS:** Secondary units can provide practical housing options to meet specific needs, including increasing housing choices for low and moderate income households, accommodating an aging population who wish to live independently but also benefit from the support of having their extended families nearby, and promoting more inclusive communities.

Secondary units can maximize densities and help to create income-integrated communities, which can support and enhance public transit, local businesses and the local labor market, as well as make more efficient use of infrastructure and services. This form of diversification provides housing options for renters in the market and is a form of gentle intensification using existing housing stock. The *Planning Act* also permits the use of secondary units, allowing an additional unit in the primary dwelling and one unit in an ancillary building. Policies supporting secondary or accessory dwelling units are required across York Region.

CASE EXAMPLE: › [Town of Newmarket](#)



Laneway Housing City of Vancouver

---

**LANEWAY HOUSING:** Laneway suites are secondary dwellings constructed behind traditional street-facing homes on lots abutting a public laneway. Laneway suites increase quality of affordable rental housing, intensify existing neighbourhoods, utilize existing infrastructure and help use sometimes underutilized spaces. An important consideration is the impact on parking if laneway houses were to be used in areas where they are not connected to transit, as this could use all relevant parking spots for that house if not in a transit-supported area.

CASE EXAMPLES: › [Affordable Laneway Suites Pilot Program, City of Toronto](#)  
 › [Laneway Program, City of Vancouver](#)

---

**CO-HOUSING (RENTAL and OWNERSHIP):** Co-housing is a shared living arrangement where two or more unrelated people own and or live in a home together through shared rental agreements or a formal shared ownership approach. Co-owners may share living spaces like kitchens and living rooms, or the home may be divided into separate units. Responsibilities for care and upkeep of the home are usually shared, as well as some amenities and services. Bill 69 or the *Golden Girls Act, 2019* was passed by the Ontario government to encourage all levels of government to recognize that Ontario has an aging population and should support innovative and affordable housing solutions for seniors. It was identified as a solution to the lack of affordable seniors housing available and high cost of maintaining a home.

Beyond seniors, co-housing expands the options available to individuals and families and provides a range of benefits, including affordability by allowing a group to pool resources to buy a house. It provides a way to build equity and brings security that comes with owning your home. The [Government of Ontario has created a guidebook](#) to support individuals looking at co-ownership options. For rental housing, co-housing offers opportunities to share the costs of a larger unit with other individuals, helping to create a sense of community and more affordable housing options due to the shared cost of expenses.

CASE EXAMPLES: › [Port Perry, Durham Region: Golden Girls Act](#)

---



## INNOVATIONS in DESIGN and CONSTRUCTION

The cost of traditional construction methods can be relatively high, increasing the overall price of the unit. Innovations in housing design and construction can influence the ecological impact that these buildings have on the environment, while also creating more sustainable and affordable housing options. In some instances, unit cost is lower with more modest building materials and finishes, in other instances the savings come over time with reduced utility costs.

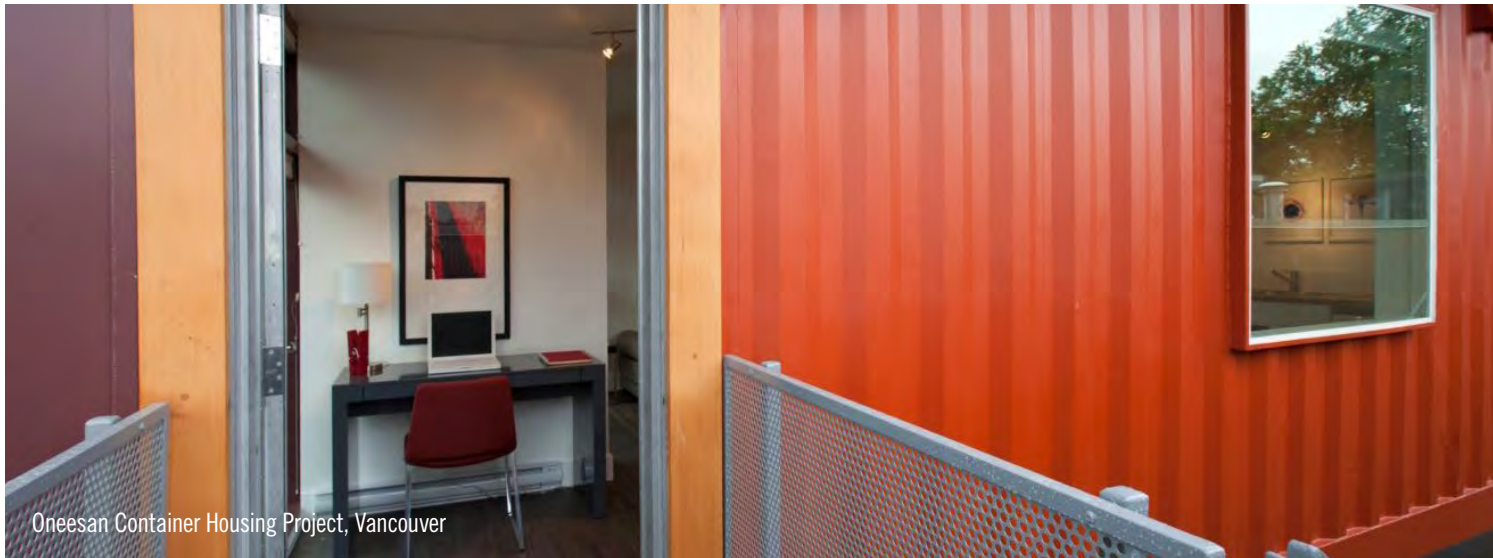
### HOUSING INNOVATIONS and CASE STUDIES

**MODULAR CONSTRUCTION:** Modular construction is a process in which a building is constructed off-site, under controlled plant conditions. Construction of modular buildings occurs simultaneously with site work, allowing projects to be completed 30% to 50% sooner than traditional construction.

Modular buildings can be disassembled and the modules relocated or refurbished for new use, reducing the demand for raw materials and minimizing the amount of energy expended to create a building to meet the new need. The costs of physical construction—the “hard costs”—are a big determinant of selling price or rent of a new home. It also has the potential to yield significant cost savings, with the potential to realize more than 20% of construction cost savings, with additional potential gains in full-life costs (reducing costs through energy and maintenance savings).

CASE EXAMPLES: › [Modular Housing Initiative, City of Toronto](#)  
› [Margaret Mitchell Place, City of Vancouver](#)





Oneesan Container Housing Project, Vancouver

---

**CONTAINER HOUSING:** A new innovation has been to create affordable housing out of shipping containers. Shipping containers have little to no maintenance and can withstand harsh weather conditions. It is estimated that there are millions of vacant shipping containers in the world that could be repurposed for housing units, helping to bring affordable housing to the market and supporting sustainable solutions and uses for these empty containers. This is both good for the environment and offers an alternative to expensive building costs and time, providing the base structure.

CASE EXAMPLES: › [Oneesan Container Housing Project, Vancouver](#)

---

**3-D PRINTING:** While in preliminary stages of development, there are some firms that have been able to develop house-scale, mobile 3-D printing technology. The 3-D printers are built to be easily transported via truck and are capable of printing a home of up to 800 square feet. This specific 3-D printer uses a mortar that can be sourced anywhere and the idea is to develop a technology that can be used in places where there might not be a lot of building resources. These 3-D printed structures not only reduce labour costs, construction time and material wastage, but they are also durable and disaster resistant. Although in early stages of development, it could be considered in the future to deliver more affordable housing options.

CASE EXAMPLE: › [ICON – Austin, Texas](#)

---

**COMPLETE UNITS with UNFINISHED INTERIORS:** To save labour and material costs, a developer could leave a portion of completed units unfinished to allow users to finish at their own budget. Occupancy requirements would need to be investigated in terms of what is required to be finished and what can be left incomplete.

---



## DESIGN INNOVATIONS with HIGHER UP-FRONT CAPITAL INVESTMENTS and LONGER-TERM ENERGY SAVINGS

In some instances, there are new innovations in housing design that help to impact affordability through energy savings but require higher up-front capital costs for building the unit for the developer. However, this helps to deliver more affordable rental housing options through lower utility costs for the renter. The innovations are listed below.

**PASSIVE HOUSE:** Passive House is a standard for energy efficiency that reduces a building's ecological footprint. The approach to more affordable housing is to focus on spending money up front to create energy-efficient buildings with lower maintenance and operating costs. By implementing passive house standards, developers can significantly curtail greenhouse gas emissions while drastically reducing utility costs. Some key elements of passive design are:

- › An airtight building envelope, which minimizes heating and cooling loss by air leakage.
- › High levels of insulation, so the building doesn't lose heat through its envelope.
- › Eliminating or reducing thermal bridging through the envelope to further reduce heat loss.
- › Using high-quality windows.
- › Placing windows in such a way as to maximize daylight and occupant experience.

CASE EXAMPLE: › [Cordage Green, Welland, ON](#)

**GREEN BUILDING:** Green building design uses renewable resources and less energy which makes them more affordable. Smaller designs and alternative and salvaged building products conserve resources and therefore can cost less than traditional approaches. Short-term, more immediate cost-saving examples include high efficiency water and energy appliances. Longer-term financial saving investments include solar panels and grey water technologies.

CASE EXAMPLE: › [York Region: Sustainable Development through LEED Incentive Program](#)

**TIMBER BUILDINGS/CROSS LAMINATED TIMBER:** Timber framing or post-and-beam construction are traditional methods of building with heavy timbers, creating structures using squared-off and carefully fitted and joined timbers with joints secured by large wooden pegs. Although supply chain challenges currently exist with this innovation in Ontario leading to increased costs to building with timber, this could be a future innovation to consider in supporting affordable housing options in a sustainable way.

CASE EXAMPLES: › [University of British Columbia: Brock Commons](#) › [Oslo, Norway](#)



## MUNICIPAL PROGRAMS

To help bridge the gap between market prices and feasibility and affordability, government incentives can help financial viability. This includes making publicly owned lands available for affordable housing through grants, reduced prices or long-term leases. In some cases, the delivery of incentives requires a mechanism to legally deliver them. These mechanisms are also captured in this scan. The municipal programs identified are not recommendations for use, but considerations for what is available, and their potential use in a York Region context would require additional discussion and evaluation. There may be additional easy, “quick win” solutions offered through the existing planning framework that could support affordable developments, which may include options such as infill development, pre-zoning or broadening the existing zoning framework. These options are not explored as innovations in this report but should be explored in the supplementary analysis for York Region-based solutions.



Development Charge Deferrals for Purpose-Built Rental Housing

## HOUSING INNOVATIONS and CASE STUDIES

**PUBLICLY OWNED LANDS:** Publicly owned land is land owned by the Government that is either vacant or underutilized and no longer needed to deliver government services. There are several options for what the government could do to the land, including selling the land at market value and redirect funding for affordable housing on a more suitable location, selling the land below market value in exchange for affordable housing units, or leasing the land to a developer or non-profit organization, based on the number of affordable units to be provided. Some municipalities have adopted a housing first policy for surplus city-owned land. In some instances, municipalities work with Non-Profit and the Co-operative Housing Sector to partner on municipally owned lands to develop affordable housing.

CASE EXAMPLES: › [Region of Peel: ROPA 23](#) › [City of Vancouver: Affordable Housing Agency](#)

**COMMUNITY LAND TRUSTS:** A Community Land Trust (CLT) is a nonprofit corporation that develops and stewards affordable housing, community gardens, commercial spaces and other community assets on behalf of a community. The trust may retain title to properties and convey homeownership through a long-term ground lease to ensure continued affordability. The CLT obtains and holds land and housing for the benefit of the community in which it exists. The CLTs maintain affordability in dual ownership, the separation of land ownership (owned by the CLT) from ownership of the housing or buildings on the land itself, which is leased out to individuals or non-profit organizations over a long-term period. CLTs are designed to be membership-based organizations that are legally governed by a board of directors, often made up of lease holders and renters, community members, public servants and non-profit organizations. There are three types of CLTs: community-based, sector-based and publicly based.

The CLT retains an option to repurchase any residential (or commercial) structures on its land if their owners ever choose to sell. The resale price is set by a formula contained in the ground lease that is designed to give present homeowners a fair return on their investment but giving future homebuyers fair access to housing at an affordable price. By design and by intent, the CLT is committed to preserving the affordability of housing (and other structures), one owner after another, and one generation after another, in perpetuity.

CASE EXAMPLES: › [Parkdale Neighborhood Land Trust \(PNLT\) – Toronto](#) › [Land Trust Project – Vancouver](#)

---

### **WAIVING, DEFERRING or REDUCING APPLICATION FEES and DEVELOPMENT CHARGES:**

A reduction or waiver of fees for applications for affordable housing development would help reduce costs associated with development. A development charge bylaw can:

- › Identify the relevant jurisdiction (part or whole of the municipal jurisdiction)
- › Phase in development charges to stimulate development
- › Exempt or reduce development charges for types of development specified in the bylaw

In order to impose development charges, municipalities must have passed a development charge bylaw. A policy is required to identify the program and parameters for waiving, deferring or reducing development charges or application fees.

CASE EXAMPLE: › [York Region: Development Charge Deferrals for \(Affordable\) Purpose-Built Rental Housing](#)

---

### **RENTAL HOUSING PROTECTION (DEMOLITION and PROTECTION from CONDOMINIUM CONVERSION):**

Affordable rental units are sometimes lost through demolition or the conversion of existing units from rental to ownership condominiums. Section 33 of the *Planning Act* allows municipalities to designate “demolition control areas” to help maintain existing housing stock. Demolition control areas established under the *Planning Act* can include both ownership and rental properties. Municipalities may enact policies to prohibit and regulate the demolition of residential rental properties containing six or more dwelling units and the conversion of such properties to a purpose other than residential rental.

CASE EXAMPLE: › [City of Mississauga](#)

---

**MUNICIPAL COVENANT TOOLS:** Covenants can restrict what an owner can do on the lands, and/or allow or restrict an activity to the effect of benefiting local or provincial government. To protect affordable housing, covenants may be used in a housing agreement to restrict who can live on a property and how much the property can be sold or rented for, thereby keeping a home perpetually affordable for future owners. The covenant can also include a listing of fines and other tools to ensure compliance and long-term affordable housing. Development agreement covenants are used to ensure the benefit of affordable housing is provided as part of a rezoning process. This is one way to protect affordable housing in the long-run and protects development agreements to ensure a developer provides the affordable housing benefits they agreed to. Covenants can be cumbersome and requires legal expertise in order to enforce.

CASE EXAMPLE: › [British Columbia](#)

---

**SHORT-TERM RENTAL REGULATIONS:** Short-term nightly rentals are part of a broader trend of residential property owners earning revenues from nightly rentals (fewer than 30 days). While short-term rentals benefit a homeowner by providing an additional source of income, they reduce the availability of units that could otherwise provide affordable housing options in the market (apartments, suites, rental homes). Regulating short-term rentals through zoning and other tools as well as through enforcement is one way to reduce the impact on the stock of long-term rentals. Leading practices to protect affordable housing supply include full bans on short-term rentals. Both approaches require municipal enforcement.

CASE EXAMPLES: › [Pemberton, British Columbia](#)

---

---

**REDUCTION or EXEMPTION from PARKING REQUIREMENTS:** The cost of providing parking, particularly in areas of higher land costs and/or where underground parking is needed, can add significantly to development costs. Municipalities can reduce capital and maintenance costs for themselves and developers, while facilitating pedestrian-friendly and transit-supportive areas, through agreements that reduce requirements or exempt owners or occupants of a building from providing and maintaining parking facilities, particularly where public transit is available.

CASE EXAMPLE: › [City of Mississauga](#)

---

**VACANT UNIT TAX:** A vacant unit tax is designed to increase a city's supply of rental homes by taxing the owners of properties that are not being fully used, thus encouraging them to make the properties available for rent. A vacant unit tax was introduced in Vancouver in 2018, with an implemented 1% property tax on homes sitting empty. The tax generated \$40 million last year and the number of vacant units has decreased by 22% from the previous year.

CASE EXAMPLE:

› [City of Vancouver Vacant Tax Bylaw](#)

---

**REDUCTION or EXEMPTION in PARKLAND DEDICATION or CASH-IN-LIEU:** Section 42 of the *Planning Act* allows a municipality to require a percentage of the land proposed for residential development be conveyed to the municipality for park or other public recreational purposes and Section 42 (6) allows for cash-in-lieu of parkland. Municipalities are able to modify their parkland dedication and cash-in-lieu requirements to facilitate the development of affordable housing in their jurisdiction. Cash-in-lieu of parkland fees are waived or reduced to support either rental or an ownership affordable component of a proposed development.

CASE EXAMPLE: › [Belleville, Ontario](#) › [City of Kingston: Bylaw 2013-107](#)

---

## MECHANISMS to DELIVER AFFORDABLE HOUSING

There are a number of planning tools available that once implemented, act as a mechanism to support delivering of affordable housing options. The tool itself does not deliver affordable housing options on its own.

**INCLUSIONARY ZONING:** Inclusionary Zoning (IZ) is a local municipal tool that requires or incentivizes private developers to develop a certain percentage of the units in a given project as below market rate targeted for middle-lower income households. IZ may include options and incentives such as density bonuses, reduced development standards, and financial assistance. The proportion of below market rate units a developer must build usually depends on the size of the project. The price of below market rate is based on the Area Median Income (AMI) which makes IZ effective for producing housing for middle-income residents that are not served by other programs which are usually reserved for people earning less than 30% of AMI. These units would then need to be maintained as affordable over a specified period of time.

The *Planning Act* and the associated regulations set out the framework for developing an Inclusionary Zoning program. Each program will differ as it is informed by local affordable housing needs, conditions and priorities and requires the

implementation through a zoning bylaw. The key components of Inclusionary Zoning programs include:

- › an assessment report on housing in the community
- › official plan policies in support of inclusionary zoning
- › a bylaw or bylaws passed under section 34 of the *Planning Act* implementing inclusionary zoning official plan policies
- › procedures for administration and monitoring
- › public reporting every two years
- › available option for lower or single tier municipalities

CASE EXAMPLE: › [City of Markham – Draft Inclusionary Zoning Framework](#)  
 › [City of Toronto – Inclusionary Zoning](#)

**COMMUNITY IMPROVEMENT PLANS:** Ontario’s *Planning Act* gives municipalities the power to implement Community Improvement Plans (CIPs) as a vehicle for providing financial incentives (grants or loans) to private property owners to undertake physical improvements in areas that are designated within the municipal official plan. Subsection 28(1.1) of the *Planning Act* provides that “community improvement” includes the provision of affordable housing. Municipalities can designate a Community Improvement Project Area, which is the specific area or geographic location where this CIP applies.

Municipalities can consider using CIPs to provide for grants or loans in relation to the provision of affordable housing within CIP project areas. Community improvement programs have been tailored to support municipal redevelopment and revitalization goals such as diversifying employment opportunities, improving accessibility, remediating and redeveloping brownfields, revitalizing core areas, and ensuring a range of housing types that include affordable housing.

CASE EXAMPLE: › [York Region: Affordable Housing Draft CIP](#) › [TIEG Program Guide: Oakville](#)



Expediting the approvals process for affordable housing developments

## PROCESS IMPROVEMENTS and FINANCIAL TOOLS

Process improvements are critical to improve the ease to which applications are processed and supporting the transition of housing from inception to the development process and finally, until the units are completed and available to the public. Process improvements facilitate the development of affordable housing options in a timely manner.

### HOUSING INNOVATIONS and CASE STUDIES

**EXPEDITING the APPROVALS PROCESS for AFFORDABLE HOUSING DEVELOPMENTS:** With a lower return on investment, affordable housing projects suffer disproportionately from the costs associated with regulatory processes and delays. As a result, fewer affordable housing units are built. Fast-tracked or expedited approvals prioritize applications for affordable housing development, allowing them to essentially “jump the queue” in the standard review process. Some techniques used for lower approval costs include: ‘one stop shop’ for builders and residents, or priority placement in permitting queues.

CASE EXAMPLES: › [State of Rhode Island: Office of Housing and Community Development](#)  
› [Kamloops, British Columbia](#)

**PHASING AFFORDABILITY AT EACH PHASE OF DEVELOPMENT :** A formalized process for which developments are required to complete affordable housing commitments at each phase of development, rather than deferring the development of affordable housing to a later phase of development. This would ensure that the development of affordable housing is not deferred to a later date, particularly when new affordable units are needed now.

CASE EXAMPLES are not explicitly identified and hard to find, but this solution ensures that affordable housing is delivered and not deferred indefinitely.



---

**AFFORDABILITY THROUGH FINANCING:** There are a number of financing options available to meet the changing realities for households in order to afford housing in their communities. Financing options developed through upper levels of government/government agencies (CMHC) and private companies can support households in finding ways to get into the ownership housing market in some capacity.

CASE EXAMPLES: › [Ontario Life Lease](#) › [Reverse Mortgage](#)  
 › [Second Mortgage](#) › [First Home Buyer Incentive](#)

---

**LEASE-TO-OWN/RENT-TO-OWN:** Lease-to-own is an agreement that a tenant enters into with their landlord where the landlord continues to own the property and the tenant has the option to purchase the home. There are various payment options and stipulations that can be outlined in the agreement. Essentially this is an alternative payment plan for those who cannot afford the up-front capital costs of homeownership (down payment). It allows the renter to build up equity in the home they are leasing and provides the option for long-term tenants to become the homeowner.

CASE EXAMPLE: › [Daniels Home Investment Program: Peel Region](#)

---



## **PURPOSE BUILT RENTAL HOUSING OPTIONS CONTINUE to be CRITICAL for DELIVERING MORE AFFORDABLE HOUSING OPTIONS in YORK REGION.**

Many of the innovations listed above can be used to address ownership and rental housing gaps. Previous Regional analysis has indicated that due to York Region's low rental supply, Regional financial incentives should be focused on rental housing options. Given the substantial gap between affordable and average market ownership housing prices, purpose-built rental remains one of the key solutions to delivering more affordable options to residents in York Region.

York Region has the lowest percentage of rental units in the Greater Toronto and Hamilton Area. Rental housing provides an affordable alternative to ownership and supports residents to live closer to public transit and in more compact, complete communities. In addition to addressing affordability concerns, rental housing provides flexibility for those that do not want to be tied to the obligations of owning a home. To start to address the low rental supply and lack of affordable options, York Region Council approved the Development Charge Deferrals for Affordable, Rental Housing. These incentives are highlighted in the scan.

## CONCLUSIONS

The housing innovations scan provides information on a suite of options to address affordable housing challenges in York Region in the future. This research will help inform future work beyond the Municipal Comprehensive Review process. Although it is a comprehensive list, it is not exhaustive. The list provides potential options for new housing innovations focused on the private market and planning related mechanisms that contribute to more affordable housing options. Further evaluation is required to determine the feasibility and desirability of these innovations, meaning that just because it is listed in this document, does not mean it should be seen as an ideal or feasible way of delivering more affordable options in the York Region context. To solve housing gaps, a commitment from various levels of government, financial institutions, developers, non-profit housing providers and the public are necessary to deliver and support the development of affordable housing options across communities.

# REFERENCES

- Atira.** 2019. "Onesans Container Housing Project Report." Reference: <https://atira.bc.ca/onesans-container-housing-project-report/>
- BC Housing.** 2020. "Vancouver- Land Trust Model." Reference: <https://www.bchousing.org/projects-partners/development-projects/vancouver-land-trust-model#:~:text=The%20Land%20Trust%20is%20the,set%20at%20market%20rate%20levels>
- Canada Mortgage and Housing Corporation.** 2017. "Passive Approaches to Low-energy Affordable Housing Projects- Literature Review and Annotated Bibliography." Reference: [https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/sf/project/archive/research/rr\\_passive\\_approaches\\_to\\_low\\_energy\\_affordable\\_housing\\_projects.pdf](https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/sf/project/archive/research/rr_passive_approaches_to_low_energy_affordable_housing_projects.pdf)
- Canada Mortgage and Housing Corporation.** "Project Profile: WestEnd Commons." Reference: [https://assets.cmhc-schl.gc.ca/project/cmhc/pdfs/content/en/68375\\_en\\_w\\_acc.pdf?rev=7a0cdc2d-9461-4bc3-af9f-76e81c22317c](https://assets.cmhc-schl.gc.ca/project/cmhc/pdfs/content/en/68375_en_w_acc.pdf?rev=7a0cdc2d-9461-4bc3-af9f-76e81c22317c)
- Canada Mortgage and Housing Corporation.** "The First-Time Home Buyer Incentive." Reference: <https://www.cmhc-schl.gc.ca/en/nhs/first-time-home-buyer-incentive>
- Canadian Housing and Renewal Association: A Home for the Housing Sector.** 2020. "Perpetual Affordability and Community Control of the Land: Community Land Trusts in Canada." Reference: <https://chra-achru.ca/perpetual-affordability-and-community-control-of-the-land-community-land-trusts-in-canada/>
- City of Austin.** 2017. "Housing Plan: Austin Strategic Housing Blueprint." Reference: [https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint\\_Final\\_September\\_2017.pdf](https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf)
- City of Belleville.** 2020. "Guidelines for the Reduction of Parking Requirements for Affordable Rental Housing." Reference: [https://www.belleville.ca/en/city-hall/resources/Documents/EDS\\_PLN\\_Parking\\_Reduction\\_Guidelines\\_-\\_FINAL\\_-\\_Feb14.pdf](https://www.belleville.ca/en/city-hall/resources/Documents/EDS_PLN_Parking_Reduction_Guidelines_-_FINAL_-_Feb14.pdf)
- City of Kamloops.** 2016. "Kamloops Affordable Housing Developers Package." Reference: <https://www.kamloops.ca/sites/default/files/docs/homes-businesses/16-kamloopsaffordablehousingdeveloperspackage.pdf>
- City of Kawartha Lakes and County of Haliburton.** 2017. "Affordable Housing Framework: Technical Appendix." Reference: <https://www.kawarthalakes.ca/en/living-here/resources/Housing-Rental-Listings/CKL-H-Affordable-Housing-Framework-Appendix-Final-Dec17.pdf>
- City of Kingston.** 2020. "Parkland Dedication." Reference: <https://www.cityofkingston.ca/city-hall/bylaws/parkland-dedication>
- City of Markham.** 2020. "Affordable and Rental Housing Study." Reference: <https://pub-markham.escribemeetings.com/filestream.ashx?DocumentId=24145>
- City of Mississauga.** 2020. "Rental Housing Protection By-law." Reference: <https://www.mississauga.ca/publication/rental-housing-protection-by-law/>
- City of New York.** 2017 "Housing New York 2.0". Reference: <https://www1.nyc.gov/assets/hpd/downloads/pdfs/about/housing-new-york-2-0.pdf>
- City of Toronto.** 2020. "Inclusionary Zoning." Reference: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/inclusionary-zoning-policy/>
- City of Toronto.** 2020. "Modular Housing Initiative." Reference: <https://www.toronto.ca/community-people/community-partners/affordable-housing-partners/modular-housing-initiative/>
- City of Toronto.** 2020. "Growing Up: Planning for Children in New Vertical Communities." Reference: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/growing-up-planning-for-children-in-new-vertical-communities/overview/>

- City of Toronto.** 2020. "Laneway Suites Programs." Reference: <https://www.toronto.ca/community-people/community-partners/affordable-housing-partners/laneway-suites-program/>
- City of Vancouver.** 2016. "Family Room: Housing Mix Policy for Rezoning Projects." Reference: <https://vancouver.ca/files/cov/family-room-housing-mix-policy-for-rezoning-projects-2016-07-13.pdf>
- City of Vancouver.** 2020. "High-Density Housing for Families with Children Guidelines." Reference: <https://guidelines.vancouver.ca/guidelines-high-density-housing-for-families-with-children.pdf>
- City of Vancouver.** 2020. "Laneway Housing." Reference: <https://vancouver.ca/people-programs/laneway-houses-and-secondary-suites.aspx>
- City of Vancouver.** 2020. "Vacancy Tax (Empty Homes Tax) Bylaw 11674." Reference: <https://vancouver.ca/your-government/vacancy-tax-bylaw.aspx>
- City of Vancouver.** 2020. "Vancouver Affordable Housing Endowment Fund (VAHEF)." Resources: <https://vancouver.ca/people-programs/vancouver-affordable-housing-endowment-fund.aspx>
- CivicPlan & Evergreen.** 2017. "Our City, Our Spaces: Adaptive Reuse for Community Benefit." Reference: [http://civicplan.ca/wp-content/uploads/2017/05/Our\\_City\\_Our\\_Spaces\\_Report.pdf](http://civicplan.ca/wp-content/uploads/2017/05/Our_City_Our_Spaces_Report.pdf)
- Daniels.** 2020 "Daniels Gateway Rental Communities." Reference: <https://danielshomes.ca/gateway-rental-communities.php>
- Green Building Canada.** 2020. "What is Green Building?" Reference: <https://greenbuildingcanada.ca/green-building-guide/what-is-green-building/>
- Government of Canada.** 2020. "Reverse Mortgages." Reference: <https://www.canada.ca/en/financial-consumer-agency/services/mortgages/reverse-mortgages.html>
- Government of Canada.** 2020. "Getting a Second Mortgage." Reference: <https://www.canada.ca/en/financial-consumer-agency/services/mortgages/borrow-home-equity.html#toc3>
- Government of Ontario.** 2019. "Adding a Second Unit in an Existing House: Ontario Building Code Information." Reference: [https://files.ontario.ca/mmah-adding-a-second-unit-in-an-existing-house-en\\_0.pdf](https://files.ontario.ca/mmah-adding-a-second-unit-in-an-existing-house-en_0.pdf)
- Government of Ontario.** 2019. "Build or Buy a Tiny Home: Ontario Building Code Information." Reference: [https://files.ontario.ca/mmah\\_tiny\\_homes\\_en\\_20191129.pdf](https://files.ontario.ca/mmah_tiny_homes_en_20191129.pdf)
- Government of Ontario.** 2019. "Life Lease Housing." Reference: [https://files.ontario.ca/books/mmah-life-lease-housing-en-20191210\\_0.pdf](https://files.ontario.ca/books/mmah-life-lease-housing-en-20191210_0.pdf)
- Icon Technology Inc.** 2020. "Becoming INCONIC: Homebuilding hasn't changed since the middle ages." Reference: <https://www.iconbuild.com/about>
- Legislative Assembly of Ontario.** 2019. Bill 69, Golden Girls Act, 2019. Reference: <https://www.ola.org/en/legislative-business/bills/parliament-42/session-1/bill-69>
- Ministry of Municipal Affairs and Housing.** 2011. "Municipal Tools for Affordable Housing." Reference: [www.mah.gov.on.ca/AssetFactory.aspx?did=9270](http://www.mah.gov.on.ca/AssetFactory.aspx?did=9270)
- Moelven.** 2020. "About Mjostarnet." Reference: <https://www.moelven.com/mjostarnet/>
- Ontario Home Builders' Association.** "Live-Work Spaces are Flexible Spaces." Reference: <https://www.ohba.ca/flexible-space/>
- Passive House Canada.** 2020. "About Passive House." Reference: <https://www.passivehousecanada.com/about-passive-house/>
- Parkdale Neighbourhood Land Trust.** 2020. "About: PNLT." Reference: <http://www.pnlt.ca/about/>

- Pemberton, British Columbia.** 2017. "Short Term Vacation Rentals." Reference: <https://www.pemberton.ca/public/download/documents/42031>
- PHS: Community Services Society, Vancouver.** 2020. "Margaret Mitchell Place." Reference: <https://www.phs.ca/locations/margaret-mitchell-place/>
- Queen's Printer.** 2020. Planning Act, R.S.O., 1990, c. P.13. Reference: <https://www.ontario.ca/laws/statute/90p13>
- Queen's Printer.** 2020. British Columbia: Community Charter, Chapter 26- Municipal Revenue. Reference: [https://www.bclaws.ca/civix/document/id/complete/statreg/03026\\_07](https://www.bclaws.ca/civix/document/id/complete/statreg/03026_07)
- Region of Peel/Urban Metrics Inc.** 2020. "Peel 2041 MCR- Intensification Analysis." Reference: <https://www.peelregion.ca/officialplan/review/pdf/intensification-analysis.pdf>
- Regional Municipality of Peel.** 2020. "List of Amendments: ROPA 23." Reference: <https://www.peelregion.ca/planning/officialplan/list-amendmts.htm#ropa23-title>
- Regional Municipality of York.** 2019. "Development Charges Deferral for Affordable, Purpose-Built Rental Buildings." Reference: <https://www.york.ca/wps/wcm/connect/yorkpublic/6eefc60c-030c-4551-a846-9003e7ff67c0/10245017-vR-Development+Charges+Deferral+for+Affordable%2C+Purpose-Built+Rental+Buildings.pdf?MOD=AJPERES&CVID=mU49rvH>
- Regional Municipality of York.** 2019. Draft Community Improvement Plan for Affordable Rental Housing Incentives." Reference: <https://yorkpublishing.escribemeetings.com/filestream.ashx?DocumentId=9163>
- Regional Municipality of York.** 2015. "Sustainable Development through LEED Incentive Program Implementation Guide." Reference: <https://www.york.ca/wps/wcm/connect/yorkpublic/86901677-dbc3-402b-92de-3fd608872bff/LEEDImplementationGuideNovember2015.pdf?MOD=AJPERES&CVID=mu8J9MI#:~:text=The%20%E2%80%9CSustainable%20Development%20Through%20LEED,more%20storeys%20in%20York%20Region>
- Ryerson University: Centre for Urban Research and Land Development.** 2019. "Governments in Ontario Making Headway in Using Surplus Lands for Housing." Reference: [https://www.ryerson.ca/content/dam/cur/pdfs/CUR\\_Report\\_Surplus\\_Lands\\_April\\_29.pdf](https://www.ryerson.ca/content/dam/cur/pdfs/CUR_Report_Surplus_Lands_April_29.pdf)
- State of Rhode Island Office of Housing and Community Development.** 2020. "Expedited Permit." Reference: <http://ohcd.ri.gov/policy-planning/expeditedpermit.php>
- The Mount Community Centre.** "Housing at The Mount Community Centre." Reference: <https://www.themountpeterborough.ca/housing.html>
- Town of Newmarket.** 2019. "What is an Accessory Dwelling Unit (ADU)?" Reference: <https://www.newmarket.ca/LivingHere/Pages/Building%20and%20Renovating/Accessory-Dwelling-Units.aspx>
- Town of Oakville.** 2020. "Tax Increment Grant." Reference: <https://www.oakville.ca/assets/general%20-%20business/TIG%20Guide.pdf>
- Township of Leeds and the Thousand Islands.** 2020. "Small and Tiny Homes." Reference: <https://www.leeds1000islands.ca/en/growing/small-and-tiny-homes.aspx#>
- University of British Columbia.** 2020. "Brock Commons Tallwood House." Reference: <https://sustain.ubc.ca/research/research-collections/brock-commons-tallwood-house>
- University of British Columbia.** 2020. "Student Residence- Vancouver: Nano Suite." Reference: <https://vancouver.housing.ubc.ca/rooms/nano/>

On January 28, 2021 Regional Council made the following decision:

1. Council endorse the housing policy directions summarized in this report and further described in Attachment 1 to support development of draft policies required for Provincial conformity that will be presented to Council as part of the Regional Official Plan Update through the Municipal Comprehensive Review.
2. Council direct staff to continue to work with key stakeholders, including local municipal staff and the development industry in an effort to find solutions to the lack of affordable housing options for current and future residents.
3. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities, the Ministry of Municipal Affairs and Housing, and the York Chapter of BILD.

The original staff report is attached for your information.

Please contact Sandra Malcic, Director, Long Range Planning at 1-877-464-9675 ext. 75274 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Office of the Regional Clerk, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Planning and Economic Development  
January 14, 2021

Report of the Commissioner of Corporate Services and Chief Planner

## Regional Official Plan Update Housing Challenges and Opportunities

### 1. Recommendations

1. Council endorse the housing policy directions summarized in this report and further described in Attachment 1 to support development of draft policies required for Provincial conformity that will be presented to Council as part of the Regional Official Plan Update through the Municipal Comprehensive Review.
2. Council direct staff to continue to work with key stakeholders, including local municipal staff and the development industry in an effort to find solutions to the lack of affordable housing options for current and future residents.
3. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities, the Ministry of Municipal Affairs and Housing, and the York Chapter of BILD.

### 2. Summary

York Region is not achieving housing affordability targets and in recent years has fallen short of forecasted growth levels. Through this report, the correlation between lagging population growth and a lack of affordable housing options is explored along with some of the associated implications (Attachment 2). This report also provides a suite of innovative approaches available to increase housing options (Attachment 3), and housing policy directions prompted by updates to Provincial Plans and to support future work on expanding housing options (Attachment 1). The report recommends ongoing further work required to expand housing options.

#### Key Points:

- York Region is not achieving anticipated population growth and housing affordability targets set out in the Regional Official Plan
- The lack of affordable housing options has been highlighted by Watson and Associates Economists (Watson) as one factor that has led to slower growth in the Region over the last decade

- Not achieving anticipated population growth forecasts can adversely affect development charge recovery and planned infrastructure timing, and a lack of affordable housing impacts Regional efforts to achieve complete communities
- A suite of approaches available to address the lack of affordable housing options is provided for ongoing collaboration with key stakeholders
- Proposed housing policy directions to update the Regional Official Plan (ROP) as part of the Municipal Comprehensive Review (MCR) conform with updated Provincial Policies, support future work on expanding housing options and are outlined in Attachment 1

### 3. Background

#### **Housing our residents is a major contributor to community health and well-being**

“Housing Options” refers to a range of housing types such as, but not limited to single detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi residential buildings. The term can also refer to a variety of housing arrangements and forms such as life lease housing, co-ownership housing, co operative housing, community land trusts, land lease community homes, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses.

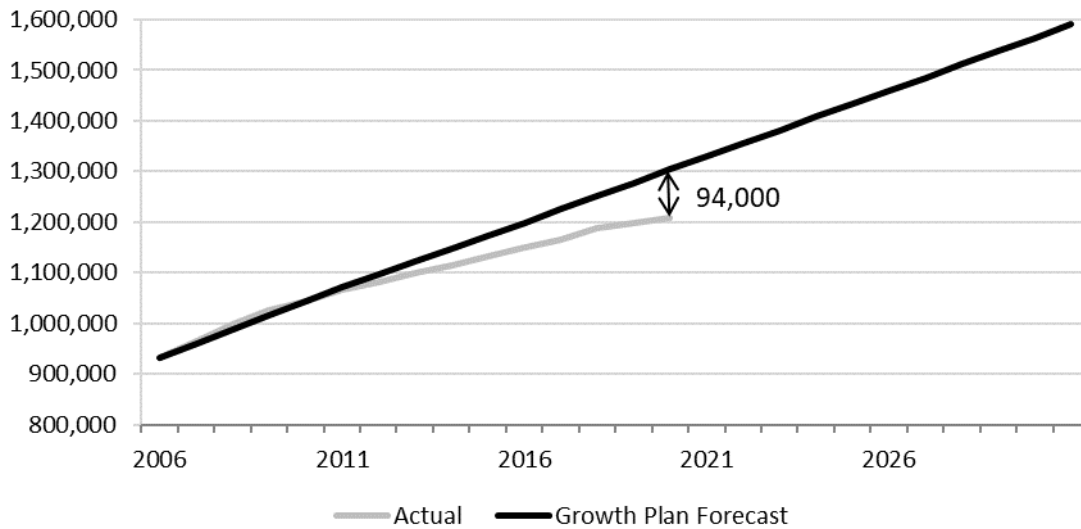
A robust housing supply and full mix and range of housing options, including affordable options is integral to building complete communities where people of all ages, stages and incomes can live, work and play. Complete communities provide housing options for all residents and workers that results in more inclusive communities, reducing the need for long commutes and the associated climate related impacts that accompany them. A variety of affordable options support economic development and is a major contributor to individual and community health and well-being. Revisions being contemplated to update housing related policies in the ROP conform with Provincial policy direction and support future work on expanding housing options, including affordable options.

#### **Despite meeting provincial supply requirements, York Region is not meeting anticipated population forecasts**

Population forecasts are prescribed by the Provincial Growth Plan and municipalities are required to plan to achieve them. In [July 2020](#), Council was advised that the Region was below forecasted population growth by approximately 94,000 people (Figure 1). Planning to achieve population forecasts requires growth and infrastructure investment. If the infrastructure is underutilized, it is not fiscally sustainable. Some land supply in York Region is currently constrained as it is awaiting servicing infrastructure, however, as outlined in the June 2020 [Housing Supply Update Memo](#) to Council, York Region is currently meeting Provincial land supply requirements which suggests the lag in population growth is not tied to a limited land supply.



**Figure 1**  
**Population Growth (actual and forecast), 2006-2031**



Source: York Region Planning and Economic Development Branch

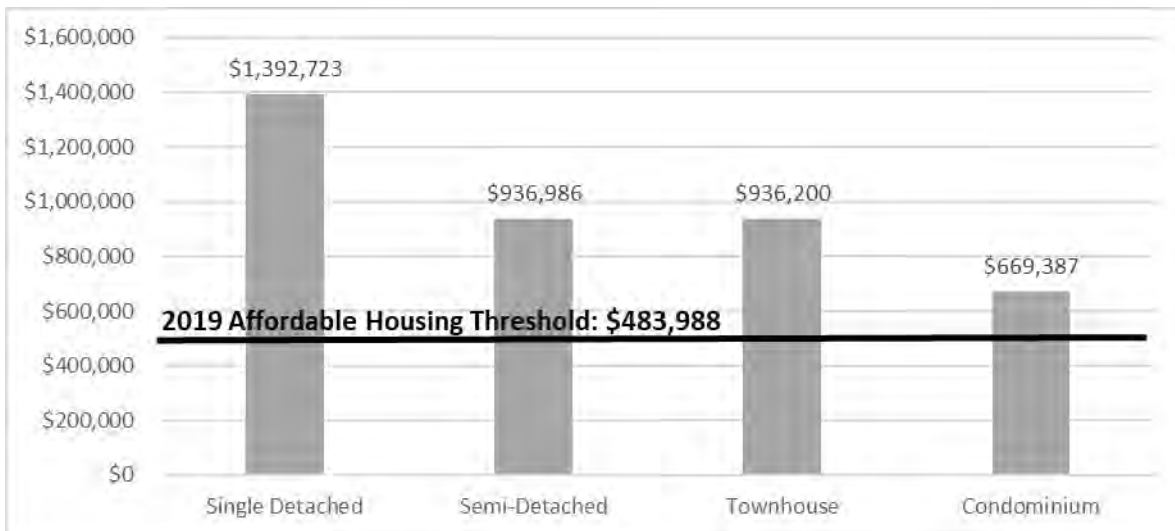
In [June 2019](#), Council was advised of some of the risks and implications of not achieving population growth targets. Lower than expected growth creates financial challenges and hinders the timing of the Region's ability to pay down debt and build capacity for additional infrastructure investment needed to achieve the provincial 2051 forecasts of 2.02 million people and 990,000 jobs.

### **Housing affordability targets are not being met in York Region, challenging complete community initiatives**

The ROP includes policy that 35% of new housing in Regional Centres and key development areas be affordable and that 25% of new housing outside of those areas be affordable. The affordability of new ownership housing and the supply of new purpose-built rental housing is [monitored annually](#). The [2019 monitoring report](#) advised Council that only 11% of new ownership housing units were affordable, 99% of which were studio or 1-bedroom condominiums and not suitable for families. The report also advised that only 3% of new housing was classified as purpose built rental housing.

In 2019 the affordable housing threshold was approximately \$484,000. As is shown in Figure 2, the average cost of all new housing types is greater than the thresholds, and the gap between the affordable housing threshold and average market prices is a barrier to home ownership in York Region for many households.

**Figure 2**  
**York Region Affordable Housing Threshold and Average Cost of New Homes**  
**(2019)**



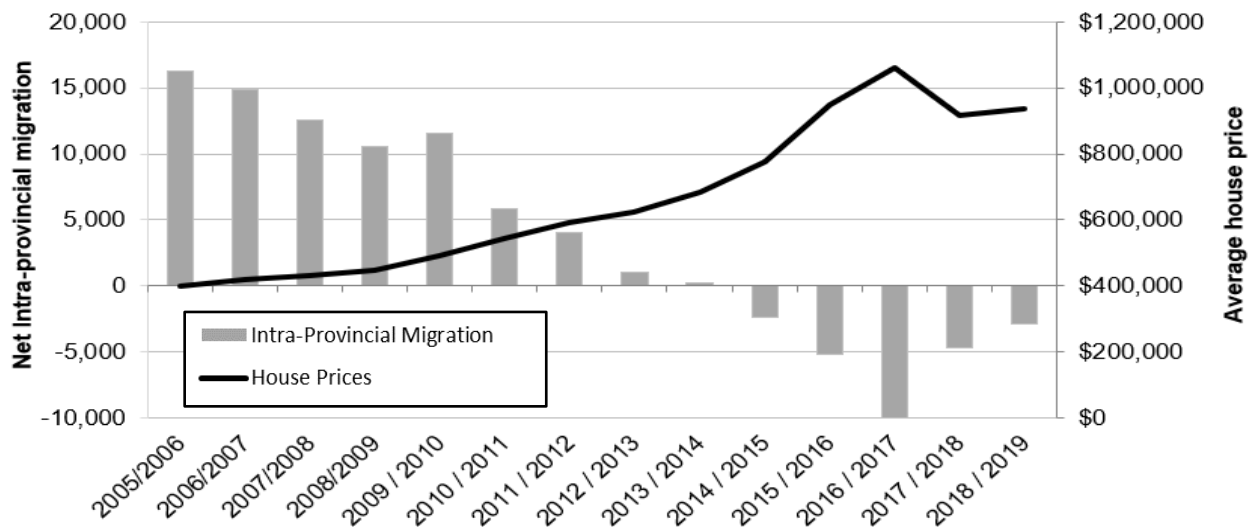
Source: York Region Planning and Economic Development Branch and CMHC

As of 2016, 14% of York Region housing stock was rental tenure (primary and secondary), compared to 33% in the GTHA and 30% in Ontario. York Region has the lowest proportion of its housing stock in rental tenure in the GTHA. Council has recognized this gap in supply and in fall 2019 approved the [Development Charge Deferral for Affordable, Purpose-Built Rental Buildings](#) policy as well as the [purpose-built rental servicing allocation reserve](#) (subject to capacity) to help encourage new rental supply.

Complete communities offer a full range of housing options for people of all ages and abilities. Not achieving affordability targets limits who can live in York Region and is counter to complete community initiatives.

### **Housing affordability is a factor contributing to lower than anticipated population growth rates**

A contributor to population growth has been people moving to York Region from elsewhere in the Province. As reported in the [2019 Growth and Development Review](#), York Region recorded a net loss of intra-provincial migrants over the last 5 years. Further analysis shows a correlation between the net loss of intra-provincial migration in York Region and the increase in the average cost of housing (Figure 3).

**Figure 3****Net Intra-provincial Migration and Average Annual House Prices**

Source: York Region Planning and Economic Development Branch and Statistics Canada

## 4. Analysis

### **Further research on the correlation between population growth rates and housing affordability is being conducted as part of the Municipal Comprehensive Review**

Provincial forecasts have been extended to 2051 and assume substantial population and job growth for York Region. The Provincial Growth Plan, Provincial Policy Statement, 2020 (PPS) and Land Needs Assessment Methodology have placed greater emphasis on the role of the market and meeting market demand when determining housing forecasts to meet 2051 population forecasts. Watson has been retained to help understand the impact of the market on population growth. This work builds on the 2019 update of [Housing Matters](#), which provides data and analysis on housing market and growth trends and will inform policy updates presented to Council in the updated ROP. An important consideration in the development of the 2051 forecast will be the need to balance market demand, Provincial Growth Plan targets and policy objectives, housing supply, and housing affordability to help achieve the forecast and continue to work towards complete communities for the Region's residents.

### **A lack of affordability and rental housing supply is contributing to the Region's recent population and housing growth shortfall**

Research on the impact of the housing market on population growth by Watson is summarized in Attachment 2. Key findings include:

- York Region has a declining share of residential development activity and is the only municipality in the Greater Golden Horseshoe that experienced a slower annual population growth rate between 2016 and 2021 compared to the previous 5-year period

- Lower population growth in combination with the aging population has resulted in increased need to attract younger families for economic development as the accommodation of the skilled labour force and the attraction of new businesses are strongly linked and positively reinforce one another
- While there has been a decline in ground related development, high density ownership units have seen increased activity; however, these units are generally smaller sized and may not be suitable for families
- The higher density rental market is limited by few new rental developments and low vacancy of existing rental units
- Durham Region and Simcoe County have the most affordable new single-detached homes in the broader regional market area, with average costs 54% and 40% of the average cost of new single-detached homes in York Region respectively, likely drawing demand from York for this product type
- Townhouse units may provide more affordable ground related housing options, particularly in northern York Region
- Housing affordability is a key component of quality of place and directly linked to population and economic growth potential, and municipal competitiveness

Based on their research, Watson has determined that a lack of housing options across York Region, most notably affordable low-density housing and purpose-built rental housing, has likely contributed to limiting the Region's recent population growth. Future growth and development opportunities may also be impacted. Watson has identified that addressing the interconnection between the Region's competitive economic position and its longer-term housing needs by market segment is important in realizing the Region's 2051 population and employment forecast. Watson will continue to provide further analysis on factors that impact growth through the MCR process.

### **Other factors have also contributed to the distribution and pace of growth in York Region**

In addition to the housing market, Watson identified delays to major infrastructure and large-scale developments within several greenfield areas as factors that are also impacting growth in York Region. The alignment of forecast population and employment growth with major infrastructure projects is a key aspect of the MCR. Delays to major infrastructure projects can have a significant impact on the timing of growth and the available supply of greenfield land for urban development. The Upper York Servicing Solution, based on the 2009 Water and Wastewater Master Plan, was estimated to be complete in 2016 and has now been delayed to 2028 at the earliest, which constrains development in Aurora, East Gwillimbury and Newmarket.

Since the release of the Growth Plan in 2006, Greater Golden Horseshoe municipalities including York Region have been in a continuous cycle of developing and defending growth management processes and official plan updates. There has been a delay in approving the

ROP 2010 urban expansion areas as a result of numerous appeals at the Regional and local levels in response to conformity requirements of the Provincial Growth Plan. This has potentially delayed the timing of large-scale developments within several greenfield areas throughout the Region. While these delays do not appear to have limited the Region's ability to meet its near-term housing supply requirements on a Region-wide basis in accordance with provincial policy, it does appear that such delays have created housing supply shortfalls, particularly in greenfield areas, at the local municipal level.

### **Affordability is impacted by additional macro-economic factors**

Housing affordability is influenced by a range of supply and demand factors such as demographics and growth, the cost and accessibility of mortgages, construction and development costs, land availability and regulations, geographic location and type of dwelling. Housing costs in York Region and throughout the GTHA have outpaced income growth. Between 2009 and 2019 the average price for a resale home in York Region increased by 110% whereas average family income rose by only 19%, with most of the increase in incomes concentrated in higher income households. This mismatch between house price and income increases over time may result in a greater number of low and mid-range income households competing for housing that they can afford, therefore increasing overall demand and supporting house price increases. The increased competition for lower cost housing is likely further exasperated by historically low mortgage interest rates. Low interest rates decrease mortgage costs and put an overall upward pressure on prices. Interest rates in Canada have decreased from over 20% in the 1980's to less than 5% today. In recognition of these low rates and the associated risk to overextended households in the event that the rates increase, a mortgage stress test was introduced at the beginning of 2018 whereby all households need to qualify for a mortgage using either the Bank of Canada benchmark rate or the contractual mortgage rate (insured mortgages) or the contractual mortgage rate plus 2% (uninsured mortgages). While the stress test is positive in that it helps ensure that households will be able to afford increased rates, it may also have the effect of putting additional demand related pressure on the lower end of the housing market.

Construction costs have also been increasing rapidly. Between Q1 2017 and Q3 2020, Statistics Canada estimates that residential construction costs have increased by 18%. These increases may be incorporated into the price of a new home, further eroding affordability overall.

### **A suite of innovative approaches to increase housing options have been identified for further analysis and discussion**

To help advance dialogue on strategies to address housing issues, research on approaches to deliver a greater mix and range of housing options, including more affordable options has been conducted (Attachment 3). While the approaches listed are comprehensive, they are not exhaustive, as solutions required to address housing need are wide ranging and evolving. Some approaches included are within Regional Council's jurisdiction, but they have not been assessed for cost, effectiveness or feasibility. Others, where Regional Council does not have direct jurisdiction, may require efforts from multiple levels of government, as well as private industry and non-profit stakeholders. Further research on these approaches for local feasibility and effectiveness is required.

It is recommended through this report that additional research and analysis be conducted to better understand the impact of a lack of affordable housing options on current and future residents. This enhanced understanding of specific housing gaps throughout the income spectrum will allow for future recommendations for targeted programs and incentives, potentially including some of those captured in Attachment 3. A future program should include partnership options, with flexibility in implementation to maximize development feasibility in local contexts. This flexibility in implementation could include a suite of incentive options dependent on the amount, type and depth of affordability offered. The results of the additional analysis on the impact of a lack of housing options and recommended next steps will be reported back to Council.

## **ROP housing policy directions conform with Provincial policy**

In October 2019, Council received [An Update on Public Consultations for the Municipal Comprehensive Review](#). The public have identified housing as one of the most important components for building complete communities, but many residents identify they struggle with housing affordability in the current housing market. There is a recognition York Region lacks affordable ownership options, rental units, family sized condo units and affordable senior's housing. The lack of affordable housing options is an issue in York Region and throughout the GTHA.

The current ROP includes a policy framework to address housing need. Policy directions summarized in this report and further details proposed in Attachment 1 conform with updated Provincial Policy direction and support future work on expanding housing options. Attachment 1 provides greater detail than the body of this report. Proposed policy directions to align with updated Provincial direction include:

- Increased residential land supply requirements
- Introduction of a rental housing target
- Incorporation of updated second suite parameters

Proposed policies will be developed to align with the 2019-2023 phase of [Housing Solutions: A Place for Everyone](#), York Region's 10-Year Housing and Homelessness Plan and will be presented to Council in 2021.

## **A new rental housing target will be incorporated in the proposed Regional Official Plan in alignment with Provincial direction**

The Provincial Growth Plan requires that the Region establish targets for affordable ownership housing and rental housing. The current ROP includes policies that 35% of new housing in Regional Centres and key development areas (KDAs) be affordable and that 25% of new housing outside of those areas be affordable. These targets will be maintained, but the geographic focus of the 35% target will shift from key development areas to Major Transit Station Areas (MTSAs), which is where Inclusionary zoning can also be applied by local municipalities who have that jurisdiction. There are a greater number of MTSAs than KDAs

as they align with Go, Bus Rapid Transit and Subway lines whereas KDAs which align with Regional Corridors only.

The current ROP does not include a rental target. It is challenging to set an achievable rental target given that there has been little historical development on which to base a trends analysis. More work is required to understand the impact of incentives and shifting demographics on the rental market, as well as the role of rental in achieving affordability targets. In the interim, a policy direction for a single region-wide rental target has been proposed. The rental target continues to be assessed, and further discussion with local municipalities is required.

Affordable and rental housing targets will help set parameters for new development to appeal to a broad spectrum of prospective home buyers and renters. However, implementation of these targets will continue to be a challenge given a lack of tools to do so and the increasing gap between affordability thresholds and prices the market will bear for new housing.

**Policies to encourage the delivery of more affordable housing in a more timely manner, implement inclusionary zoning and expand housing options are proposed**

Although the general approach recommended through this report is to continue to explore targeted incentives and programs to increase housing options post MCR, it is recommended that updated ROP policy incorporate direction to explore further opportunities to co-ordinate the delivery of affordable and purpose built rental housing in a timelier manner and encourage implementation of inclusionary zoning in partnership with local municipalities. These policies are meant to encourage approaches to increase affordable housing options throughout the region. Development industry partners have long pointed to approval and appeal timelines as a barrier to affordability, and there may be low-cost solutions to help address this concern that are being explored. Inclusionary zoning is implemented by local municipalities and is the only tool provided by the Province to mandate inclusion of affordable housing in new developments. Additionally, development proponents will be encouraged to incorporate non-traditional building types and materials and innovative design and construction to help achieve more housing options, including affordable options. Non-traditional building types can include tiny homes, modular housing and multi-generational homes. These non-traditional and innovative approaches could include those outlined in Attachment 3.

The importance of partnerships in addressing housing issues will continued to be highlighted with local municipalities, senior levels of government and the development industry. It is proposed that a new policy to work with partners to implement solutions to increase housing options, including affordable and purpose-built rental options be incorporated into the updated ROP. Future work will incorporate a partnership approach to identify approaches to increase housing options.

## 5. Financial

Not achieving population growth targets has fiscal ramifications that may impact the timing and delivery of capital programs. A lack of housing options, including affordable options is one of the factors impacting lower than forecast growth in the Region. Going forward recommendations to Council on approaches to help increase housing options may include financial approaches. Potential revenue sources, including ongoing advocacy to the Provincial Government that a share of the Non-Resident Speculation Tax be shared with single and upper tier municipal governments, would help increase housing options.

## 6. Local Impact

Local municipalities have an important role in addressing the need for more housing options, including affordable options. They can identify local priorities and solutions through mechanisms like zoning and building permit authority and are often best positioned to influence development applications through pre-consultation and planning processes based on local context. They also have jurisdiction to implement inclusionary zoning within Provincial parameters and have several financial incentives and non-financial tools available to them.

In recognition of their role to help address housing needs, all local municipalities actively participate and provide input through the York Region/Local Municipal Housing Working Group to help work toward approaches to increase housing options. The Cities of Markham, Richmond Hill and Vaughan are currently developing Housing Strategies to help increase housing options within their local markets and policy frameworks. The Town of Newmarket worked with the Region to pilot a development charge deferral for purpose built rental building which led to the deferral policy that is currently in place. A separate development in Newmarket has taken up the new deferral policy resulting in a combined 441 new purpose-built rental units, representing the first significant private additions to the purpose-built rental supply since the 1980's. All local municipalities are working to address increased housing options in some way. Local Municipal implementation of housing related planning policy is critical to achieving shared housing goals and on-going input from the York Region/Local Municipal Housing Working Group will assist in the development of viable on the ground solutions to collaboratively increase housing options.

## 7. Conclusion

York Region is currently not achieving population and housing growth or affordability targets in the ROP. Research indicates that the lack of housing options, including affordable options is contributing to the Regions challenge in achieving Provincial growth forecasts, which in turn has negative impacts on the timing of capital cost recovery for infrastructure through development charges, and the lack of affordable housing options also impacts development of complete communities. A scan of innovative approaches to increasing housing options is provided. Further research and analysis of these approaches is required to understand local feasibility and how to best target them to maximize on the ground impact.



Through the MCR, housing related policies will be updated to conform with Provincial policy directions and support future work on expanding housing options. Policies alone will not increase housing options and future work in partnership with local municipalities, senior levels of government, the development industry and other stakeholders will continue to identify approaches to increase the mix and range of housing options available to households throughout the income spectrum. Next steps to address the lack of housing options, including affordable options is to continue to enhance understanding of the relationship between population growth and housing affordability and the impact of a lack of housing options on households throughout the income spectrum. This enhanced understanding will allow for targeted approaches to addressing housing needs.

---

For more information on this report, please contact Sandra Malcic, Director, Long Range Planning at 1-877-464-9675 ext. 75274. Accessible formats or communication supports are available upon request.

Recommended by: **Paul Freeman, MCIP, RPP**  
Chief Planner

**Dino Basso**  
Commissioner of Corporate Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

December 18, 2020  
Attachments (3)  
#11826802

**ATTACHMENT 1****Provincial Policy Updates and Potential Housing Directions for Regional Official Plan Update**

The Provincial planning policy framework has been updated including the following: Provincial Policy Statement (2020), A Place to Grow, the Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan), The Planning Act (1990), and the Oak Ridges Moraine Conservation Plan (2017).

This Attachment provides a summary of Provincial housing related updates and considerations for updating the York Region Official Plan.

<b>Types of Policy Direction</b>	<b>Brief Description of Provincial Policy Change</b>	<b>Considerations/Potential Direction for Regional Official Plan</b>
Land Supply Targets	Updates to the Provincial Policy Statement increased the requirement to maintain the ability to accommodate residential growth through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development from a minimum of 10 years to a minimum of 15 years.	Policy considerations include: <ul style="list-style-type: none"> <li>• Update the minimum lands required for residential growth from 10 to 15 years</li> </ul>
Rental Housing Targets	There is a new requirement in the Provincial Growth Plan to establish rental housing targets	Policy considerations include: <ul style="list-style-type: none"> <li>• Establishment of a single region-wide rental target</li> </ul>
Second Suites	<p>The Planning Act has been updated to require official plans authorizing two residential units in a house and by authorizing a residential unit in a building or structure ancillary to a house, for a total of three residential units permitted.</p> <p>The Oak Ridges Moraine Conservation Plan definition of “Single Dwelling” is “a building containing only one dwelling unit and, in any area other than an area within a Natural Core or Natural Linkage Area, includes a building containing one</p>	Policy considerations include: <ul style="list-style-type: none"> <li>• Updating the Regional Official Plan definition term “Second Suite” to “Additional Residential Unit” in alignment with Provincial Policy Statement terminology</li> <li>• Incorporating the updated Planning Act requirement that two residential units in a house and a residential unit in a building or structure ancillary to the house are permitted into the definition.</li> <li>• Incorporating the Oak Ridges Moraine Conservation Plan limitation that no additional residential units are permitted in Natural Core and Natural Linkage Areas, and</li> </ul>

Types of Policy Direction	Brief Description of Provincial Policy Change	Considerations/Potential Direction for Regional Official Plan
	primary dwelling unit and no more than one secondary dwelling unit.”	no more than one additional residential unit is permitted in Countryside Areas into the definition.
Housing Options	Provincial policy continues to require that the overall housing stock be diversified over time and that all housing options required to meet the social, health, economic and well-being requirements of current and future residents be permitted and facilitated. Additionally, municipalities continue to be required to identify mechanisms, including land use planning and financial tools to support a diverse mix and range of housing, including affordable options.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Continue to identify housing gaps and mechanisms to address housing needs</li> <li>• Simplified to remove inward facing policies where appropriate</li> <li>• Reduce encourage policies where appropriate</li> <li>• Consolidate existing policies where appropriate</li> <li>• Require that privately initiated comprehensive planning exercises include a Housing Strategy outlining approaches to incorporate a mix of housing options, including affordable options</li> <li>• Encourage development proponents to incorporate non-traditional building types and materials and innovative design and construction to increase housing options, including affordable options</li> <li>• Incorporate a requirement to work with partners to implement approaches to increase housing options, including affordable and purpose-built rental options</li> </ul>
Inclusionary Zoning	The Planning Act has been updated to allow Local Municipalities to implement Inclusionary Zoning Frameworks in areas protected for Major Transit Station Areas, and areas with Community Planning Permit Systems.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• Recognition of the importance of inclusionary zoning as the only tool that allows municipalities to require affordable housing in new developments as part of the development process</li> <li>• Direct local municipalities to consider using inclusionary zoning as a mechanism to require affordable housing</li> </ul>

Types of Policy Direction	Brief Description of Provincial Policy Change	Considerations/Potential Direction for Regional Official Plan
Timely delivery of affordable and purpose-built rental housing	The Planning Act outlines timeframes for planning approvals, which the Region currently works to contribute to meeting or exceeding. Development industry partners have indicated that approval and appeal timelines are a barrier to affordability.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• To work with local municipalities and other key stakeholders to explore opportunities to deliver affordable housing and purpose-built rental housing in a more timely manner</li> </ul>
Market Demand	The Provincial Policy Statement has been updated to have an increased focus on the impact of market demand and requires that planning authorities provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents.	<p>Policy considerations include:</p> <ul style="list-style-type: none"> <li>• No direct policy considerations required by the Province to address market demand</li> <li>• Market demand considerations to be incorporated into the technical analysis required to establish the forecast and land budget</li> <li>• Additional research findings on market demand, including that conducted by Watson be incorporated into the updated residential forecast</li> </ul>



# Foundational Housing Analysis

York Region

---

Final Brief

December 2020

Watson & Associates Economists Ltd.  
905-272-3600  
info@watsonecon.ca

# Table of Contents

	Page
Executive Summary .....	i
1. Introduction.....	1-1
1.1 Background.....	1-1
2. Planning for Growth in York Region within the Provincial and Regional Planning Policy Context.....	2-1
2.1 Introduction .....	2-1
2.2 Growth Plan for the Greater Golden Horseshoe, 2020 .....	2-1
2.2.1 Growth Plan, 2006 .....	2-1
2.2.2 Amendment 2 to the Growth Plan, 2006 .....	2-2
2.2.3 Growth Plan, 2017 .....	2-2
2.2.4 Growth Plan, 2019 .....	2-3
2.2.5 Amendment 1 to Growth Plan, 2019 .....	2-3
2.3 Provincial Policy Statement, 2020 .....	2-4
2.4 Observations.....	2-5
3. Broad Factor's Influencing York Region's Long-Term Population and Employment Growth Potential .....	3-1
3.1 Introduction .....	3-1
3.2 How is York Region's Population Growth Tracking to its Current Official Plan Forecast?.....	3-1
3.3 Tracking Historical Population Growth in York Region within the GTHA Context .....	3-3
3.3.1 Assessing York Region's Long-Term Population Growth Outlook within the Greater Toronto Hamilton Area Context .....	3-3
3.4 Overview of York Region Population and Employment Growth Trends within the Greater Toronto Area Context .....	3-5
3.5 How have Recent Structural Economic Changes and Regional Economic Conditions Impacted Population and Employment Growth Across the GGH? .....	3-9



# Table of Contents (Cont'd)

	Page
3.6	What is York Region's Role in Generating Local Employment Opportunities within the GGH Context? ..... 3-11
3.7	Net Migration will Continue to Represent the Key Source of Population Growth Across the GTHA and York Region ..... 3-12
3.7.1	Understanding the Key Components of Population Growth ..... 3-12
3.7.2	Historical Net Migration Trends Across the GTHA, 1991 to 2019 ..... 3-13
3.7.3	Linking Historical Net Migration Trends in York Region to the Local Housing Market ..... 3-14
3.7.4	Near-Term Immigration Levels for Canada are Likely to Remain Below Historical Averages due to COVID-19 ..... 3-17
3.8	Near-Term Impacts of COVID-19 on Population Growth and Longer-Term Impacts on the Economy and the Real Estate Market in York Region ..... 3-18
3.9	Population and Employment Growth in York Region is Supported by Significant Infrastructure Investment ..... 3-21
3.10	Measuring Performance in York Region Requires a Broad Growth Management Perspective ..... 3-23
3.11	Observations ..... 3-24
4.	Assessing York Region's Housing Market ..... 4-1
4.1	Introduction ..... 4-1
4.2	York Region Housing Structure ..... 4-2
4.3	York Region Housing Development Trends within the Broader Regional Market Context ..... 4-3
4.3.1	York Region has Experienced an Increasing Share of Housing within its Built-up Areas Since 2006 ..... 4-7
4.4	Housing Demand Growth Trends by Market Segment and Household Size ..... 4-10
4.5	Overview of York Region Grade-related Housing Market ..... 4-12
4.6	Overview of York Region Condominium Market ..... 4-15
4.7	Overview of York Region Rental Housing Market ..... 4-16
4.8	York Region Residential Supply Opportunities ..... 4-18
4.9	Housing Affordability in York Region ..... 4-21
4.10	Observations ..... 4-25
5.	Preliminary Conclusions ..... 5-1
5.1	Introduction ..... 5-1
5.2	Removing Barriers to Housing Choice in York Region ..... 5-2

# Executive Summary





## Executive Summary

To better understand how macro-economic conditions, as well as regional and local real estate development trends, are influencing current housing trends across the Region, York Region is embarking on the development of a Foundational Housing Analysis. This analysis, which is being prepared as background to the Region's municipal comprehensive review (MCR) update, will help inform York Region's updated Regional Official Plan (ROP) population and housing forecast to the year 2051. A critical consideration in the development of the 2051 housing forecast will be the need to strike the right balance between market demand and long-term housing policy objectives, particularly those related to housing supply and housing affordability.

This Brief provides the preliminary findings of the Foundational Housing Analysis, largely as it relates to how the growth of the Region's population and housing base has been tracking to its regional competitors, the reasons for the estimated shortfall, and where on-going unmet housing needs are likely to persist. Further, it provides a closer examination of anticipated residential real estate market demand, including potential barriers to housing choice, within the context of available housing supply. Core to this analysis is an examination of the following key questions:

- 1. Why has the population in York Region recently been growing slower than the near-term population estimates set out in the York Region 2010 Regional Official Plan forecast?**
- 2. What are the near-term disruptive factors and longer-term growth drivers that are anticipated to impact growth trends across York Region?**
- 3. How has the York Region housing market been evolving in recent years and what are the “strengths/weaknesses” of the York housing market within the context of the broader regional market area?**
- 4. What steps are required to ensure that York Region is successful in meeting its population, housing, and employment growth objectives over the 2051 planning horizon?**



**Q1. Why has the population in York Region recently been growing slower than the near-term population estimates set out in the York Region 2010 Regional OP forecast?**

**A1. York Region's population has been growing slower than the near-term York Region OP population estimates largely because the Region lacks supply of affordable housing opportunities, particularly grade-related ownership housing and purpose-built rental accommodations.**

Current Population and Housing Estimates for York Region have not Kept Pace with Near-Term estimates in the York Region 2010 ROP

- In accordance with the analysis provided herein, York Region's 2021 population and housing estimates are approximately 1,227,000 and 388,800, respectively. Comparatively, the Region's 2021 population and household estimates are approximately 87,000 persons below the York Region 2010 ROP population 2021 forecast and 36,000 households below the 2021 housing estimates which inform the York Region 2010 ROP
- York Region is tracking at 93% of its 2010 ROP population forecast. Comparatively, York Region is tracking below every other upper-tier and single-tier Greater Toronto Hamilton Area (GTHA) municipality except Durham Region.
- Of the Greater Golden Horseshoe (GGH) upper-tier and single-tier municipalities surveyed in this Brief, York Region was the only municipality that experienced a relatively slower annual population growth rate between 2016 and 2021 compared to the previous five-year period.

External Factors have Influenced the Distribution and Pace of Growth Across York Region Compared to what was Forecast in the York Region 2010 ROP

- The alignment of the forecast population and employment growth with major infrastructure projects is a key aspect of the Region's MCR. Delays to major infrastructure projects can have a significant impact on the timing growth and available supply of greenfield land for urban development.
- The Upper York Servicing Solution, originally estimated to be completed in 2016, has been delayed to 2026 at the earliest. This delay has constrained



development, particularly in greenfield areas, in East Gwillimbury, Newmarket and Aurora.<sup>1</sup>

- Provincial Planning policy has also influenced the amount, type and location of development which has been accommodated across York Region over the past two decades.
- Since the release of the Growth Plan in 2006, GGH municipalities including York Region, have been in a continuous cycle of developing and defending growth management processes and OP Updates.
- The prolonged delay of York Region's 2010 ROP as a result of numerous appeals at the Regional and local levels in response to conformity requirements of the Growth Plan, 2006, have potentially delayed the timing of large-scale developments within several greenfield areas throughout the Region.
- While these delays do not appear to have limited the Region's ability to meet its near-term housing supply requirements on a Region-wide basis in accordance with provincial policy, it does appear that such delays have created housing supply shortfalls, particularly in greenfield areas, at the local municipal level.<sup>2</sup>

#### Annual Net-Migration in York Region has Underperformed Relative to the GTHA Average

- Between 2001 and 2015, a downward trend was experienced in average annual net migration levels across the GTHA. This can be largely explained as a result of two factors: 1) changes to federal immigration policy; and 2) structural economic changes and regional economic cycles.
- This downward trend in annual net migration was followed by a sharp rebound in average annual net migration levels across the GTHA between 2015 and 2019, as a result of changes to federal immigration policy and the gradual recovery of the GTHA economy following the 2008/2009 financial crisis.
- Between 2001 and 2017, York Region experienced a more pronounced downward trend in net migration relative to the GTHA average. Furthermore, the relative increase in international net migration levels experienced across the

<sup>1</sup> The Regional Municipality of York. Committee of the Whole Planning and Economic Development, June 13, 2019. Report of the Commissioner of Corporate Services and Chief Planner. Growth and Infrastructure Alignment.

<sup>2</sup> As set out in section 1.4.1. of the Provincial Policy Statement, 2020.



GTHA between 2016 and 2019 was not experienced to the same extent in York Region.

- A direct correlation can be drawn between increasing housing prices and declining net intra-provincial migration (i.e. migration to York Region from other areas of the Province) to York Region. During the 2005 to 2019 period, average resale house prices in York Region steadily increased. During this same time period, net intra-provincial migration to York Region steadily declined and has been negative since 2014/2015.
- A lack of housing supply across York Region related to certain housing products, most notably affordable grade-related housing and purpose-built rental accommodations, has limited the Region's recent population and housing growth potential.<sup>1</sup> This is further discussed in question number 3 below.

**Q2. What are the near-term disruptive factors and longer-term growth drivers that are anticipated to impact growth trends across York Region?**

**A2. A range of broad factors and local conditions will continue to have a strong influence on the Region's relative performance regarding long-term population and employment growth. These broad factors and local conditions include:**

- **Macro-economics;**
- **Demographics;**
- **Federal immigration and trade policy;**
- **Provincial, Regional and local planning policy;**
- **Provincial, Regional and local infrastructure investment;**
- **Regional competitiveness, and**
- **Availability of local affordable housing supply.**

**Over the near-term (i.e. 2020 and 2021), COVID-19 is anticipated to reduce immigration levels across Canada, including York Region, relative to recent**

---

<sup>1</sup> In Canada, housing affordability is often measured through the shelter cost-to-income ratio. A ratio of 30% is commonly accepted as the upper limit for affordable housing. Households spending more than 30% on housing are generally considered in need of more affordable housing alternatives. This measure is applicable to both owner-occupied and rental dwellings.



**historical averages. COVID-19 is also accelerating technological disruptions related to the nature of work and commerce which were already in play prior to the pandemic.**

Employment Growth Opportunities in York Region will be Increasingly Geared Towards an Increasingly Knowledge-Driven Economy

- In recent decades, structural changes in the macro-economy have transitioned the Provincial and York Region economies away from goods production and towards service delivery within an increasingly knowledge-driven economy. These structural changes have been largely driven by increased outsourcing of domestically manufactured goods to emerging global markets combined with increased automation of manufacturing processes. Ultimately, these changes will continue to influence regional planning, economic development, and marketing initiatives across York Region.

York Region's Aging Population is Placing Downward Pressure on Population Growth and Labour Force Participation Rates

- It is important to recognize that the provincial population, including York Region, is getting older due to the large concentration of Baby Boomers.<sup>1</sup> The aging of the Regional population base further reinforces the need to attract younger population age groups to the Region, particularly those characterized as Millennials and Generation Z.<sup>2</sup>
- Not only is the Baby Boom age group large in terms of its population share in York Region, it is also diverse with respect to age, income, health, mobility, and lifestyle/life stage. When planning for the needs of older adults, it is important to consider these diverse physical and socio-economic characteristics relative to younger population age groups. On average, seniors, particularly those in the 75+ age group, have less mobility, less disposable income, and typically require increased health care compared to younger seniors (65-74 age group) and other segments of the younger working-age population. Typically, these

---

<sup>1</sup> Baby Boomers are generally defined as those born between 1946 and 1964.

<sup>2</sup> Millennials are generally defined as those born between 1980 and 1992. For the purposes of this study, we have assumed that those born between 1993 and 2005 comprise Generation Z.



characteristics associated with the 75+ age group drive the demand for relatively higher density housing forms (e.g. apartments and seniors' homes) that are in proximity to urban amenities (e.g. hospitals/health care facilities, amenities and other community services geared towards older seniors).

### COVID-19 will Continue to be Extremely Disruptive Over the Near Term and will have Long-Term Effects on the Economy

- The recent downward impacts associated with coronavirus disease (COVID-19) on global and national economic conditions have been severe. Economic sectors such as travel and tourism, accommodation and food, manufacturing, energy, and financial have been hit particularly hard. Canada's GDP declined by approximately 39% in the second quarter of 2020 (April to June), even when economic activities improved in May and June as containment measures gradually loosened beginning in May 2020.<sup>1</sup>
- In addition to its broader impacts on the economy, COVID-19 is also anticipated to accelerate changes in work and commerce as a result of technological disruptions which were already in play prior to the pandemic. As such, enterprises will increasingly be required to rethink the way they conduct business, with an increased emphasis on remote work enabled by technologies such as virtual private networks (VPNs), virtual meetings, cloud technology and other remote work collaboration tools. These trends are anticipated to have a direct influence on commercial and industrial real estate needs over both the near and longer terms.
- In light of these anticipated trends, it is important to consider the manner in which these impacts are likely to influence the nature of employment, by type as well as by place of work. Ultimately, increased emphasis on remote work enabled by improvements in technology may reduce the relative need for future commercial and institutional building space associated with the employment forecasts set out in Schedule 3 of the Growth Plan, 2019.

---

<sup>1</sup> Reuters Business News, August 28, 2020.



### A Number of Positive Factors are Anticipated to Drive Long-Term Economic Growth Across York Region

- Despite the above-mentioned disruptive factors, the long-term economic outlook for the GGH, including York Region, remains positive.
- With its strategic location, diverse economy and growing skilled labour force base, the GGH is highly attractive on an international level to new businesses and investors. In turn, this continues to support steady population and housing growth within this region, largely driven by international net migration. The strength of the broader regional GGH economy presents a tremendous opportunity for York Region's economy and its residents within commuting distance to this growing broader regional employment market.
- York Region has been particularly competitive in its ability to distinguish itself as a hub for innovation and technology while encouraging ongoing entrepreneurship, small business development, and investment retention. These efforts have produced a diverse and growing local economy within the Region relative to other surrounding upper-tier/single-tier municipalities.
- York Region also boasts the highest concentration of residents in tech occupations within the Toronto-Waterloo Innovation Corridor, a technology supercluster which generally includes the municipalities within the GTHA, the City of Guelph (including surrounding area) and the Region of Waterloo.
- As a result of these broader growth drivers, as well as local investments and initiatives, in the long-term York Region is anticipated to remain attractive to new industry and residents.
- By the year 2051, York Region is expected to grow to approximately 2 million people in accordance with A Place to Grow: Growth Plan for the GGH, York Region's employment base is also forecast to steadily increase over the next several decades. By 2051, York Region's employment base is forecast to reach 990,000, which represents an estimated increase of 446,000 jobs, in accordance with the Region's 2016 job base of 544,000.<sup>1</sup>

---

<sup>1</sup> Statistics Canada Census, 2016.



- Q3. How has the York Region housing market been evolving in recent years and what are the “strengths/weaknesses” of the York housing market within the context of the broader regional market area?<sup>1</sup>**
- A3. York Region’s housing market has been steadily shifting from low-density housing types towards medium- and high-density housing forms. The Region’s recent success related to residential intensification can be largely attributed to significant infrastructure investments, as well as planning and economic development initiatives geared to promoting the relationship between city building and economic development within the Built-up Area (BUA).**

**While the current housing supply within York Region is sufficient to accommodate near-term demand at the Regional level, a lack of affordable grade-related homes is constraining the Region’s growth potential. Across York Region there is also a limited supply of purpose-built rental units to address the significant growth anticipated in renter occupied dwellings.**

York Region’s Housing Market has been Steadily Shifting from Low-Density Housing Types Towards Medium- and High-Density Housing Forms

- Over the 2006 to 2019 period, York Region averaged approximately 8,300 residential unit completions per year.<sup>2</sup> Low-density housing completions (i.e. single and semi-detached) represented nearly two-thirds of completions from 2006 through 2010; however, this share steadily fell to 43% in more recent years between 2016 and 2019.
- Historically, York Region has accommodated a notable share of housing development activity within the broader regional market area. Over the 2006 to 2019 period, York Region accounted for the second largest housing unit share in the broader regional market area, second only to the City of Toronto. While a large regional market share of housing has been captured in York Region over

---

<sup>1</sup> For the purpose of this study, the broader market area is defined as the neighbouring upper-tier and single-tier municipalities of the Greater Toronto Hamilton Area as well as the Simcoe Area and Dufferin County.

<sup>2</sup> Canadian Mortgage and Housing Corporation (C.M.H.C.) housing completions data.





the past two decades, the Region's share of new housing units declined from 25% over the 2006 to 2010 period to 19% over the 2011 to 2019 period.

### York Region has Experienced an Increasing Share of Housing within the BUA Since 2006

- Since 2006, a notable share of residential development activity has been accommodated within the BUA indicating that there is a growing market for higher density residential intensification. Since 2006, the Region's share of residential development activity within the BUA has steadily increased, from 45% during the 2006 to 2010 period, to 54% from 2016 to 2019.
- The Region appears to be well on track to exceed its current intensification target of 40% for all housing development accommodated over the 2006 to 2031 period, having achieved 50% intensification from 2006 to 2019.

### Major Transit Infrastructure Investments Combined with Planning and Economic Development Initiatives have been Key Factors in the Region's Success Related to Housing Intensification

- The Region's recent success related to residential intensification can be largely attributed to significant infrastructure investments, as well as planning and economic development initiatives geared to promoting the relationship between city building and economic development in these areas.
- To date, \$3.6 billion has been invested in Bus Rapid Transit, the Toronto-York Spadina Subway Extension, and facilities and terminals to support Regional Centres and Corridors. The Province has committed a further \$5.6 billion of partial funding for the Yonge Subway Extension, out of a total of \$11 billion required from different levels of government to construct the subway and additional Bus Rapid Transit in the form of rapidways.
- Since the opening of the subway extension in 2017, the Vaughan Metropolitan Centre (VMC) has experienced a significant increase in high-density residential growth, reinforcing the positive return on investment from this transit investment, as well as the planning efforts and economic development efforts concentrated in this area.
- In addition to the significant financial investments that have been made to high-order transit in York Region, the Region has focused its efforts on marketing strategies and initiatives, aimed to promote intensification and office attraction



with Transit Oriented Development (TOD). For example, the “York Link” campaign works together with the Centres and Corridors program to promote office development, with particular focus on cultivating the Region’s growing knowledge-based economy.

### Housing Supply Constraints are Impeding the Region’s Near-Term Growth Potential

- Within the context of the broader regional market area, average housing prices for new detached units in York Region (average of \$1.7 million in 2019) are amongst the highest, second only to the City of Toronto (\$1.9 million). While York Region’s new detached home prices are similar to Halton Region (\$1.6 million) and moderately higher than in Peel Region (\$1.3 million), prices in York Region are notably higher than in neighbouring municipalities of Durham Region (\$920,000), Dufferin County (\$970,000), and Simcoe County (\$680,000).
- While the current supply of total housing within York Region is sufficient to accommodate forecast near-term demand at the Regional level, a lack of housing choice exists related to affordable grade-related homes compared to most other upper-tier/single-tier municipalities examined within the broader regional market area.
- This lack of affordable grade-related homes, which could potentially be marketed to younger families as well as middle-income households, is particularly relevant for northern York Region municipalities.<sup>1</sup> In the near term, increasing greenfield housing development opportunities, particularly in northern York Region, should help to broaden market choice and provide more affordable, grade-related housing options for the Region.
- Looking forward, the Region will need to be proactive in working with private sector partners and senior government in offering a greater supply of grade-related housing options, largely marketed to young adults and moderate-income households, most notably in northern York Region.

---

<sup>1</sup> Middle-income households are defined as those with income of approximately \$60,000 and \$95,000 per year before taxes (in 2019 dollars).



### York Region's Condominium Market has Experienced Strong Growth Over the Past 15 Years

- York Region has experienced significant growth in the condominium market development since 2006. Between 2006 and 2018, York Region's condominium housing base expanded by over 250%, from approximately 16,000 to 41,000 units, representing an average annual development activity of 2,100 units.
- Average prices of units under construction and pre-leasing are \$548,000 and \$657,000, respectively.<sup>1</sup> Recently constructed condominiums (last 10 years) have averaged 69 units (738 sq.ft.) in size, with the majority of these units having one and two bedrooms. As such, many of these units are not large enough to adequately accommodate families with children.
- While the strong rate of condominium development is a positive trend, additional housing opportunities will be required in the Region's primary rental housing market to address housing needs associated with lower- and middle-income households.

### York Region's Supply of Purpose-Built Rental Housing is Relatively Limited

- Across York Region there is also a limited supply of purpose-built rental units to address the significant growth anticipated in renter occupied dwellings. York Region's purpose-built rental inventory was largely constructed over the 1960 to 1980 period, and since that time the Region has seen limited purpose-built rental development.
- Vacancy rates in purpose-built rental housing in York Region have historically been lower than the provincial average and are currently at 1.0% (compared to the provincial average of 2.0%), indicative of a very tight market in purpose-built rentals.
- The Region's limited supply of affordable grade-related housing options is one factor that has contributed to the Region's limited household growth in younger adults over the past two decades.

---

<sup>1</sup> Urbanation data, September 2020.



**Q4. What actions are required to ensure that York Region is successful in meeting its population and housing growth objectives over the 2051 planning horizon?**

**A4. The following actions are recommended to ensure that the Region is successful in meeting its long-term population and housing growth objectives:**

- **Understand the broader factors that are influencing economic and demographic growth trends across the GGH, but continue focusing on local growth initiatives that are within the control of York Region;**
- **Continue emphasizing the importance of Placemaking in local planning and economic development;**
- **Work with public and private partners to provide a more diverse supply of housing, including purpose-built rental housing options, across a broad range of income groups;**
- **Explore approaches to increase the supply of affordable housing across York Region to avoid future labour shortages and improve the Region's economic competitiveness; and**
- **Continue Emphasizing an Integrated Approach to Long-Term Growth Management**

**These actions are discussed further below.**

Continue Focusing on Local Issues that are within the Control of York Region

- While it is important to understand the broader macro-economic and global factors that are anticipated to influence both near-term and longer-term growth trends in York Region, it is also important to recognize that the Region has limited control to influence many of these inputs when planning for its future. In contrast, York Region has considerable control to influence its competitive position by focusing on the interconnection between local job creation and housing choice.



- When considering the Region’s regional competitive ranking, York Region has considerable control and ability to position itself in a positive manner. This requires the Region to continue marketing itself as a hub for innovation, equipped with the human capital that is required to encourage on-going innovation, entrepreneurship, small business development, and local investment retention. This is becoming increasingly relevant during the current pandemic and will be progressively pertinent in the post-pandemic period as continued structural changes in the economy and technological disruption continue to enable work at home employment opportunities and remote learning.

### Continue Emphasizing the Importance of Placemaking in Local Planning and Economic Development Initiatives

- A key objective of both the provincial Growth Plan and the York ROP is to build healthy and complete communities in a manner that enhances livability and economic prosperity, while protecting what is important to residents and local businesses.
- These long-term objectives emphasize the importance of measuring performance against quantitative metrics such as population and employment growth, as well as broader city building indicators related to housing, neighbourhood design, transportation, environment, health, social engagement, financial sustainability, and opportunity. While it is beyond the scope of this study to examine all the broad indicators outlined herein, this Foundational Housing Analysis specifically focuses on the role of housing as a key building block to the Region’s long-term growth management objectives.
- With these broad city building objectives in mind, “place making” is increasingly recognized as an important planning component in creating diverse and vibrant communities, which in turn can help attract local population and job growth provided that other necessary infrastructure requirements are met. This is particularly relevant for mixed-use environments that integrate a broad range of housing options by type, tenure, and affordability with retail, office, and institutional uses as well as other population-supportive amenities (e.g. entertainment and cultural activities). Such areas should be planned to achieve a compact, transit-supportive, and pedestrian-oriented environment with access to public open space and other civic infrastructure.



Work with Public and Private Partners to Provide a More Diverse Supply of Housing, Including Purpose-Built Rental Housing Options, Across a Broad Range of Income Groups

- To maintain a well-balanced, strong community and ensure long-term sustainability, it is vital that York Region offer a wide range of housing options for a broad range of income groups. Housing affordability is a key component of quality of place and directly linked to population and economic growth potential, and municipal competitiveness.
- Housing affordability is determined by a range of community, regional and provincial/national level factors that influence supply and demand for housing, cost of residential development, and ownership carrying costs and rental market rates. Many factors are national/provincial in nature which York Region has limited influence. This includes such factors as the regulatory environment, dollar exchange rate and interest rate policy.
- There are a range of housing affordability factors specific to the municipality and ones over which York Region has some influence or control. This includes market choice of housing stock by built form and tenure (including the provision for purpose-built rental housing), the availability of developable residential lands, municipal servicing, and land use permissions.
- Working with public and private sector partners, York Region should continue to ensure that the long-term housing forecast is aligned with anticipated demand by household income, age group and household size.
- While York Region's median household income is relatively high, the Region has experienced an erosion in home ownership affordability over the past 10 to 15 years, similar to the broader regional market area.
- The Region generally offers relatively few affordable home ownership options in both the new and re-sale housing market, limiting market choice for medium- and lower-income households. The aging of the population, combined with the continued erosion of housing affordability, is anticipated to place increasing demand for affordable housing products across York Region.
- The Region will also need to offer a greater supply of purpose-built rental housing to accommodate growing needs across all age groups and income levels, but particularly the 75+ age group driven by the Region's aging Baby Boomers. If not appropriately addressed, these housing barriers could have the



potential of constraining the Region's competitive position by limiting its ability to attract talent (i.e. skilled labour) and reducing its livability over the longer term.

- Despite the feasibility challenges of purpose-built rental developments, over the last few years a select number of new private-sector rental developments have been constructed in York Region. These projects have been possible, in part, through the use of a range of municipal financial incentives and planning tools made available by York Region, area municipal partners, and upper levels of government.

### Address the Interconnection Between the Region's Competitive Economic Position and its Longer-Term Housing Needs by Market Segment

- Addressing the interconnection between the Region's competitive economic position and its longer-term housing needs by market segment is critical in realizing the Region's future forecast population and employment growth potential, as well as the Region's ultimate goals related to prosperity, opportunity, and livability.
- The Region recognizes that the accommodation of skilled labour and the attraction of new businesses are inextricably linked and positively reinforce one another. To ensure that economic growth is not constrained by future labour shortages, effort will be required by York Region and its local municipalities to continue to explore ways to attract and accommodate new skilled and unskilled working residents to the Region within a broad range of housing options.
- Attraction efforts must also be linked to housing accommodation (both ownership and rental), infrastructure, municipal services and amenities, as well as quality of life attributes that appeal to the younger mobile population, while not detracting from the Region's attractiveness to older population segments.

### Continue Emphasizing an Integrated Approach to Long-Term Growth Management

- In recent years, York Region has begun to incorporate an integrated approach to land-use planning, servicing, and financial management within the broader context of Regional growth management.<sup>1</sup> Moving forward, this integrated

---

<sup>1</sup> The Regional Municipality of York, Committee of the Whole Planning and Economic Development. Report to the Commissioner of Corporate Services and Chief Planner. Growth and Infrastructure Alignment. June 13, 2019.



approach to growth management must also embrace the Region's economic development principles to ensure the Region achieves its long-term economic growth potential in a financially sustainable manner.

- Given the level of infrastructure investment required to accommodate anticipated long-term residential and non-residential development across York Region, the Region will need to ensure that the prioritization and staging of capital is well-aligned with anticipated real estate market trends. It is recognized that if major capital projects are not well-aligned with market demand, the Region will be at risk of accelerating further debt accumulation. This potential risk could increase with a prolonged economic downturn and/or slow economic recovery resulting from COVID-19, reduced revenue associated with slower growth, and lower revenues required to pay for growth-related capital. In turn, delays to major infrastructure investment would reduce the Region's competitive position relative to the broader regional market area by limiting new business development and housing choice.
- To minimize these financial risks, the Region's Fiscal Strategy recognizes the need to align near-term development priorities with locations that offer development capacity within existing infrastructure.
- Through a balanced approach that incorporates economic and real estate market demand factors against broad provincial and regional interests, the Region will be better equipped to identify where financial incentives and planning tools are potentially needed to stimulate residential and non-residential development activity where market forces alone are not delivering a desired outcome.

Following this Brief, the Foundational Housing Analysis Report is scheduled to be finalized in late 2020 and will provide an analysis with respect to long-term housing demand by structure type, tenure and affordability within the context of the Region-wide housing forecast prepared by York Region staff as part of the current ROP Review.



# INNOVATIVE HOUSING

OPTIONS to SUPPORT  
AFFORDABLE HOUSING

JANUARY 2021



# TABLE of CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>INTRODUCTION</b>	<b>3</b>
<b>APPLYING a YORK REGION LENS</b>	<b>5</b>
<b>CLASSIFICATION of INNOVATIONS</b>	<b>6</b>
BUILT FORM and DIVERSIFYING the HOUSING STOCK	7
INNOVATIONS in DESIGN and CONSTRUCTION	11
MUNICIPAL PROGRAMS	14
PROCESS IMPROVEMENTS and FINANCIAL TOOLS	19
<b>CONCLUSIONS</b>	<b>21</b>
<b>REFERENCES</b>	<b>22</b>

# EXECUTIVE SUMMARY

This attachment provides an overview of housing innovations and approaches to support the development of affordable housing options. Options are organized into four categories, outlined in the table below. In many instances, numerous partnerships are required to deliver these innovations.

INNOVATION CATEGORIES	INNOVATION	IMPLEMENTATION LEAD
<b>Built Form and Diversifying the Housing Stock</b>	Live/Work Units	Local Municipalities and Development Industry
	Micro Suites	Development Industry
	Tiny Houses	Local Municipalities and Development Industry
	Adaptive Reuse	Local Municipalities and Development Industry
	Family Friendly Housing Policies	Regional and Local Municipalities
	Multi-Generational Housing	Development Industry and Public
	Secondary/Accessory Dwelling Units	Regional and Local Municipalities
	Laneway Housing	Local Municipalities
	Co-Housing	Public
<b>Innovations in Design and Construction</b>	Modular Construction	Development Industry
	Container Housing	Development Industry
	3-D Printing	Development Industry
	Complete Units with Unfinished Interior	Development Industry
	Passive House	Development Industry
	Green Buildings	Development Industry
	Timber Buildings	Development Industry
<b>Municipal Programs</b>	Publicly Owned Lands	Local and Regional Municipalities
	Community Land Trusts	Local Municipality and Non-Profit Organizations
	Waiving, Deferring or Reducing Application Fees and Development Charges	Regional and Local Municipalities
	Rental Housing Protection (Demolition and Protecting from Condominium Conversion)	Regional and Local Municipalities
	Municipal Covenant Tools	Regional and Local Municipalities
	Short Term Rental Regulations	Local Municipalities

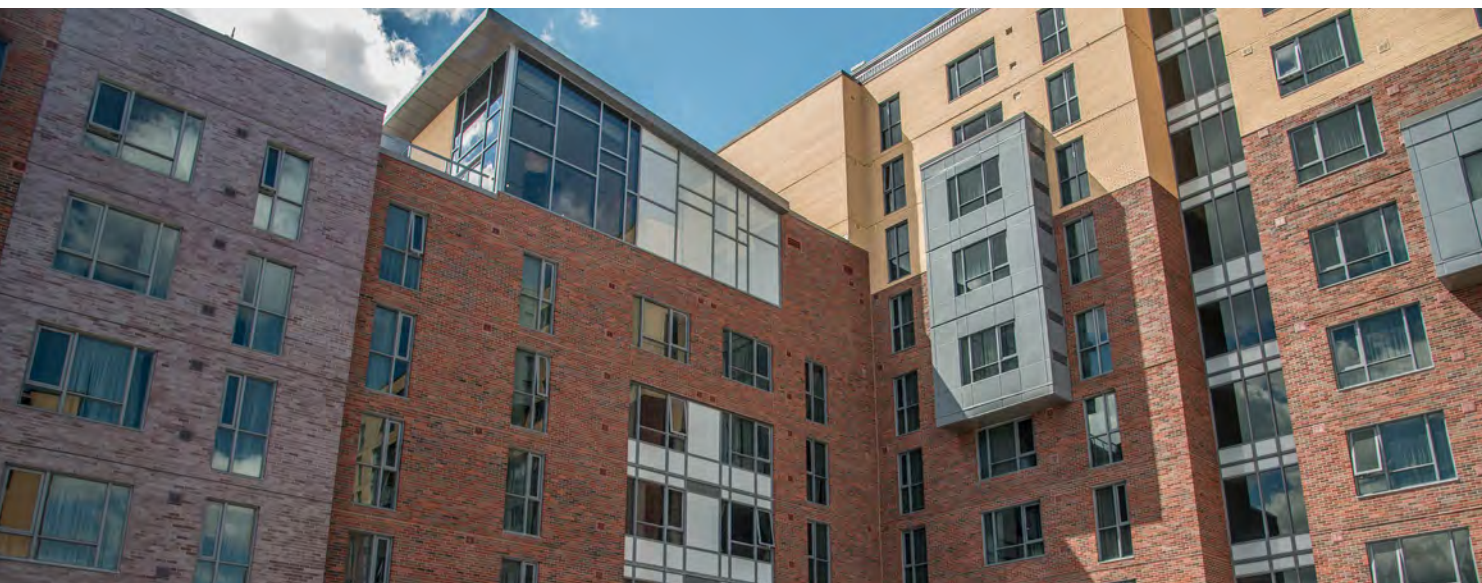
Continued on next page

## EXECUTIVE SUMMARY (continued)

INNOVATION CATEGORIES	INNOVATION	IMPLEMENTATION LEAD
<b>Municipal Programs</b> (continued)	Reduction or Exemption from Parking Requirements	Local Municipalities
	Vacant Unit Tax	Provincial Government, Regional and Local Municipalities
	Reduction or Exemption in Parkland Dedication or Cash-in-Lieu	Local Municipalities
	Inclusionary Zoning	Local Municipalities
	Community Improvement Plans	Regional and Local Municipalities
<b>Process Improvements and Financial Tools</b>	Expediting the Approvals Process for Affordable Housing Developments	Regional and Local Municipalities
	Phasing Affordability at Each Phase of Development	Regional and Local Municipalities
	Affordability through Financing	Federal Government
	Lease-to-Own/Rent-to-Own	Private Industry

The research outlined in this document seeks to identify potential considerations for delivering affordable housing options but have not been evaluated in a York Region context. Further consideration and analysis are required to finalize what could be adopted to support a full mix and range of housing, including affordable housing options, in York Region. This report focuses on a range of innovative approaches, but there could be quick and easy solutions not addressed in this report that use the existing planning framework to deliver affordable options (e.g., updated zoning).

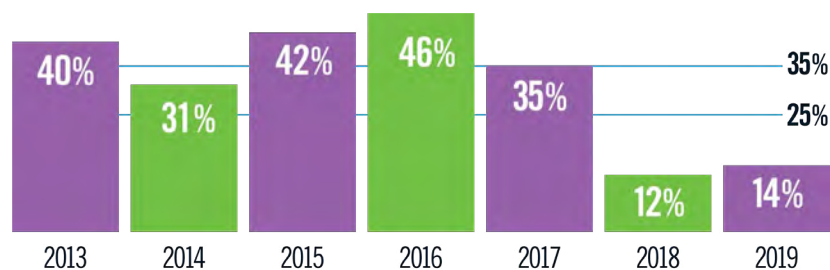
Some of the innovations explored through the research are easy or quick win solutions due to their ease of adoption in a fast and streamlined manner, such as family friendly housing policies. However, some are much more complex and require changes to legislation, additional funding opportunities or extensive commitments from numerous partners. The complexity of each innovation will be explored in subsequent analysis, identifying principles that could impact the level of complexity to implement such as cost, jurisdiction of the innovation (federal, provincial, regional or local), the level of commitment or role of private developers and interest of the public in adopting these new innovations. In the table, the implementation lead is identified. However, partnerships across government, private industry (development industry, financial institutions, etc.), non-profit organizations and the public are required for each innovation explored.



## INTRODUCTION

A full mix and range of housing options remains a key component for building complete communities, places where all people can live, work and play. A mix of housing types and tenures, including a range of affordable housing options, is essential to house a local workforce. The Annual Measuring and Monitoring Housing Affordability in York Region reporting identified the continued affordability challenges facing residents and workers in recent years in York Region (**Figure 1**). A lack of affordable housing options, with only 11% affordable ownership units in 2019, and a low rental supply could continue to impact Regional population and employment growth in the future.

**FIGURE 1: PERCENTAGE of NEW AFFORDABLE and RENTAL UNITS by YEAR**



\* Regional Official Plan Target: 35% applied in Regional Centres and Key Development Areas and 25% applied outside Regional Centres and Key Development Areas.

The Municipal Comprehensive Review sets the framework to support development of affordable housing options across York Region. It provides a foundation for building partnerships and collaborating with a variety of stakeholders to address housing gaps. The proposed policy updates in the Regional Official Plan will aim to streamline existing policies, embed updated policies to align with new Provincial policy direction and incorporate best practices. These updates are intended to enhance the Region's housing related policy foundation and support future on the ground approaches to help address housing issues.

There is opportunity to continue Regional work towards addressing housing gaps. Policies alone are not expected to

address housing gaps in the Region. To help advance solutions, research has been conducted on potential innovations to support delivery of a greater mix and range of housing options, including more affordable options. The innovations and best practices captured are organized into the following categories:

- 1. Built form and diversifying the housing stock**
- 2. Innovations in Design and Construction**
- 3. Municipal Programs**
- 4. Process improvements and financial tools**

For each category captured, there are several potential approaches identified that could help address housing gaps in York Region. Each approach is explained, and case studies are provided. In some instances, York Region does not have direct jurisdiction over the approach provided. Housing solutions are multi-faceted and require participation from multiple partners. While the approaches listed are comprehensive, they are not exhaustive as solutions required to address housing needs are wide ranging and evolving. This housing scan provides an inventory of approaches with potential to address housing need. Best practices will require further research and analysis, conversation with stakeholders and potential partners and evaluations of feasibility in a York Region context. The innovations scan identifies potential options to influence the private market, targeting mid-range income housing needs. This scan took a comprehensive look at some potential innovative solutions to assist in solving the growing affordability challenges in a York Region context.





## APPLYING a YORK REGION LENS

Consideration for how to apply this research and best practices scan in a York Region context is important. It must be applicable and adaptable to the diverse needs of each local municipality. The criteria below which apply a Regional lens are for consideration in the future development of Regional programs. Each potential housing innovation outlined requires an evaluation for feasibility based on Regional priorities and are beyond the criteria identified. There are several criteria that should be considered when assessing the viability of mechanisms to address housing gaps, including:

### **PARTNERSHIPS** are ESSENTIAL to SOLVING HOUSING GAPS

No one level of government can solve the housing gaps in York Region alone. Building relationships with a variety of stakeholders, including other levels of government, non-profit housing providers, financial institutions and developers to support the development of affordable housing will be necessary in addressing housing gaps in York Region.

### **OPENNESS** to NEW INNOVATIONS

New housing innovations can mean looking beyond traditional housing designs and the status quo of single-family, semi-detached, townhouse or apartment units. It requires a willingness from both the developer and end user to adopt new and innovative forms of housing types and living styles to be adapted to the local context. In some instances, new regulatory approaches may be required, as some of the approaches identified require the implementation of a new or updated municipal bylaw to implement the approach.

### **A ONE-SIZE FITS ALL APPROACH** may NOT WORK for YORK REGION

York Region's nine local municipalities are unique and a best practice may be a better fit in one local municipality than in others. Solutions in one local municipality may not be as easily adaptable for the adjoining municipality; it will require adaptation and a review of what is plausible for adoption with local municipal staff. There is a need for more affordable family-sized units across York Region. Some innovations do not lend themselves as easily to addressing that need and changing demographics will need to be considered in assessing the viability of these housing innovations.

### FUTURE RECOMMENDATIONS to ADDRESS HOUSING GAPS may REQUIRE FINANCIAL INVESTMENT

The need for financial investment in housing programs from all levels of government and private industry, through corporate social responsibility to the communities they build for, is required. At the Regional government level, future financial commitments to housing should be balanced with other important financial investments, such as infrastructure and community services. Potential revenue sources, including ongoing advocacy to the Provincial Government that a portion of the Non-Resident Speculation Tax be shared with single and upper tier municipal governments, could help increase housing options including affordable housing options. Future work on housing and reporting of proposed programs in York Region will advise on the financial implications of housing projects when options and feasibility are further explored.



## CLASSIFICATION of INNOVATIONS

The housing innovations research looks at case examples from York Region, Ontario, Canada and beyond. It builds on existing Regional mechanisms for delivering affordability. The research scan of practices can be divided into four distinct categories to help classify the research conducted:

- 1. Built Form and Diversifying the Housing Stock**
- 2. Innovations in Design and Construction**
- 3. Municipal Programs**
- 4. Process improvements and Financial Tools**

The findings presented include the housing innovation, affordability framework and case studies.





University of British Columbia Nano Suite

## BUILT FORM and DIVERSIFYING the HOUSING STOCK

Built form refers to the shape, function and configuration of buildings, including how they connect to public spaces and streetscapes. Built form plays a role in the development of affordable housing options. It can help to diversify the type and size of units available and in some instances deliver more rental housing options (e.g., secondary suites) in areas where there may be limited rental options. A diversified housing stock supports intensification efforts and will help to revitalize existing neighbourhoods and support the best use of existing lands in York Region. Diversifying the housing stock refers more broadly to a full mix and range of housing stock beyond the traditional models of housing types. It considers new ways to develop, intensify and bridge the gap between traditional housing options and modern developments aimed at bringing more affordable housing options to the market.

### HOUSING INNOVATIONS and CASE STUDIES

**LIVE/WORK UNITS:** A live/work unit is a single unit that has both commercial or office use and a residential component occupied as a primary dwelling. This has a growing demand for professionals, including entrepreneurs and other creative industries, that want a dedicated workspace and office for clients to come to, but are unable or unwilling to pay the costs of buying or leasing office, workshop or studio space on top of their living expenses. The viability of these units must be considered on a site by site basis with appropriate zoning in the right location at the local municipal level.

CASE EXAMPLE: [Mississauga: FRAM Building Group](#)

**MICRO SUITES:** A micro suite or micro unit is a one-room, self-contained living space that has been designed to accommodate a living area, sleeping area, bathroom and contained kitchenette. The range of square footage fluctuates, with typical ranges between 150 and 450 square feet. Rents and sale prices are traditionally scaled with unit size, offering an opportunity to deliver more affordable options to both the ownership and rental market. This innovation is best suited for more urban, walkable areas close to community facilities and transit-supported, with close proximity to work opportunities. In urban areas, land prices are traditionally more expensive and micro suites or units offer more affordable homes in locations where land costs can be a significant barrier to affordability. In York Region, the feasibility of these micro units are in the preliminary stages of review through work being undertaken by Housing York Inc.

CASE EXAMPLES: [City of New York: Launch Micro-Mix](#) [University of British Columbia: Nano Suites](#)



**TINY HOUSES:** Tiny homes are small, self-contained residential units built for year-round use with a living area that includes a kitchen, dining, bathroom and sleeping area. A tiny home is limited to the minimum standard set out in Ontario's Building Code (17.5 square metres). They offer a great alternative to save on housing costs as they are cheaper to build and maintain than a traditional ground related unit.

CASE EXAMPLE: › [Township of Leeds and the Thousand Islands](#)

**ADAPTIVE REUSE: CONVERSION of OLD BUILDINGS into NEW AFFORDABLE HOUSING:** Many private developers and municipalities are using older hotels, offices or places of worship to convert into housing developments, and in some cases affordable housing. A municipality is able to meet its goals of heritage conversation and increased housing supply, while lowering construction costs. Adaptive reuse of historical spaces helps to use existing buildings in a way that can bring life back to a neighbourhood while preserving a unique sense of place.

CASE EXAMPLES: › [Manitoba - St. Matthews Anglican Church](#)  
 › [Peterborough - The Mount and Sustainable Affordable Housing](#)

**FAMILY FRIENDLY HOUSING POLICIES:** Family-Friendly Housing Policies help to facilitate the provision of more housing with two to three-bedrooms to maintain healthy and mixed communities, including units large enough for families. Families need affordable housing that meets their needs however the high cost of housing often means families are living in smaller than ideal spaces in order to remain in the community. For many households, larger units are often found in ground related housing stock. A vertical community considers the needs of family sized units and spaces for families in higher density buildings. There is a growing need for family friendly housing developments, with consideration for convenient access to community spaces, transit and other amenities. A family friendly policy lens considers opportunities for utilizing the unit itself, the building and the neighbourhood to function better for larger households.

In the York Region context, this lens was adopted in the creation of the Affordable, Purpose-Built Rental Housing Incentives policy. Greater incentives are granted for developments in centres and corridors where 50% or more units are family-sized (two-bedrooms or greater).

CASE EXAMPLES: › [City of Toronto - Growing Up: Planning for Children in New Vertical Communities](#)  
 › [Vancouver – Family Room: Housing Mix Policy for Rezoning Projects and High Density Housing for Families with Children Guidelines](#)



Secondary unit in the basement of a private home

**MULTI-GENERATIONAL HOUSING:** A multi-generational home is designed to meet the needs of families consisting of more than two generations living under the same roof. Living in a multi-generational household has several benefits such as lower operating and maintenance costs, cost savings on childcare and potentially better health outcomes. Major homebuilders are now offering “multi-generational” floor plans that make space for three or more generations, or even two different nuclear families sharing one house. Typical features include separate entrances and garages that let family members come and go as they please. Multi-generational housing does not mean using the traditional accessory dwelling unit as a means to have two households in one house (identified as the next option), but that the unit is designed in a way to accommodate the specific needs of that particular multi-generational family (e.g., may have only one kitchen area with separate living spaces in the house for different family members).

CASE EXAMPLE: › [Peel Region – Official Plan Review](#)

**SECONDARY or ACCESSORY DWELLING UNITS:** Secondary units can provide practical housing options to meet specific needs, including increasing housing choices for low and moderate income households, accommodating an aging population who wish to live independently but also benefit from the support of having their extended families nearby, and promoting more inclusive communities.

Secondary units can maximize densities and help to create income-integrated communities, which can support and enhance public transit, local businesses and the local labor market, as well as make more efficient use of infrastructure and services. This form of diversification provides housing options for renters in the market and is a form of gentle intensification using existing housing stock. The *Planning Act* also permits the use of secondary units, allowing an additional unit in the primary dwelling and one unit in an ancillary building. Policies supporting secondary or accessory dwelling units are required across York Region.

CASE EXAMPLE: › [Town of Newmarket](#)



Laneway Housing City of Vancouver

---

**LANEWAY HOUSING:** Laneway suites are secondary dwellings constructed behind traditional street-facing homes on lots abutting a public laneway. Laneway suites increase quality of affordable rental housing, intensify existing neighbourhoods, utilize existing infrastructure and help use sometimes underutilized spaces. An important consideration is the impact on parking if laneway houses were to be used in areas where they are not connected to transit, as this could use all relevant parking spots for that house if not in a transit-supported area.

CASE EXAMPLES: › [Affordable Laneway Suites Pilot Program, City of Toronto](#)  
 › [Laneway Program, City of Vancouver](#)

---

**CO-HOUSING (RENTAL and OWNERSHIP):** Co-housing is a shared living arrangement where two or more unrelated people own and or live in a home together through shared rental agreements or a formal shared ownership approach. Co-owners may share living spaces like kitchens and living rooms, or the home may be divided into separate units. Responsibilities for care and upkeep of the home are usually shared, as well as some amenities and services. Bill 69 or the *Golden Girls Act, 2019* was passed by the Ontario government to encourage all levels of government to recognize that Ontario has an aging population and should support innovative and affordable housing solutions for seniors. It was identified as a solution to the lack of affordable seniors housing available and high cost of maintaining a home.

Beyond seniors, co-housing expands the options available to individuals and families and provides a range of benefits, including affordability by allowing a group to pool resources to buy a house. It provides a way to build equity and brings security that comes with owning your home. The [Government of Ontario has created a guidebook](#) to support individuals looking at co-ownership options. For rental housing, co-housing offers opportunities to share the costs of a larger unit with other individuals, helping to create a sense of community and more affordable housing options due to the shared cost of expenses.

CASE EXAMPLES: › [Port Perry, Durham Region: Golden Girls Act](#)

---



## INNOVATIONS in DESIGN and CONSTRUCTION

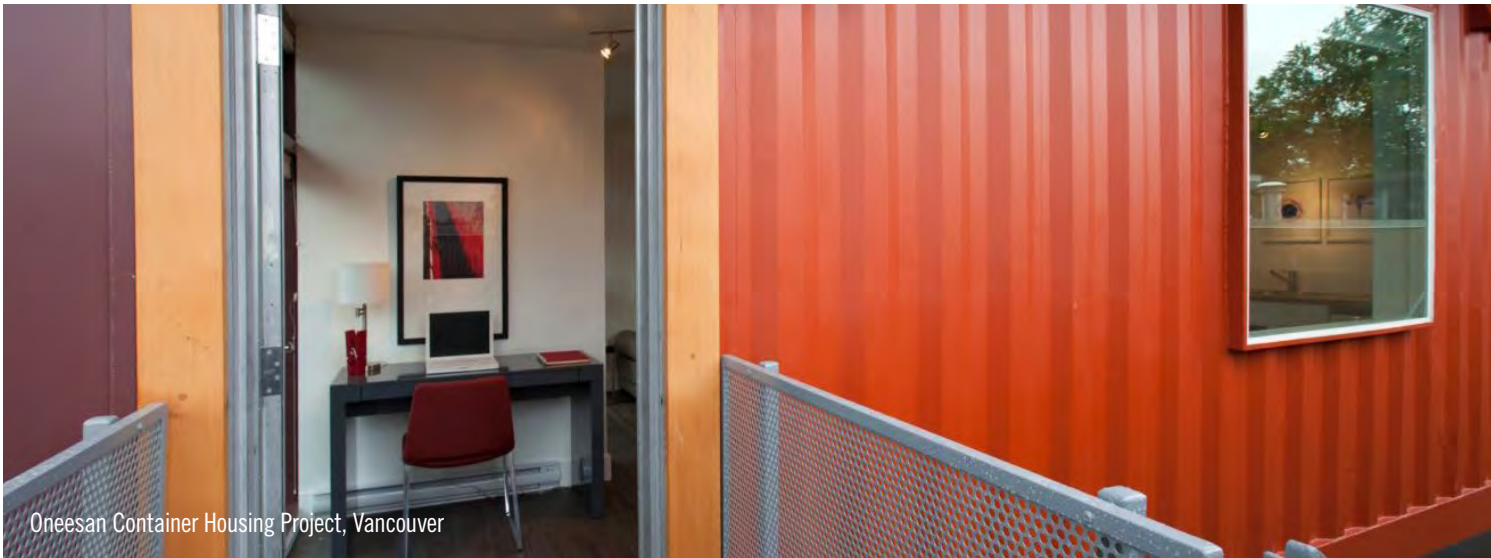
The cost of traditional construction methods can be relatively high, increasing the overall price of the unit. Innovations in housing design and construction can influence the ecological impact that these buildings have on the environment, while also creating more sustainable and affordable housing options. In some instances, unit cost is lower with more modest building materials and finishes, in other instances the savings come over time with reduced utility costs.

### HOUSING INNOVATIONS and CASE STUDIES

**MODULAR CONSTRUCTION:** Modular construction is a process in which a building is constructed off-site, under controlled plant conditions. Construction of modular buildings occurs simultaneously with site work, allowing projects to be completed 30% to 50% sooner than traditional construction.

Modular buildings can be disassembled and the modules relocated or refurbished for new use, reducing the demand for raw materials and minimizing the amount of energy expended to create a building to meet the new need. The costs of physical construction—the “hard costs”—are a big determinant of selling price or rent of a new home. It also has the potential to yield significant cost savings, with the potential to realize more than 20% of construction cost savings, with additional potential gains in full-life costs (reducing costs through energy and maintenance savings).

CASE EXAMPLES: › [Modular Housing Initiative, City of Toronto](#)  
› [Margaret Mitchell Place, City of Vancouver](#)



Oneesan Container Housing Project, Vancouver

---

**CONTAINER HOUSING:** A new innovation has been to create affordable housing out of shipping containers. Shipping containers have little to no maintenance and can withstand harsh weather conditions. It is estimated that there are millions of vacant shipping containers in the world that could be repurposed for housing units, helping to bring affordable housing to the market and supporting sustainable solutions and uses for these empty containers. This is both good for the environment and offers an alternative to expensive building costs and time, providing the base structure.

CASE EXAMPLES: › [Oneesan Container Housing Project, Vancouver](#)

---

**3-D PRINTING:** While in preliminary stages of development, there are some firms that have been able to develop house-scale, mobile 3-D printing technology. The 3-D printers are built to be easily transported via truck and are capable of printing a home of up to 800 square feet. This specific 3-D printer uses a mortar that can be sourced anywhere and the idea is to develop a technology that can be used in places where there might not be a lot of building resources. These 3-D printed structures not only reduce labour costs, construction time and material wastage, but they are also durable and disaster resistant. Although in early stages of development, it could be considered in the future to deliver more affordable housing options.

CASE EXAMPLE: › [ICON – Austin, Texas](#)

---

**COMPLETE UNITS with UNFINISHED INTERIORS:** To save labour and material costs, a developer could leave a portion of completed units unfinished to allow users to finish at their own budget. Occupancy requirements would need to be investigated in terms of what is required to be finished and what can be left incomplete.

---



## DESIGN INNOVATIONS with HIGHER UP-FRONT CAPITAL INVESTMENTS and LONGER-TERM ENERGY SAVINGS

In some instances, there are new innovations in housing design that help to impact affordability through energy savings but require higher up-front capital costs for building the unit for the developer. However, this helps to deliver more affordable rental housing options through lower utility costs for the renter. The innovations are listed below.

**PASSIVE HOUSE:** Passive House is a standard for energy efficiency that reduces a building’s ecological footprint. The approach to more affordable housing is to focus on spending money up front to create energy-efficient buildings with lower maintenance and operating costs. By implementing passive house standards, developers can significantly curtail greenhouse gas emissions while drastically reducing utility costs. Some key elements of passive design are:

- › An airtight building envelope, which minimizes heating and cooling loss by air leakage.
- › High levels of insulation, so the building doesn’t lose heat through its envelope.
- › Eliminating or reducing thermal bridging through the envelope to further reduce heat loss.
- › Using high-quality windows.
- › Placing windows in such a way as to maximize daylight and occupant experience.

CASE EXAMPLE: › [Cordage Green, Welland, ON](#)

**GREEN BUILDING:** Green building design uses renewable resources and less energy which makes them more affordable. Smaller designs and alternative and salvaged building products conserve resources and therefore can cost less than traditional approaches. Short-term, more immediate cost-saving examples include high efficiency water and energy appliances. Longer-term financial saving investments include solar panels and grey water technologies.

CASE EXAMPLE: › [York Region: Sustainable Development through LEED Incentive Program](#)

**TIMBER BUILDINGS/CROSS LAMINATED TIMBER:** Timber framing or post-and-beam construction are traditional methods of building with heavy timbers, creating structures using squared-off and carefully fitted and joined timbers with joints secured by large wooden pegs. Although supply chain challenges currently exist with this innovation in Ontario leading to increased costs to building with timber, this could be a future innovation to consider in supporting affordable housing options in a sustainable way.

CASE EXAMPLES: › [University of British Columbia: Brock Commons](#) › [Oslo, Norway](#)



## MUNICIPAL PROGRAMS

To help bridge the gap between market prices and feasibility and affordability, government incentives can help financial viability. This includes making publicly owned lands available for affordable housing through grants, reduced prices or long-term leases. In some cases, the delivery of incentives requires a mechanism to legally deliver them. These mechanisms are also captured in this scan. The municipal programs identified are not recommendations for use, but considerations for what is available, and their potential use in a York Region context would require additional discussion and evaluation. There may be additional easy, “quick win” solutions offered through the existing planning framework that could support affordable developments, which may include options such as infill development, pre-zoning or broadening the existing zoning framework. These options are not explored as innovations in this report but should be explored in the supplementary analysis for York Region-based solutions.





Development Charge Deferrals for Purpose-Built Rental Housing

## HOUSING INNOVATIONS and CASE STUDIES

**PUBLICLY OWNED LANDS:** Publicly owned land is land owned by the Government that is either vacant or underutilized and no longer needed to deliver government services. There are several options for what the government could do to the land, including selling the land at market value and redirect funding for affordable housing on a more suitable location, selling the land below market value in exchange for affordable housing units, or leasing the land to a developer or non-profit organization, based on the number of affordable units to be provided. Some municipalities have adopted a housing first policy for surplus city-owned land. In some instances, municipalities work with Non-Profit and the Co-operative Housing Sector to partner on municipally owned lands to develop affordable housing.

CASE EXAMPLES: › [Region of Peel: ROPA 23](#) › [City of Vancouver: Affordable Housing Agency](#)

**COMMUNITY LAND TRUSTS:** A Community Land Trust (CLT) is a nonprofit corporation that develops and stewards affordable housing, community gardens, commercial spaces and other community assets on behalf of a community. The trust may retain title to properties and convey homeownership through a long-term ground lease to ensure continued affordability. The CLT obtains and holds land and housing for the benefit of the community in which it exists. The CLTs maintain affordability in dual ownership, the separation of land ownership (owned by the CLT) from ownership of the housing or buildings on the land itself, which is leased out to individuals or non-profit organizations over a long-term period. CLTs are designed to be membership-based organizations that are legally governed by a board of directors, often made up of lease holders and renters, community members, public servants and non-profit organizations. There are three types of CLTs: community-based, sector-based and publicly based.

The CLT retains an option to repurchase any residential (or commercial) structures on its land if their owners ever choose to sell. The resale price is set by a formula contained in the ground lease that is designed to give present homeowners a fair return on their investment but giving future homebuyers fair access to housing at an affordable price. By design and by intent, the CLT is committed to preserving the affordability of housing (and other structures), one owner after another, and one generation after another, in perpetuity.

CASE EXAMPLES: › [Parkdale Neighborhood Land Trust \(PNLT\) – Toronto](#) › [Land Trust Project – Vancouver](#)

---

### **WAIVING, DEFERRING or REDUCING APPLICATION FEES and DEVELOPMENT CHARGES:**

A reduction or waiver of fees for applications for affordable housing development would help reduce costs associated with development. A development charge bylaw can:

- › Identify the relevant jurisdiction (part or whole of the municipal jurisdiction)
- › Phase in development charges to stimulate development
- › Exempt or reduce development charges for types of development specified in the bylaw

In order to impose development charges, municipalities must have passed a development charge bylaw. A policy is required to identify the program and parameters for waiving, deferring or reducing development charges or application fees.

CASE EXAMPLE: › [York Region: Development Charge Deferrals for \(Affordable\) Purpose-Built Rental Housing](#)

---

### **RENTAL HOUSING PROTECTION (DEMOLITION and PROTECTION from CONDOMINIUM CONVERSION):**

Affordable rental units are sometimes lost through demolition or the conversion of existing units from rental to ownership condominiums. Section 33 of the *Planning Act* allows municipalities to designate “demolition control areas” to help maintain existing housing stock. Demolition control areas established under the *Planning Act* can include both ownership and rental properties. Municipalities may enact policies to prohibit and regulate the demolition of residential rental properties containing six or more dwelling units and the conversion of such properties to a purpose other than residential rental.

CASE EXAMPLE: › [City of Mississauga](#)

---

**MUNICIPAL COVENANT TOOLS:** Covenants can restrict what an owner can do on the lands, and/or allow or restrict an activity to the effect of benefiting local or provincial government. To protect affordable housing, covenants may be used in a housing agreement to restrict who can live on a property and how much the property can be sold or rented for, thereby keeping a home perpetually affordable for future owners. The covenant can also include a listing of fines and other tools to ensure compliance and long-term affordable housing. Development agreement covenants are used to ensure the benefit of affordable housing is provided as part of a rezoning process. This is one way to protect affordable housing in the long-run and protects development agreements to ensure a developer provides the affordable housing benefits they agreed to. Covenants can be cumbersome and requires legal expertise in order to enforce.

CASE EXAMPLE: › [British Columbia](#)

---

**SHORT-TERM RENTAL REGULATIONS:** Short-term nightly rentals are part of a broader trend of residential property owners earning revenues from nightly rentals (fewer than 30 days). While short-term rentals benefit a homeowner by providing an additional source of income, they reduce the availability of units that could otherwise provide affordable housing options in the market (apartments, suites, rental homes). Regulating short-term rentals through zoning and other tools as well as through enforcement is one way to reduce the impact on the stock of long-term rentals. Leading practices to protect affordable housing supply include full bans on short-term rentals. Both approaches require municipal enforcement.

CASE EXAMPLES: › [Pemberton, British Columbia](#)

---

---

**REDUCTION or EXEMPTION from PARKING REQUIREMENTS:** The cost of providing parking, particularly in areas of higher land costs and/or where underground parking is needed, can add significantly to development costs. Municipalities can reduce capital and maintenance costs for themselves and developers, while facilitating pedestrian-friendly and transit-supportive areas, through agreements that reduce requirements or exempt owners or occupants of a building from providing and maintaining parking facilities, particularly where public transit is available.

CASE EXAMPLE: › [City of Mississauga](#)

---

**VACANT UNIT TAX:** A vacant unit tax is designed to increase a city's supply of rental homes by taxing the owners of properties that are not being fully used, thus encouraging them to make the properties available for rent. A vacant unit tax was introduced in Vancouver in 2018, with an implemented 1% property tax on homes sitting empty. The tax generated \$40 million last year and the number of vacant units has decreased by 22% from the previous year.

CASE EXAMPLE:

› [City of Vancouver Vacant Tax Bylaw](#)

---

**REDUCTION or EXEMPTION in PARKLAND DEDICATION or CASH-IN-LIEU:** Section 42 of the *Planning Act* allows a municipality to require a percentage of the land proposed for residential development be conveyed to the municipality for park or other public recreational purposes and Section 42 (6) allows for cash-in-lieu of parkland. Municipalities are able to modify their parkland dedication and cash-in-lieu requirements to facilitate the development of affordable housing in their jurisdiction. Cash-in-lieu of parkland fees are waived or reduced to support either rental or an ownership affordable component of a proposed development.

CASE EXAMPLE: › [Belleville, Ontario](#) › [City of Kingston: Bylaw 2013-107](#)

---

## MECHANISMS to DELIVER AFFORDABLE HOUSING

There are a number of planning tools available that once implemented, act as a mechanism to support delivering of affordable housing options. The tool itself does not deliver affordable housing options on its own.

**INCLUSIONARY ZONING:** Inclusionary Zoning (IZ) is a local municipal tool that requires or incentivizes private developers to develop a certain percentage of the units in a given project as below market rate targeted for middle-lower income households. IZ may include options and incentives such as density bonuses, reduced development standards, and financial assistance. The proportion of below market rate units a developer must build usually depends on the size of the project. The price of below market rate is based on the Area Median Income (AMI) which makes IZ effective for producing housing for middle-income residents that are not served by other programs which are usually reserved for people earning less than 30% of AMI. These units would then need to be maintained as affordable over a specified period of time.

The *Planning Act* and the associated regulations set out the framework for developing an Inclusionary Zoning program. Each program will differ as it is informed by local affordable housing needs, conditions and priorities and requires the

implementation through a zoning bylaw. The key components of Inclusionary Zoning programs include:

- › an assessment report on housing in the community
- › official plan policies in support of inclusionary zoning
- › a bylaw or bylaws passed under section 34 of the *Planning Act* implementing inclusionary zoning official plan policies
- › procedures for administration and monitoring
- › public reporting every two years
- › available option for lower or single tier municipalities

CASE EXAMPLE: › [City of Markham – Draft Inclusionary Zoning Framework](#)  
 › [City of Toronto – Inclusionary Zoning](#)

**COMMUNITY IMPROVEMENT PLANS:** Ontario’s *Planning Act* gives municipalities the power to implement Community Improvement Plans (CIPs) as a vehicle for providing financial incentives (grants or loans) to private property owners to undertake physical improvements in areas that are designated within the municipal official plan. Subsection 28(1.1) of the *Planning Act* provides that “community improvement” includes the provision of affordable housing. Municipalities can designate a Community Improvement Project Area, which is the specific area or geographic location where this CIP applies.

Municipalities can consider using CIPs to provide for grants or loans in relation to the provision of affordable housing within CIP project areas. Community improvement programs have been tailored to support municipal redevelopment and revitalization goals such as diversifying employment opportunities, improving accessibility, remediating and redeveloping brownfields, revitalizing core areas, and ensuring a range of housing types that include affordable housing.

CASE EXAMPLE: › [York Region: Affordable Housing Draft CIP](#) › [TIEG Program Guide: Oakville](#)



Expediting the approvals process for affordable housing developments

## PROCESS IMPROVEMENTS and FINANCIAL TOOLS

Process improvements are critical to improve the ease to which applications are processed and supporting the transition of housing from inception to the development process and finally, until the units are completed and available to the public. Process improvements facilitate the development of affordable housing options in a timely manner.

### HOUSING INNOVATIONS and CASE STUDIES

**EXPEDITING the APPROVALS PROCESS for AFFORDABLE HOUSING DEVELOPMENTS:** With a lower return on investment, affordable housing projects suffer disproportionately from the costs associated with regulatory processes and delays. As a result, fewer affordable housing units are built. Fast-tracked or expedited approvals prioritize applications for affordable housing development, allowing them to essentially “jump the queue” in the standard review process. Some techniques used for lower approval costs include: ‘one stop shop’ for builders and residents, or priority placement in permitting queues.

CASE EXAMPLES: › [State of Rhode Island: Office of Housing and Community Development](#)  
› [Kamloops, British Columbia](#)

**PHASING AFFORDABILITY AT EACH PHASE OF DEVELOPMENT :** A formalized process for which developments are required to complete affordable housing commitments at each phase of development, rather than deferring the development of affordable housing to a later phase of development. This would ensure that the development of affordable housing is not deferred to a later date, particularly when new affordable units are needed now.

CASE EXAMPLES are not explicitly identified and hard to find, but this solution ensures that affordable housing is delivered and not deferred indefinitely.

---

**AFFORDABILITY THROUGH FINANCING:** There are a number of financing options available to meet the changing realities for households in order to afford housing in their communities. Financing options developed through upper levels of government/government agencies (CMHC) and private companies can support households in finding ways to get into the ownership housing market in some capacity.

CASE EXAMPLES: › [Ontario Life Lease](#) › [Reverse Mortgage](#)  
 › [Second Mortgage](#) › [First Home Buyer Incentive](#)

---

**LEASE-TO-OWN/RENT-TO-OWN:** Lease-to-own is an agreement that a tenant enters into with their landlord where the landlord continues to own the property and the tenant has the option to purchase the home. There are various payment options and stipulations that can be outlined in the agreement. Essentially this is an alternative payment plan for those who cannot afford the up-front capital costs of homeownership (down payment). It allows the renter to build up equity in the home they are leasing and provides the option for long-term tenants to become the homeowner.

CASE EXAMPLE: › [Daniels Home Investment Program: Peel Region](#)

---



## **PURPOSE BUILT RENTAL HOUSING OPTIONS CONTINUE to be CRITICAL for DELIVERING MORE AFFORDABLE HOUSING OPTIONS in YORK REGION.**

Many of the innovations listed above can be used to address ownership and rental housing gaps. Previous Regional analysis has indicated that due to York Region's low rental supply, Regional financial incentives should be focused on rental housing options. Given the substantial gap between affordable and average market ownership housing prices, purpose-built rental remains one of the key solutions to delivering more affordable options to residents in York Region.

York Region has the lowest percentage of rental units in the Greater Toronto and Hamilton Area. Rental housing provides an affordable alternative to ownership and supports residents to live closer to public transit and in more compact, complete communities. In addition to addressing affordability concerns, rental housing provides flexibility for those that do not want to be tied to the obligations of owning a home. To start to address the low rental supply and lack of affordable options, York Region Council approved the Development Charge Deferrals for Affordable, Rental Housing. These incentives are highlighted in the scan.

## CONCLUSIONS

The housing innovations scan provides information on a suite of options to address affordable housing challenges in York Region in the future. This research will help inform future work beyond the Municipal Comprehensive Review process. Although it is a comprehensive list, it is not exhaustive. The list provides potential options for new housing innovations focused on the private market and planning related mechanisms that contribute to more affordable housing options. Further evaluation is required to determine the feasibility and desirability of these innovations, meaning that just because it is listed in this document, does not mean it should be seen as an ideal or feasible way of delivering more affordable options in the York Region context. To solve housing gaps, a commitment from various levels of government, financial institutions, developers, non-profit housing providers and the public are necessary to deliver and support the development of affordable housing options across communities.

# REFERENCES

- Atira.** 2019. "Onesans Container Housing Project Report." Reference: <https://atira.bc.ca/onesans-container-housing-project-report/>
- BC Housing.** 2020. "Vancouver- Land Trust Model." Reference: <https://www.bchousing.org/projects-partners/development-projects/vancouver-land-trust-model#:~:text=The%20Land%20Trust%20is%20the,set%20at%20market%20rate%20levels>
- Canada Mortgage and Housing Corporation.** 2017. "Passive Approaches to Low-energy Affordable Housing Projects- Literature Review and Annotated Bibliography." Reference: [https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/sf/project/archive/research/rr\\_passive\\_approaches\\_to\\_low\\_energy\\_affordable\\_housing\\_projects.pdf](https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/sf/project/archive/research/rr_passive_approaches_to_low_energy_affordable_housing_projects.pdf)
- Canada Mortgage and Housing Corporation.** "Project Profile: WestEnd Commons." Reference: [https://assets.cmhc-schl.gc.ca/project/cmhc/pdfs/content/en/68375\\_en\\_w\\_acc.pdf?rev=7a0cdc2d-9461-4bc3-af9f-76e81c22317c](https://assets.cmhc-schl.gc.ca/project/cmhc/pdfs/content/en/68375_en_w_acc.pdf?rev=7a0cdc2d-9461-4bc3-af9f-76e81c22317c)
- Canada Mortgage and Housing Corporation.** "The First-Time Home Buyer Incentive." Reference: <https://www.cmhc-schl.gc.ca/en/nhs/first-time-home-buyer-incentive>
- Canadian Housing and Renewal Association: A Home for the Housing Sector.** 2020. "Perpetual Affordability and Community Control of the Land: Community Land Trusts in Canada." Reference: <https://chra-achru.ca/perpetual-affordability-and-community-control-of-the-land-community-land-trusts-in-canada/>
- City of Austin.** 2017. "Housing Plan: Austin Strategic Housing Blueprint." Reference: [https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint\\_Final\\_September\\_2017.pdf](https://www.austintexas.gov/sites/default/files/files/StrategicHousingBlueprint_Final_September_2017.pdf)
- City of Belleville.** 2020. "Guidelines for the Reduction of Parking Requirements for Affordable Rental Housing." Reference: [https://www.belleville.ca/en/city-hall/resources/Documents/EDS\\_PLN\\_Parking\\_Reduction\\_Guidelines\\_-\\_FINAL\\_-\\_Feb14.pdf](https://www.belleville.ca/en/city-hall/resources/Documents/EDS_PLN_Parking_Reduction_Guidelines_-_FINAL_-_Feb14.pdf)
- City of Kamloops.** 2016. "Kamloops Affordable Housing Developers Package." Reference: <https://www.kamloops.ca/sites/default/files/docs/homes-businesses/16-kamloopsaffordablehousingdeveloperspackage.pdf>
- City of Kawartha Lakes and County of Haliburton.** 2017. "Affordable Housing Framework: Technical Appendix." Reference: <https://www.kawarthalakes.ca/en/living-here/resources/Housing-Rental-Listings/CKL-H-Affordable-Housing-Framework-Appendix-Final-Dec17.pdf>
- City of Kingston.** 2020. "Parkland Dedication." Reference: <https://www.cityofkingston.ca/city-hall/bylaws/parkland-dedication>
- City of Markham.** 2020. "Affordable and Rental Housing Study." Reference: <https://pub-markham.escribemeetings.com/filestream.ashx?DocumentId=24145>
- City of Mississauga.** 2020. "Rental Housing Protection By-law." Reference: <https://www.mississauga.ca/publication/rental-housing-protection-by-law/>
- City of New York.** 2017 "Housing New York 2.0". Reference: <https://www1.nyc.gov/assets/hpd/downloads/pdfs/about/housing-new-york-2-0.pdf>
- City of Toronto.** 2020. "Inclusionary Zoning." Reference: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/inclusionary-zoning-policy/>
- City of Toronto.** 2020. "Modular Housing Initiative." Reference: <https://www.toronto.ca/community-people/community-partners/affordable-housing-partners/modular-housing-initiative/>
- City of Toronto.** 2020. "Growing Up: Planning for Children in New Vertical Communities." Reference: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/growing-up-planning-for-children-in-new-vertical-communities/overview/>



- City of Toronto.** 2020. "Laneway Suites Programs." Reference: <https://www.toronto.ca/community-people/community-partners/affordable-housing-partners/laneway-suites-program/>
- City of Vancouver.** 2016. "Family Room: Housing Mix Policy for Rezoning Projects." Reference: <https://vancouver.ca/files/cov/family-room-housing-mix-policy-for-rezoning-projects-2016-07-13.pdf>
- City of Vancouver.** 2020. "High-Density Housing for Families with Children Guidelines." Reference: <https://guidelines.vancouver.ca/guidelines-high-density-housing-for-families-with-children.pdf>
- City of Vancouver.** 2020. "Laneway Housing." Reference: <https://vancouver.ca/people-programs/laneway-houses-and-secondary-suites.aspx>
- City of Vancouver.** 2020. "Vacancy Tax (Empty Homes Tax) Bylaw 11674." Reference: <https://vancouver.ca/your-government/vacancy-tax-bylaw.aspx>
- City of Vancouver.** 2020. "Vancouver Affordable Housing Endowment Fund (VAHEF)." Resources: <https://vancouver.ca/people-programs/vancouver-affordable-housing-endowment-fund.aspx>
- CivicPlan & Evergreen.** 2017. "Our City, Our Spaces: Adaptive Reuse for Community Benefit." Reference: [http://civicplan.ca/wp-content/uploads/2017/05/Our\\_City\\_Our\\_Spaces\\_Report.pdf](http://civicplan.ca/wp-content/uploads/2017/05/Our_City_Our_Spaces_Report.pdf)
- Daniels.** 2020 "Daniels Gateway Rental Communities." Reference: <https://danielshomes.ca/gateway-rental-communities.php>
- Green Building Canada.** 2020. "What is Green Building?" Reference: <https://greenbuildingcanada.ca/green-building-guide/what-is-green-building/>
- Government of Canada.** 2020. "Reverse Mortgages." Reference: <https://www.canada.ca/en/financial-consumer-agency/services/mortgages/reverse-mortgages.html>
- Government of Canada.** 2020. "Getting a Second Mortgage." Reference: <https://www.canada.ca/en/financial-consumer-agency/services/mortgages/borrow-home-equity.html#toc3>
- Government of Ontario.** 2019. "Adding a Second Unit in an Existing House: Ontario Building Code Information." Reference: [https://files.ontario.ca/mmah-adding-a-second-unit-in-an-existing-house-en\\_0.pdf](https://files.ontario.ca/mmah-adding-a-second-unit-in-an-existing-house-en_0.pdf)
- Government of Ontario.** 2019. "Build or Buy a Tiny Home: Ontario Building Code Information." Reference: [https://files.ontario.ca/mmah\\_tiny\\_homes\\_en\\_20191129.pdf](https://files.ontario.ca/mmah_tiny_homes_en_20191129.pdf)
- Government of Ontario.** 2019. "Life Lease Housing." Reference: [https://files.ontario.ca/books/mmah-life-lease-housing-en-20191210\\_0.pdf](https://files.ontario.ca/books/mmah-life-lease-housing-en-20191210_0.pdf)
- Icon Technology Inc.** 2020. "Becoming INCONIC: Homebuilding hasn't changed since the middle ages." Reference: <https://www.iconbuild.com/about>
- Legislative Assembly of Ontario.** 2019. Bill 69, Golden Girls Act, 2019. Reference: <https://www.ola.org/en/legislative-business/bills/parliament-42/session-1/bill-69>
- Ministry of Municipal Affairs and Housing.** 2011. "Municipal Tools for Affordable Housing." Reference: [www.mah.gov.on.ca/AssetFactory.aspx?did=9270](http://www.mah.gov.on.ca/AssetFactory.aspx?did=9270)
- Moelven.** 2020. "About Mjostarnet." Reference: <https://www.moelven.com/mjostarnet/>
- Ontario Home Builders' Association.** "Live-Work Spaces are Flexible Spaces." Reference: <https://www.ohba.ca/flexible-space/>
- Passive House Canada.** 2020. "About Passive House." Reference: <https://www.passivehousecanada.com/about-passive-house/>
- Parkdale Neighbourhood Land Trust.** 2020. "About: PNLT." Reference: <http://www.pnlt.ca/about/>

- Pemberton, British Columbia.** 2017. "Short Term Vacation Rentals." Reference: <https://www.pemberton.ca/public/download/documents/42031>
- PHS: Community Services Society, Vancouver.** 2020. "Margaret Mitchell Place." Reference: <https://www.phs.ca/locations/margaret-mitchell-place/>
- Queen's Printer.** 2020. Planning Act, R.S.O., 1990, c. P.13. Reference: <https://www.ontario.ca/laws/statute/90p13>
- Queen's Printer.** 2020. British Columbia: Community Charter, Chapter 26- Municipal Revenue. Reference: [https://www.bclaws.ca/civix/document/id/complete/statreg/03026\\_07](https://www.bclaws.ca/civix/document/id/complete/statreg/03026_07)
- Region of Peel/Urban Metrics Inc.** 2020. "Peel 2041 MCR- Intensification Analysis." Reference: <https://www.peelregion.ca/officialplan/review/pdf/intensification-analysis.pdf>
- Regional Municipality of Peel.** 2020. "List of Amendments: ROPA 23." Reference: <https://www.peelregion.ca/planning/officialplan/list-amendmts.htm#ropa23-title>
- Regional Municipality of York.** 2019. "Development Charges Deferral for Affordable, Purpose-Built Rental Buildings." Reference: <https://www.york.ca/wps/wcm/connect/yorkpublic/6eefc60c-030c-4551-a846-9003e7ff67c0/10245017-vR-Development+Charges+Deferral+for+Affordable%2C+Purpose-Built+Rental+Buildings.pdf?MOD=AJPERES&CVID=mU49rvH>
- Regional Municipality of York.** 2019. Draft Community Improvement Plan for Affordable Rental Housing Incentives." Reference: <https://yorkpublishing.escribemeetings.com/filestream.ashx?DocumentId=9163>
- Regional Municipality of York.** 2015. "Sustainable Development through LEED Incentive Program Implementation Guide." Reference: <https://www.york.ca/wps/wcm/connect/yorkpublic/86901677-dbc3-402b-92de-3fd608872bff/LEEDImplementationGuideNovember2015.pdf?MOD=AJPERES&CVID=mu8J9MI#:~:text=The%20%E2%80%9CSustainable%20Development%20Through%20LEED,more%20storeys%20in%20York%20Region>
- Ryerson University: Centre for Urban Research and Land Development.** 2019. "Governments in Ontario Making Headway in Using Surplus Lands for Housing." Reference: [https://www.ryerson.ca/content/dam/cur/pdfs/CUR\\_Report\\_Surplus\\_Lands\\_April\\_29.pdf](https://www.ryerson.ca/content/dam/cur/pdfs/CUR_Report_Surplus_Lands_April_29.pdf)
- State of Rhode Island Office of Housing and Community Development.** 2020. "Expedited Permit." Reference: <http://ohcd.ri.gov/policy-planning/expeditedpermit.php>
- The Mount Community Centre.** "Housing at The Mount Community Centre." Reference: <https://www.themountpeterborough.ca/housing.html>
- Town of Newmarket.** 2019. "What is an Accessory Dwelling Unit (ADU)?" Reference: <https://www.newmarket.ca/LivingHere/Pages/Building%20and%20Renovating/Accessory-Dwelling-Units.aspx>
- Town of Oakville.** 2020. "Tax Increment Grant." Reference: <https://www.oakville.ca/assets/general%20-%20business/TIG%20Guide.pdf>
- Township of Leeds and the Thousand Islands.** 2020. "Small and Tiny Homes." Reference: <https://www.leeds1000islands.ca/en/growing/small-and-tiny-homes.aspx#>
- University of British Columbia.** 2020. "Brock Commons Tallwood House." Reference: <https://sustain.ubc.ca/research/research-collections/brock-commons-tallwood-house>
- University of British Columbia.** 2020. "Student Residence- Vancouver: Nano Suite." Reference: <https://vancouver.housing.ubc.ca/rooms/nano/>

On January 28, 2021 Regional Council made the following decision:

1. Council approve Attachment 1 as York Region's submission to the Ontario Long-Term Care COVID-19 Commission.
2. The Regional Clerk circulate Attachment 1 to the local municipalities, York Region Members of Provincial Parliament and Members of Parliament, the Local Health Integration Networks, Ontario Health Teams in York Region, Ontario Health Central Zone, AdvantAge Ontario, Ontario Long-Term Care Association and the Association of Municipalities of Ontario.
3. The Regional Chair, Regional Councillor Rosati, as Chair of Community and Health Services, and other appropriate officials make submissions to the Ontario Long-Term Care COVID-19 Commission.

The original staff report is attached for your information.

Please contact Lisa Gonsalves, General Manager, Paramedic and Seniors Services at 1-877-464-9675 ext. 72090 or Joseph Silva, Director, Strategies and Partnerships at 1-877-464-9675 ext. 74182 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Community and Health Services  
January 14, 2021

Report of the Commissioner of Community and Health Services

## Submission to Ontario Long-Term Care COVID-19 Commission

### 1. Recommendations

1. Council approve Attachment 1 as York Region's submission to the Ontario Long-Term Care COVID-19 Commission.
2. The Regional Clerk circulate Attachment 1 to the local municipalities, York Region Members of Provincial Parliament and Members of Parliament, the Local Health Integration Networks, Ontario Health Teams in York Region, Ontario Health Central Zone, AdvantAge Ontario, Ontario Long-Term Care Association and the Association of Municipalities of Ontario.

### 2. Summary

This report seeks Council approval of the Region's proposed submission (Attachment 1) to the Ontario Long-Term Care COVID-19 Commission. The Commission is providing feedback to the Provincial government on the impact of COVID-19 on long-term care homes and recommendations for positive system change. This submission responds to the Commission's request for input from various stakeholders in the long-term care sector across the Province.

#### Key Points:

- In July 2020, the Province appointed an independent Commission to investigate how COVID-19 spread within long-term care homes; how residents, staff, families and others were impacted; and the adequacy of provincial and other measures to prevent, isolate and contain the spread
- The Region has prepared a submission to the Commission outlining the challenges faced by the Region's two municipally operated long-term care homes, Maple Health Centre and Newmarket Health Centre (the Homes)
- The proposed submission is organized around 11 key themes with 28 recommendations for further action from the Province
- A comprehensive review of sector research and extensive consultation with frontline staff, management, corporate and departmental partners, and Executives from the

Residents' Councils of both Homes, including virtual engagement sessions and a survey, informed the submission

- The proposed submission recommends the Province provide funding and resources for testing and outbreak management, implement changes to the funding model for long-term care, further invest in staffing, education and training, and reform the oversight process to support continuous quality improvement
- Long-term care should be represented at key planning and decision-making tables to ensure the Homes' needs are advocated for and well-understood
- Long-term care is only one component on the continuum of care for seniors, and to ensure seniors are supported at every step of their care, partnerships between all levels of government and community partners are needed with the Province taking a leadership role in the development and implementation of the Ontario Seniors Strategy

### 3. Background

#### **The Ministry of Health and Ministry of Long-Term Care license, approve and regulate long-term care homes**

The Ministry of Health and Ministry of Long-Term Care license, approve and fund all long-term care homes and the *Long-Term Care Homes Act, 2007* (the Act) governs them. Long-term care homes are required to comply with the fundamental principle of the Act that states:

“... a long-term care home is primarily the home of its residents and is to be operated so that it is a place where they may live with dignity and in security, safety and comfort and have their physical, psychological, social, spiritual and cultural needs adequately met.”

In addition to provincial funding, residents pay a portion of their accommodation based on rates set by the Province. Residents who cannot afford the fee for basic accommodation can apply for a provincial subsidy. Residents also pay for any medications or other services not covered by their private insurance plans or the provincial health insurance and drug benefit programs.

As provincial funding and resident fees are not sufficient to cover all costs, municipal governments including York Region frequently provide property tax funding to make up the difference. The Association of Municipalities of Ontario has long advocated for adequate provincial funding for this health care service. Municipalities cannot continue to fill the gap in provincial funding with property tax funding.

Under the Act, the Ministry of Long-Term Care may conduct compliance inspections of long-term-care homes at any time without alerting the homes in advance.

## **York Region is required to operate at least one long-term care home**

Under the Act, every upper or single tier municipality in southern Ontario must maintain at least one municipal long-term care home. York Region operates two long-term care homes, Maple Health Centre and Newmarket Health Centre, which provide a total of 232 beds. The Region began operating Newmarket Health Centre in 1991 and Maple Health Centre in 1998. There are 26 other long-term care homes in York Region, with 14 of these homes operated by for-profit organizations and 12 homes operated by non-profit organizations. The Region's Homes are places where residents live, receive assistance with activities of daily living, have access to 24-hour nursing and personal care and receive on-site supervision and monitoring to ensure their safety and well-being.

## **Local Health Integration Networks, soon to be Ontario Health Teams, manage waitlists and admissions**

Local Health Integration Networks arrange all applications, waitlist maintenance and admission to long-term care homes. As the Province dissolves Local Health Integration Networks, it is expected that Ontario Health Teams will assume certain home and community care functions, potentially administering funding and managing resident placement into long-term care homes in their respective catchment areas. As a result, despite funding and operating the Homes, the Region has a limited role in the key decisions that impact its Homes.

## **The COVID-19 pandemic impacted the Region's Homes**

The Homes had been proactively preparing for the impact of the COVID-19 pandemic since January 2020. This included implementation of a pandemic response structure to plan and implement operational changes, increased staffing, enhanced infection prevention and control measures, procurement of personal protective equipment, and new policies and procedures to protect the safety and well-being of residents and staff.

Throughout the pandemic, the Ministry of Health and Ministry of Long-Term Care released new and updated directions, impacting how care is delivered to residents. Council was provided with regular updates on the Homes' response to the pandemic in [April 2020](#), [May 2020](#), [June 2020](#), [July 2020](#), [September 2020](#), and [November 2020](#).

Continuously changing provincial requirements and responding to the unique challenges of the COVID-19 pandemic has led to unexpected and unplanned changes in the way the Homes operate, including:

- Increased demand for screening and testing protocols to meet the highest infection prevention and control standards has required enhanced staffing and supplies to facilitate the realities of constantly changing shift-work
- New physical design requirements to support infection prevention and control measures, isolation, physical distancing and visits from families and caregivers has required changes to infrastructure, including implementing isolation wards, additional physical infrastructure to support outdoor visits, separation of residents for physical distancing, and dining, bathing and entertainment space adjustments

- The prevalence of COVID-19 has required enhanced infection prevention and control training for staff and essential caregivers, including reinforcing vigilance in hand hygiene, appropriate use and donning and doffing of personal protective equipment, and enhanced cleaning and disinfection processes
- Tracking, managing and reporting a personal protective equipment inventory required the implementation of a real-time electronic personal protective equipment tracking system that sends automated data to a master spreadsheet
- Limiting staff to work for one employer to manage the spread of COVID-19 led to a loss of 23% (94) of staff. Further unexpected staffing shortages and challenges have required the use of redeployed staff from other areas of the organization to fill staffing gaps
- Increasing workloads, longer hours, greater documentation requirements, and the demands of remaining alert and vigilant to manage the spread of COVID-19 has required additional mental health and wellness supports for staff
- Supporting physical distancing has required adjustments to dining protocols to more one-to-one support for residents and implementation of new technologies to support virtual programming and care and to help residents stay connected with families
- Frequent testing of staff has been necessary but has led to increased workloads and testing fatigue due to the invasive nature of the test
- Multiple changes to visitor policies required monitoring for visitor COVID-19 testing, scheduling, communications and training

All of these changes have had a profound operational and financial impact on the Homes, particularly given limited resources and capacity. Although challenging, the Homes were able to draw on support from corporate partners. Working within a municipal corporation, the Homes benefit from the supports received from the Region's corporate program areas such as Information Technology, Legal, Risk, Finance, Procurement, Property Services, Communications, Emergency Management and Human Resources. This integration was critical to the Homes' response to COVID-19 as it allowed for ready access to specialized corporate resources.

### **In July 2020, the Province appointed an independent commission to investigate the impact of COVID-19 on the long-term care sector**

Minister of Long-Term Care, Dr. Merrilee Fullerton, appointed the [Ontario Long-Term Care COVID-19 Commission](#) on July 29, 2020. The commission's mandate is to investigate:

- How COVID-19 spread within long-term care homes
- How residents, staff, families and others were impacted
- The adequacy of provincial and other measures to prevent, isolate and contain the spread

The Commission will provide the provincial government with guidance on how to better protect long-term care home residents and staff from future outbreaks, and it is expected to deliver its final report by April 2021.

The Commission is currently collecting relevant documentary evidence necessary to its investigation, and researching the experience of other countries' long-term care systems to provide information and context. The Commission is also engaging with residents and families to understand their experiences during the pandemic, as well as consulting with individuals and organizations with expertise in gerontology and long-term care.

### **The Commission has solicited submissions from organizations and groups across the long-term care sector**

The Commission is currently accepting submissions through an open call. Staff have prepared a submission (Attachment 1) for Council's consideration. The Commission has already heard from many key stakeholders in the long-term care sector including [AdvantAge Ontario](#), [Ontario Long-Term Care Association](#), [Association of Municipalities of Ontario](#), [Registered Nurses' Association of Ontario](#), [Canadian Union of Public Employees](#), as well as various public health units, long-term-care operators, residents, families and government officials.

### **The Commission will circulate a survey to all long-term care home operators**

On November 16<sup>th</sup>, 2020, long-term care homes were notified by the Commission they will be required to complete a survey regarding their response to COVID-19 and the impacts of COVID-19 on staff, residents and others. On December 3<sup>rd</sup>, 2020, staff were notified by the Commission that they should expect to receive the survey in early 2021.

### **Staff's submission proposes 28 recommendations based on the experience of the Homes prior to and during the COVID-19 pandemic**

The pandemic has highlighted longstanding issues in the sector that have and continue to impact the operations of the Homes. The proposed submission focuses on the experiences of the Homes and the challenges they faced during COVID-19.

The submission is structured as a response to the guiding questions the Commission provided and is organized around 11 key themes. For each theme, the proposed submission describes the challenges and issues the Homes have experienced, the impact of COVID-19, how the Region has addressed these issues and recommendations for positive system change. The 28 recommendations identify further strategic action from the Province.

### **Staff's submission relies on extensive sector research and input from corporate partners and stakeholders**

Staff completed a comprehensive review of sector literature, research and positioning, including reports from AdvantAge Ontario, the Ontario Long-Term Care Association, Association of Municipalities of Ontario, Registered Nurses' Association of Ontario, Canadian



Centre for Policy Alternatives, and the Royal Society of Canada Task Force on COVID-19 to help inform the submission.

To gather insight into the experience of the Homes, staff also conducted extensive consultations, including fifteen virtual engagement sessions. Consultations included subject matter experts from all areas of both Homes, including the management teams and staff from nursing, environmental services, dietary, and recreation as well as corporate and departmental partners from Human Resources, Finance, Technology, Legal, Integrated Business Services Branch, Housing Services Branch and Public Health. Executives from the Residents' Councils of both Homes were also engaged. An online survey was used to gather feedback and received responses from 100 long-term care frontline staff and management.

### **Staff's submission aligns with the Commission's interim recommendations**

On [October 23, 2020](#), the Commission released its first interim recommendations. The recommendations focus on three key areas: increasing staffing, strengthening health care sector relationships, and improving infection prevention and control measures. On [December 4, 2020](#), the Commission released its second interim report with a focus on effective leadership and accountability, performance indicators to assess readiness to prevent and manage COVID-19 outbreaks and focused inspections to assess compliance with measures to reduce the impact of the virus.

The proposed recommendations and positioning in Attachment 1 align with submissions the Commission has received from other sector organizations, as well as its own interim recommendations. The Commission is continuing to gather information to inform its final report for April 2021.

## **4. Analysis**

### **Provincial funding and human resources are needed to support testing and outbreak management procedures**

The proposed submission recommends that the Province provide sufficient funding and human resources to support the Homes in implementing all of the procedures required for testing and for managing and preventing outbreaks. With the second wave of the COVID-19 pandemic underway, community transmission continues and despite best efforts, outbreaks in long-term care can and will occur. The Homes have implemented processes and procedures and staff continue to work tirelessly to keep staff and residents safe during outbreaks. However, insufficient funding or human resources have been provided by the Province to support this critical work.

As still much is unknown about this virus, there is a continued need to remain up to date on new developments, current research and practices and the evolving situation. Staff continue to make adjustments in their response based on this new and rapidly changing information.

The proposed submission also recommends that the Province prioritize test results for long-term care staff and residents, provide results within 48 hours and provide Medical

Directors and Long-Term Care Management with clinical access to the Ontario Laboratories Information System so they can retrieve test results for all staff and residents in their Homes. The Homes have faced numerous instances where results were delayed or missing. Tracking down results for a staff member or resident is not only time consuming but each day that goes by with an unknown test result contributes to anxiety levels and may delay required response efforts if the result is positive.

### **Experiencing outbreak highlighted the need for immediate access to staffing and proactive partnerships**

Newmarket Health Centre was declared in COVID-19 outbreak on November 7, 2020 with one staff member testing positive. Subsequently more staff and residents tested positive for COVID-19. Although the Homes had proactively prepared for the possibility of outbreak, experiencing outbreak brought unexpected challenges. During outbreak, Newmarket Health Centre experienced sudden and severe staffing shortages. Shortages occurred due to many factors, including the need to cohort staff and staff testing positive or isolating. Council received an update on the outbreak at Newmarket Health Centre in [December 2020](#).

The proposed submission recommends that homes be provided with immediate access to a reliable pool of professionally trained staff that can be called upon in times of emergency. For example, the Mobile Enhancement and Support Teams established by hospitals should be readily accessible to homes in crisis.

The proposed submission also recommends that the Province proactively establish and formalize partnerships between long-term care homes, health care partners and key provincial ministries. While support, collaboration and guidance were needed from the Province to help quickly mobilize resources, the Home was instead subjected to inspections and documentation requirements contributing to higher levels of anxiety and stress. Strong partnerships based on trust, collaboration and respect would allow for early interventions to help homes prepare for outbreaks and provide clearly defined supports and surge capacity that can be immediately mobilized when an emergency arises.

### **Resident acuity has been steadily increasing, but provincial investments in staff, buildings and equipment have not kept pace**

York Region, like most municipalities, has to rely on property taxes to supplement provincial funding, which does not cover the full cost of providing programs and services to long-term care residents, including staffing, minor capital, technology and equipment. This funding arrangement is unsustainable as municipalities cannot increase local taxes indefinitely.

While long-term care homes were at one time more like retirement homes, they have now become more like hospitals providing medical and nursing care for residents with complex health conditions. When compared to ten years ago, residents currently in the Homes are increasingly frail with multiple medical conditions, cognitive impairments, such as dementia, and/or responsive behaviours.

To illustrate this, data from both Homes was combined and compared over a span of ten years to identify changes in the resident population. The data found that:

- The average value in the Cognitive Performance Scale has increased from 2.61 to 3.63, an increase of 39%. This scale runs from 0 to 6 and a higher score indicates more severe cognitive impairment.
- The average score of the Changes in Health, End-Stage Disease, Signs, and Symptoms Scale has increased from 0.62 to 1.17, an increase of 89%. This scale runs from 0 to 5 and higher scores indicate higher levels of medical complexity and are associated with adverse outcomes, such as mortality, hospitalization, pain, caregiver stress and poor self-rated health.
- The average score of the Activities of Daily Living Long-Form has increased from 15.38 to 20.35, an increase of 32%. This scale runs from 0 to 28 and higher scores indicate more impairment of self-sufficiency in performing activities of daily living, such as mobility in bed, dressing, eating and personal hygiene.

These findings demonstrate that over the years resident care needs have become more complex, and many aspects of long-term care work have become more challenging. For example, residents require more hands-on assistance which impacts the work of personal support workers and greater medical complexity can require more nursing involvement, medical supports and dietary needs. As such, the Region is under increasing pressure to supplement the costs of providing a health care service, although health care provision has historically been the purview of the provincial government.

### **Municipalities need adequate, sustainable funding that reflects the true costs of operating a long-term care home**

The Province's long-term care funding should reflect the true cost of delivering high-quality care to residents and ensuring infection prevention and control measures are met. As of September 2020, the Region's two Homes have received \$361,200 in provincial COVID-19 Prevention and Containment Funding. On September 29, 2020, the Homes were notified they would receive an additional \$140,800 in October 2020, bringing the total to \$502,000. The Province has not indicated the amount of future funding the Homes can expect to receive.

This funding has been insufficient to fully cover pandemic-related costs or resources required for health and safety measures. As of September 30, 2020, the Region has spent approximately \$3.3 million to support additional operational requirements for COVID-19 response in the Homes. Approximately \$2 million remains unfunded resulting in a financial pressure that, without additional provincial funding, will need to be funded through the tax levy.

As a result of new requirements and continued underfunding by the Province, the 2021 Long-Term Care budget submission will include requests for temporary staffing, dedicated infection prevention and control specialists, personal protective equipment, isolation areas, uniforms and additional operational needs to support the response to COVID-19.

## **Investments in staffing and education and training are needed to ensure a continued strong workforce in long-term care**

The Homes have reported many challenges with staffing that COVID-19 has exacerbated. These challenges include increased workloads, staffing shortages, lack of full-time employment opportunities, and difficulty retaining staff. Staffing is critical to providing high-quality resident care.

To address staffing needs, the proposed submission recommends the Province develop and implement a Health Human Resources Strategy focusing on recruitment, retention, education and training, and technology to meet the challenges facing the sector and build resiliency and capacity to respond to infectious disease outbreaks. As part of this, the Province should consider partnerships with academic institutions to attract individuals into educational programs to build a career in long-term care. The Province should also provide funding for full-time employment opportunities for staff to address employment precarity in the sector.

Furthermore, education and training requirements must align with the needs of the sector. Standardized education and training across the sector are needed to ensure staff are prepared to work in long-term care settings and are properly trained on infection prevention and control protocols.

The proposed submission also recommends the establishment of four hours of direct care for each resident daily as a minimum standard in the *Long-Term Care Homes Act, 2007* and that all associated funding with implementing this standard be provided to the Homes. On [November 2, 2020](#), the Ontario Government announced that it would increase the average daily direct care received by each long-term care resident to four hours. Nurses or personal support workers provide direct hands-on care to support individual clinical and personal care needs, and targets have been set over the next four years to achieve this standard by 2024-2025. While this is a welcome commitment, urgent action is still required to increase staffing resources during the COVID-19 pandemic.

In [December 2020](#), the Province released Ontario's Long-Term Care Staffing Plan (2021-2025). This plan includes commitments to increase staffing levels, accelerate education and training pathways, support ongoing staff development and improve working conditions. Staff are encouraged by these commitments, which align with the proposed recommendations, and are awaiting further details on the implementation of these actions. When implementing the Plan, the Province needs to consider the full continuum of care and ensure that measures to improve staffing in the long-term care sector do not have unintended consequences on other sectors, such as home and community care.

## **Changes in the provincial oversight process would support continuous quality improvement in the Homes**

The proposed submission recommends the Province consider a standardized approach to oversight with a focus on quality improvement, where compliance is understood as part of a journey to continuously improved care. The oversight process for long-term care homes has moved away from a regime of comprehensive annual inspections to a complaint-driven system. Within this system, the Ministry of Long-Term Care does not provide resources or

guidance to support the Homes in improving their processes. Staff report that this has led to a focus on strict compliance as opposed to quality improvement. Inspectors should be able to identify issues and act as a resource, as well as work with the Homes to identify appropriate improvement strategies.

### **Long-term care must be represented at key planning and decision-making tables**

The proposed submission recommends that long-term care be included in the governance structure of every Ontario Health Team across the province, as a key partner in the planning and delivery of local health care to ensure long-term care is represented at planning and decision-making tables. The impact of the pandemic on long-term care has put a spotlight on the sector and the role that long-term care homes play in Ontario's health care system. The Region has a role at the leadership table and/or is a collaborative partner with local Ontario Health Teams and has been able to leverage its partnerships to advocate for long-term care needs. This has proved beneficial in integrating long-term care considerations into health care planning. Furthermore, the Region has been able to connect with its Ontario Health Teams for advice and guidance to support the Homes' response to COVID-19. The success of these partnerships further demonstrates the need to include long-term care as a key partner of every Ontario Health Team to ensure that the shared experiences of the homes and expertise and knowledge of the sector inform health care decision-making moving forward. Further information on the Region's involvement with Ontario Health Teams can be found in the memo brought forward in [September 2020](#).

The Forecast for Long-Term Care and Seniors' Housing Implications Report brought forward in [November 2020](#) demonstrated there is significant unmet need for long-term care beds in York Region. This report has been shared with key decision-makers in the sector, including Local Health Integration Networks, Ontario Health Teams in York Region, Ministers of Health and Long-Term Care, York Region Members of Parliament and York Region Members of Provincial Parliament, as well as advocacy organizations. This is an important part of the Region's advocacy efforts to improve long-term care capacity by increasing the supply of long-term care beds to keep up with the demands of the aging population. The Region will continue to advocate for where impact can be made and strengthen its role by bringing its expertise to the table to influence and inform planning and decision-making for the long-term care sector.

### **Communication and coordination at the provincial and regional levels must be improved**

Provincial ministries and Local Health Integration Networks, and in the future Ontario Health Teams, must work collaboratively to ensure consistent messaging. The Province should also provide clear direction and give homes sufficient time to implement required changes. Throughout the consultation and engagement process, staff noted that inconsistent messaging and timing of directions were a key challenge in effectively responding to COVID-19. Communications from provincial ministries and Local Health Integration Networks were often not aligned. This left homes with the difficult task of determining how to implement conflicting direction. The volume of direction, often released in quick succession, and lack of clear provincial guidance meant that homes had to use significant time and resources to

analyze new directions and determine how to implement and communicate new information to staff, residents and families.

## **National oversight and funding for long-term care are needed at the federal level**

In the [September 2020 Speech from the Throne](#), the Right Honourable Julie Payette, Governor General of Canada, announced the federal government will work with provinces and territories to set new national standards for long-term care so seniors can receive the best support possible. The proposed submission recommends tying new national standards for long-term care to federal dollars using the *Canada Health Act*. This would make meeting long-term care standards a condition of receiving *Canada Health Act* transfers for provinces and territories. The COVID-19 pandemic highlighted that long-term residential care presents a major gap in our Canadian universal health care system.

On [July 16, 2020](#), the Prime Minister also announced a \$19 billion deal with the provinces and territories called the Safe Restart Agreement, \$740 million of which is for vulnerable populations including the long-term care sector. As outlined in the Response Letter from Ontario Premier Doug Ford, released on [September 16, 2020](#), the Ontario Government intends to use a portion of funding received for vulnerable populations to support ongoing infection prevention and control measures in long-term care homes. These include additional cleaning and other resident supports; equipment and supplies, including personal protective equipment; and costs associated with reducing home occupancy to facilitate resident isolation and cohorting. On [November 30, 2020](#), the federal government committed an additional \$1 billion for a Safe Long-Term Care Fund as part of its Fall Economic Statement to help provinces and territories improve infection prevention and control measures in long-term care homes over the next three years. Additional investments in training and readiness assessments were also announced. These funding announcements are welcome; however, sustainable, long-term federal funding, and not just short-term solutions, is needed.

## **Strong partnerships are essential to support seniors across the continuum of care**

Meeting the growing and evolving needs of the Region's aging population will require coordination and effort between all levels of government, as well as community partners. However, Canada still lacks a national plan and framework to support seniors' health and well-being. Long-term care is only one component on the continuum of care for seniors, and to ensure seniors are supported at every step of their care, partnerships between all levels of government and community partners are needed.

## **Action on Ontario Seniors Strategy is required**

The Province has an opportunity to take a leadership role through the development and implementation of the Ontario Seniors Strategy. In [July 2019](#), York Region submitted a response to the Ministry of Seniors and Accessibility's consultation regarding the Ontario Seniors Strategy. The response advocated for alignments to [York Region Seniors Strategy](#) and identified opportunities for provincial investments consistent with York Region's priorities for seniors. Progress on the development of the Provincial Strategy is unknown at this time.

The Region urges the Province to act immediately to release and implement the Ontario Seniors Strategy to lead and develop innovative service delivery solutions for seniors.

Successful implementation of the Ontario Seniors Strategy requires alignment, collaboration and partnership with municipal initiatives to effectively serve and support seniors. As a municipal government, the Region is well positioned to understand the local health needs of seniors in the community and can help to bridge the gap between fragmented seniors' services. This includes continued advocacy and more active lobbying efforts to other levels of government to make investments in programs and services required by York Region seniors, strengthening engagement with local municipalities, and sharing research and data to inform programs. Regional staff can also continue to leverage funding opportunities through planning and coordination tables, such as the United Way COVID-19 Community Coordination Table. The information in this submission will be considered in and help to inform the future York Region Seniors Strategy update.

### **The submission supports the Healthy Communities priority approved by Council in the York Region 2019 to 2023 Strategic Plan**

The Healthy Communities priority in the 2019 to 2023 Strategic Plan focuses on the health, safety and well-being of the Region's residents through improved access to health and social support services. Reforming the long-term care system can help provide seniors with the quality care they deserve and connect them with the support they need to improve health and prevent crisis.

## **5. Financial**

There are no financial implications associated with providing this submission to the Commission.

Table 1 shows the 2020 approved budget for operating the Region's two long-term care homes. The table demonstrates that under normal operating conditions, before COVID-19, resident fees and provincial funding do not fully cover the costs of operating the Homes. The Homes rely on the net tax levy to cover 46.6% of the full cost of operations (including corporate allocations).

**Table 1**  
**Long-Term Care 2020 Approved Budget Costs and Revenues**

<b>Costs and Revenues</b>	<b>\$(million)</b>	<b>% of total</b>
Long-term care operating costs	33.8	87.9%
Allocated corporate support costs*	4.6	12.1%
<b>Gross Operating Costs</b>	<b>38.4</b>	<b>100.0%</b>
Fees and Services**	5.3	13.9%
Provincial Subsidy	15.2	39.5%

<b>Costs and Revenues</b>	<b>\$(million)</b>	<b>% of total</b>
York Region Net Tax Levy***	17.9	46.6%
<b>Total Revenues</b>	<b>38.4</b>	<b>100.0%</b>

\*Allocated corporate support costs include administrative and departmental resources (e.g., Legal, Finance, etc.)

\*\*Fees and services includes resident contributions and other sources of revenues (e.g., sundry, donations, etc.)

\*\*\*Net Tax Levy represents 46.6% of gross operating costs

Table 2 shows the Year-to-Date COVID-19 operating costs for long-term care. This table shows that the Province is not providing sufficient funding to cover the costs of COVID-19 response, resulting in reliance on the net tax levy to cover 60.1% of costs.

**Table 2**  
**Long-Term Care Year-To-Date (As of September 30, 2020) COVID-19 Costs and Revenues**

<b>Costs and Revenues</b>	<b>\$(million)</b>	<b>% of total</b>
COVID-19 long-term care operating costs	3.3	100.0%
Allocated corporate support costs*	-	0.0%
<b>Gross Operating Costs</b>	<b>3.3</b>	<b>100.0%</b>
Fees and Services**	-	0.0%
COVID-19 Provincial Subsidy	1.3	39.9%
York Region Net Tax Levy***	2.0	60.1%
<b>Total Revenues</b>	<b>3.3</b>	<b>100.0%</b>

\*COVID-related allocated corporate support costs are reflected in the COVID-19 long-term care operating costs as redeployed staffing

\*\*COVID-related fees and services as it impacts resident contributions remain a reconciling item with the Ministry of Long-Term Care

\*\*\*COVID-related Net Tax Levy represents 60.1% of gross operating costs

## 6. Local Impact

Many York Region residents will require higher levels of care as they age. A strong and high quality long-term care sector is, therefore, essential to supporting seniors who live in our communities that will need these services as part of the continuum of care. Long-term care homes in all nine local municipalities and York Region residents in need of long-term care services will benefit from the recommendations outlined in the proposed submission as they



aim to improve sector outcomes and identify the supports required to deliver high quality care.

## **7. Conclusion**

COVID-19 has highlighted the need for systemic reform in the long-term care sector. Long-standing challenges and issues must be addressed for the sector to achieve outcomes in line with the Act's guiding principle that long-term care homes are a place where residents may live with dignity and in security, safety and comfort, and have their physical, psychological, social, spiritual and cultural needs adequately met.

The proposed recommendations identify areas where further action is needed from the Province to enhance the quality of care delivered to residents and to ensure infection prevention and control measures are met. This includes providing funding and human resources for testing and outbreak management, providing adequate and sustainable funding, building a strong long-term care workforce, improving oversight processes and ensuring long-term care is represented at key planning and decision-making tables. Dedicated provincial leadership and funding are required to create a long overdue long-term care system grounded in compassion and resident-centred care that graciously meets the needs of seniors throughout the final stage of life. In addition, collaboration and strong partnerships across all levels of government, community partners, and sector organizations are needed to support seniors across the continuum of care.

The Region will continue to advocate for seniors' needs, influence decision-making and planning, and bring together key players across the sector to address issues related to the aging population.

For more information on this report, please contact Lisa Gonsalves, General Manager, Paramedic and Seniors Services at 1-877-464-9675 ext. 72090 or Joseph Silva, Director, Strategies and Partnerships at 1-877-464-9675 ext. 74182. Accessible formats or communication supports are available upon request.

Recommended by: **Katherine Chislett**  
Commissioner of Community and Health Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

December 22, 2020  
Attachments (1)  
11920432

**Wayne Emmerson**

Chairman and CEO

The Regional Municipality of York  
17250 Yonge Street  
Newmarket, Ontario L3Y 6Z1  
Tel: 905-895-1231  
email: wayne.emmerson@york.ca

January 30, 2021

Via email: [info@LTCcommission-CommissionSLD.ca](mailto:info@LTCcommission-CommissionSLD.ca)

The Honourable Justice Frank N. Marrocco  
Lead Commissioner  
Ontario Long-Term Care COVID-19 Commission  
24<sup>th</sup> Floor 700 Bay Street  
Toronto, Ontario  
M5G 1Z6

Dear Justice Marrocco:

Further to our meeting with the Ontario Long-Term Care COVID-19 Commission on January 29, 2021, I am pleased to submit the York Regional Council endorsed "*York Region's Submission to the Ontario Long-Term Care COVID-19 Commission*".

Regional Council acknowledges the important work of the Long-Term Care COVID-19 Commission. We were pleased to see the release of two sets of interim recommendations, many of which are consistent with those included in the York Region submission. The urgent need to respond to the crisis in long-term care is clear. While the Ontario government has made significant strides, much more is needed, including immediate actions to support long-term care homes over the coming months.

The submission's 28 recommendations are based on experiences of York Region's two municipally operated Homes before and during the COVID-19 pandemic. Our recommendations identify:

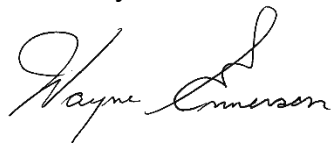
- Areas where urgent, immediate supports are required, particularly around resources and funding to effectively manage outbreaks and support the true costs of operating a long-term care home
- Address severe staff shortages across the entire continuum of care for seniors, creating a culture grounded in continuous quality improvement and strengthening partnerships to integrate long-term care into the health-care system
- Further recommendations to address well-documented, long-standing challenges to create an improved and resilient long-term care sector

It is imperative the Province commit to act now to improve the lives of seniors. We look forward to working with all levels of government, community partners and sector organizations to create a stronger long-term care system grounded in compassion and resident-centred care which graciously meets the needs of seniors through this stage of life.

We welcome this opportunity to provide you with unique insights and recommendations based on our experiences within our Homes that would lead to real improvements across the full continuum of care supporting the needs of our most vulnerable seniors.

If you have any questions or would like to further discuss the York Region submission, please contact Lisa Gonsalves, General Manager, Paramedic and Seniors Services, at 1-877-464-9675 extension 72090 or by email at [Lisa.Gonsalves@york.ca](mailto:Lisa.Gonsalves@york.ca)

Sincerely,



Wayne Emmerson  
York Region Chairman and CEO  
The Regional Municipality of York

Attachment 1

York Region's Submission to the Ontario Long-Term Care COVID-19  
Commission

#12443285

YORK REGION'S SUBMISSION TO THE  
**ONTARIO LONG-TERM CARE  
COVID-19 COMMISSION**

---



THE REGIONAL MUNICIPALITY OF YORK  
1-877-464-9675  
TTY 1-866-512-6228  
york.ca

  
**York Region**

## TABLE OF CONTENTS

<b>INTRODUCTION .....</b>	<b>3</b>
<b>GENERAL COMMENTS .....</b>	<b>5</b>
<b>RECOMMENDATIONS TO COMMISSION .....</b>	<b>9</b>
1. COVID-19 Testing and Outbreak Management .....	10
2. Staffing .....	15
3. Education and Training.....	20
4. Funding.....	23
5. Capital Funding – Physical Buildings .....	27
6. Technology and Equipment.....	30
7. Central Local Health Integration Network (Central LHIN) Admissions .....	31
8. Food and Nutrition Services .....	33
9. Oversight .....	34
10. Legislative Reforms .....	36
11. Partnerships for Integrating Long-Term Care into Health Care System.....	39
<b>CONCLUSION.....</b>	<b>42</b>
<b>SUMMARY OF RECOMMENDATIONS .....</b>	<b>44</b>

# INTRODUCTION

The Regional Municipality of York (York Region) operates two long-term care homes: Maple Health Centre in the City of Vaughan and Newmarket Health Centre in the Town of Newmarket. The Homes provide 232 beds. Non-profit organizations and for-profit companies also operate 26 other long-term care homes in York Region. This submission focuses on the experiences of York Region's two municipally-operated Homes before and during the COVID-19 pandemic.

The COVID-19 pandemic has highlighted longstanding issues in the sector that have and continue to impact the Region's Homes. Remaining vigilant and alert to protect residents and staff has profoundly impacted the operations of the Homes, including staff and resident mental health and well-being, and has required extraordinary measures be put in place.

This submission provides York Region's response to the Ontario Long-Term Care COVID-19 Commission's guiding questions and identifies 11 key themes that outline where the Region needs greater support from the Province. For each theme, we describe our experience, the actions we implemented, our views of the Province's response, and recommendations on what more can be done.

To develop the recommendations in this submission, York Region conducted extensive sector research and engaged with stakeholders and staff, including frontline staff, management, corporate and departmental partners as well as executives from the Residents' Councils of both Homes.

## Key Messages

- **Provide funding and human resources to support testing and outbreak management procedures**

With the second wave of the COVID-19 pandemic underway, community transmission continues and despite our best efforts, outbreaks in long-term care can and will occur. The Region's Homes have implemented processes and procedures and staff continue to work tirelessly to keep staff and residents safe during outbreaks. However, insufficient funding and human resources have been provided by the Province to support this critical work. The Province must provide sufficient funding and resources to support the Homes in implementing all of the procedures required to manage and prevent outbreaks.
- **Build excellence in long-term care through greater investments in staffing**

Staffing is critical to creating a higher quality of life and care for residents. Building excellence in long-term care requires adequate staffing levels and the ability to target and attract qualified individuals to the sector. Increased investments in staffing can help to provide quality care in the Homes and comprehensive strategies, including a health human resources strategy, can attract individuals into educational programs that lead to a career in long-term care.
- **Relieve municipalities of the responsibility of increasing health care costs**

Current funding levels and the funding allocation models are not keeping pace with the increasing acuity of residents, and increasing regulatory requirements. York Region, like most municipalities, has to rely on property taxes to supplement provincial funding that does not cover the cost of programs and services to our long-term care residents. This funding arrangement is not sustainable; municipalities cannot increase local taxes indefinitely.

- **Provide municipalities with adequate, sustainable funding that reflects the true costs of operating a long-term care home**

Inadequate funding for long-term care has increased financial pressures on York Region and has made it challenging to manage the additional costs associated with the pandemic. Emergency funding provided by the Province was helpful; however, this was often insufficient to cover costs associated with the new directions the Homes were required to comply with and implement. Adequate, sustainable funding that reflects the true costs of operating a long-term care home and providing high quality resident care, including base funding for operating and capital needs and Infection Prevention and Control (IPAC) measures, is required.

- **Reform the oversight process to focus on quality improvement**

The oversight process for long-term care homes recently moved away from comprehensive annual inspections to a complaint-driven system. Within this system, the Ministry of Long-Term Care does not provide resources or guidance to support the Homes in improving their processes. The Province should consider a standardized approach to oversight with a focus on quality improvement, where compliance is understood as part of a journey to continuously improved care. Inspectors should be able to identify issues and act as a resource, as well as work with the Homes to identify appropriate improvement strategies.

- **Improve integration of long-term care in the health care sector**

The health care system in Ontario is highly fragmented and long-term care is often on the periphery of health care decision-making. This was further highlighted when long-term care was not prioritized during the provincial government's initial COVID-19 response. Long-term care must be represented at planning and implementation tables across the province to ensure long-term care needs are advocated for and well understood.



# GENERAL COMMENTS

## YORK REGION SERVES A GROWING SENIORS POPULATION WITH DIVERSE NEEDS

York Region's population currently sits at about 1.2 million people and is projected to grow to 1.5 million by 2031. Using 2016 Statistics Canada Census data, the Region's seniors' population is growing faster than any other age group. It is projected by 2026, that for the first time there will be more seniors than children in York Region, and by 2031, one in five of the Region's residents will be over the age of 65, representing 21.8% of the total population.

## THE YORK REGION SENIORS STRATEGY DEFINES THE REGION'S ROLE IN SERVING SENIORS

To help plan for and respond to the needs of the Region's aging population, Regional Council approved the York Region Seniors Strategy in [November 2016](#). The Seniors Strategy provides a collaborative strategic direction for responding to growth in the seniors' population and identifies actions and areas for advocacy across four result areas to support seniors to age in place:

- Balancing the needs of seniors with all residents
- Keeping seniors healthier, longer
- Supporting age friendly, complete communities
- Connecting seniors and caregivers to the right programs and services at the right time

In short, the Seniors Strategy has led York Region to rethink how it views and serve seniors. With these roles and subsequent actions, the Region positions itself as an advocate for seniors' needs, influencing decision-making and planning and bringing together key players across the sector to address issues related to the seniors' population. The Region continues to leverage opportunities to participate in community roundtables and share information about the Seniors Strategy with local MPs and MPPs. The Region's actions, advocacy and work with partners will help to ensure seniors are able to age in place for longer.

## YORK REGION OPERATES TWO LONG-TERM CARE HOMES AND PROVIDES SENIORS' COMMUNITY PROGRAMS

Under the *Long-Term Care Homes Act, 2007*, every upper or single tier municipality in southern Ontario must maintain at least one municipal long-term care home. York Region operates two long-term care homes, Maple Health Centre and Newmarket Health Centre, with a total of 232 beds. The Region's Homes are places where residents live, receive assistance with activities of daily living, have access to 24-hour nursing and personal care, on-site supervision and monitoring to ensure their safety and well-being.

York Region also provides two types of Seniors Community Programs to promote the health, wellbeing, safety and independence of adults with care requirements: Adult Day Programs and the Psychogeriatric Resource Consultant Program. Adult Day Programs are offered for adults with care

requirements to enable them to remain in their own homes as long as possible and provide respite for their caregivers. The Psychogeriatric Resource Consultant Program provides direct behavioural support education and consultation to staff in all long-term care homes and community support agencies funded by the Ministry of Health in York Region.

## SENIORS' INCREASINGLY COMPLEX CARE NEEDS AND SHORTAGE OF SUPPORTIVE HOUSING HAVE LED TO HIGHER DEMAND FOR LONG-TERM CARE SERVICES

As of October 2020, there were 5,177 individuals on the Central Local Health Integration Network waitlist for placement in York Region's long-term care homes. In April 2020, Maple Health Centre had 473 people on the waitlist for a basic bed (two people per room), and Newmarket Health Centre had 492 people on the waitlist for a basic bed. The total number of people on the waitlist for long-stay beds (basic and private) at Maple Health Centre and Newmarket Health Centre was 1,675, which represents 872% of capacity. This is an increase from the previous year, when the number of people on the waitlist on April 30, 2019 was 1,502.

A recent report shared with York Regional Council in November 2020, titled [Forecast for Long Term Care and Seniors' Housing Implications](#) identifies the need to increase the supply of long-term care beds in York Region to 15,000 by 2041. Given the current fiscal conditions, the reality is there will not be enough beds to service our aging population and they will need to find other options for housing, home care and related supports. Without significant investment and supply of these options and supports, many seniors will end up at risk of crisis. We continue to seek commitment from senior levels of government to work collaboratively with York Region to increase the number of long-term care beds, develop more housing options for seniors, and consider increased funding for seniors' programs and services. This is reflected in the recommendations in this submission.

## MUNICIPALITIES ARE KEY PROVIDERS OF LONG-TERM CARE SERVICES

Municipal governments act as funders, service providers, and employers of long-term care. Many municipalities contribute additional resources to their long-term care operations to maintain standards of care that exceed provincial requirements.

According to AdvantAge Ontario's November 2018 report, [Ontario Municipalities - Proud Partners in Long-Term Care](#), municipalities' investment in long-term care makes a difference in residents' lives, the sector and their communities. Municipal homes often have resources to provide services for under-served populations, including vulnerable and hard to serve people, and are able to tailor services to meet local needs. Municipalities can also leverage other services, such as housing, social services and paramedic services, to meet the needs of long-term care residents. AdvantAge Ontario estimates that municipal governments spent \$350 million in 2016 on long-term care expenditures.

Working within a municipal corporation, the Region's Homes benefit from the supports received from the Region's corporate program areas such as Information Technology, Legal, Risk, Finance, Procurement, Property Services, Communications, Emergency Management, Human Resources and Public Health. This integration was critical to the Homes' response to COVID-19 as it allowed for ready access to specialized corporate resources.

## LONG-TERM CARE HAS SIGNIFICANTLY EVOLVED LEADING TO INCREASING HEALTH CARE COSTS FOR MUNICIPALITIES

York Region, like most municipalities, has to rely on property taxes to supplement provincial funding that does not cover the full cost of programs and services for long-term care residents. Current funding levels and the funding allocation models are not keeping pace with the increasing acuity of residents, and increasing regulatory requirements. This funding arrangement is not sustainable as municipalities cannot increase local taxes indefinitely.

While long-term care homes were at one time more like retirement homes, they have now become more like hospitals providing medical and nursing care for residents with complex health conditions. When compared to ten years ago, residents currently in the Region's Homes are increasingly frail with multiple medical conditions, cognitive impairments, such as dementia, and/or responsive behaviours.

To illustrate this, data from both Homes was combined and compared over a span of ten years to identify changes in the resident population. The data found that:

- The average value in the Cognitive Performance Scale has increased from 2.61 to 3.63, an increase of 39%. This scale runs from 0 to 6 and a higher score indicates more severe cognitive impairment.
- The average score of the Changes in Health, End-Stage Disease, Signs, and Symptoms (CHESS) Scale has increased from 0.62 to 1.17, an increase of 89%. This scale runs from 0 to 5 and higher scores indicate higher levels of medical complexity and are associated with adverse outcomes, such as mortality, hospitalization, pain, caregiver stress and poor self-rated health.
- The average score of the Activities of Daily Living Long-Form has increased from 15.38 to 20.35, an increase of 32%. This scale runs from 0 to 28 and higher scores indicate more impairment of self-sufficiency in performing activities of daily living, such as mobility in bed, dressing, eating and personal hygiene.

These findings demonstrate that over the years, resident care needs have become more complex and many aspects of long-term care work have become more challenging. For example, residents require more hands-on assistance which impacts the work of personal support workers and greater medical complexity can require more nursing involvement, medical supports and dietary needs.

As such, the Region is under increasing pressure to supplement the full costs of providing a health care service, although health care provision has historically been the purview of the provincial government.

## COVID-19 SIGNIFICANTLY IMPACTED THE LONG-TERM CARE SECTOR REQUIRING YORK REGION'S HOMES TO QUICKLY MOBILIZE IN RESPONSE

Long-term care was the hardest hit sector by the COVID-19 pandemic in Ontario and across Canada. Several significant and longstanding issues, most notably underfunding and understaffing, were further exacerbated by COVID-19. York Region's two municipally operated long-term care homes has proactively prepared for the potential impacts of COVID-19 since January 2020, and many preventative

measures were put in place well before the Province mandated them. This included implementation of a pandemic response structure to plan and implement operational changes, increased staffing, enhanced infection prevention and control measures, procurement of personal protective equipment, and new policies and procedures to protect the safety and well-being of residents and staff.

Continuously changing provincial requirements and responding to the unique challenges of the COVID-19 pandemic has led to unexpected and unplanned changes in the way the Homes operate, including:

- Increased demand for screening and testing protocols to meet the highest infection prevention and control standards has required enhanced staffing and supplies to facilitate the realities of constantly changing shift-work
- New physical design requirements to support Infection Prevention and Control (IPAC) measures, isolation, physical distancing, and visits from families and caregivers has required changes to infrastructure, including implementing isolation wards, additional physical infrastructure to support outdoor visits, separation of residents for physical distancing, and dining, bathing and entertainment space adjustments
- The prevalence of COVID-19 has required enhanced IPAC training for staff and essential caregivers, including reinforcing vigilance in hand hygiene, appropriate use of personal protective equipment (PPE) and donning and doffing of PPE, and enhanced cleaning and disinfection processes
- Tracking, managing and reporting a PPE inventory required the implementation of a real-time electronic PPE tracking system that sends automated data to a master spreadsheet
- Limiting staff to work for one employer to manage the spread of COVID-19 led to a loss of 23% (94) of staff. Further, unexpected staffing shortages and challenges have required the use of redeployed staff from other areas of the organization to fill staffing gaps
- Increasing workloads, longer hours, greater documentation requirements, and the demands of remaining alert and vigilant to manage the spread of COVID-19 has required additional mental health and wellness supports for staff
- Supporting physical distancing required adjustments to dining protocols to more one-to-one support for residents and implementation of new technologies to support virtual programming and care and help residents stay connected with families
- Multiple changes to visitor policies required monitoring for visitor COVID-19 testing, scheduling, communications, and training

All of these changes have had a significant operational and financial impact on the Homes, particularly given limited resources and capacity. Although challenging, the Homes were able to draw on support from corporate partners.

Families have also recognized the efforts the Homes have made to protect residents and staff. The Homes' 2020 Long-Term Care Residents Survey showed that 84% of respondents found the Homes overall COVID-19 response to be either Good, Very Good or Excellent.

The Region's Homes continue to implement measures to safeguard residents and staff as the second wave of the pandemic is underway. The Province continues to provide new directions and requirements

for long-term care homes. These requirements are difficult for all involved; however, the risk of COVID-19 spreading in a home is an even greater concern. The Region is doing all it can to help residents, their friends and families. However, greater support and action from the Province is needed to help the Homes in their response to COVID-19.

## RECOMMENDATIONS TO COMMISSION

The fundamental principle to be applied in the interpretation of the *Long-Term Care Homes Act, 2007* is that a Home is primarily the home of its residents and is to be operated so that it is a place where residents may live with dignity and in security, safety and comfort, and have their physical, psychological, social, spiritual and cultural needs met. York Region proposes the following recommendations to ensure continued high-quality resident-centred care in line with this principle and address longstanding concerns exacerbated by COVID-19.

### RECOMMENDATIONS ARE INFORMED BY EXTENSIVE SECTOR RESEARCH AND CONSULTATION

Sector research and positioning informed the proposed recommendations, including reports from AdvantAge Ontario, the Ontario Long-Term Care Association, Association of Municipalities of Ontario, Registered Nurses' Association of Ontario, Canadian Centre for Policy Alternatives, and the Royal Society of Canada Task Force on COVID-19.

To gather insight into the experience within the Homes, staff conducted extensive consultation, including fifteen virtual engagement sessions.

- Consultations included:
  - Subject matter experts from all areas of both Homes, including the management teams and staff from nursing, environmental services, dietary, and recreation
  - Corporate and departmental partners from Human Resources, Legal, Finance, Technology, Integrated Business Services Branch, Housing Services Branch and Public Health
  - Executives from the Residents' Councils of both Homes
- An online survey was also developed to gather feedback and received responses from 100 long-term care frontline staff and management.

Based on this extensive review and consultation process, York Region proposes 28 recommendations grouped under the following 11 themes:

1. COVID-19 Testing and Outbreak Management
2. Staffing
3. Education and Training
4. Funding
5. Capital Funding – Physical Buildings

6. Technology and Equipment
7. Central Local Health Integration Network (Central LHIN) Admissions
8. Food and Nutrition Services
9. Oversight
10. Legislative Reforms
11. Partnerships for Integrating Long-Term Care into the Health care System

Below is a discussion of the recommendations under each theme, as well as a summary of how the Region was impacted by COVID-19, how it managed and addressed these challenges, the Region's views regarding the Province's response, and specific actions still required by the Province.

## 1. COVID-19 Testing and Outbreak Management

**Recommendation 1:** Provide funding and human resources, including immediate access to readily available professional teams for homes in outbreak, to support outbreak management procedures.

**Recommendation 2:** Proactively establish and formalize partnerships between Home Leadership Teams, Public Health Units, Hospitals, Ontario Health Teams, Local Health Integration Networks, and Ministry of Health, Ministry of Long-Term Care, and Ministry of Labour, Training and Skills Development to mobilize resources and support homes in preventing and responding to outbreaks.

**Recommendation 3:** Continue mandatory testing for all staff and residents on a regular basis to enable quick identification of outbreaks and incorporate rapid testing into screening protocols with funding and resources to support this.

**Recommendation 4:** Prioritize testing of long-term care staff and residents, ensure that test results come back within at least 48 hours and provide Medical Directors and LTC Management with clinical access to the Ontario Laboratories Information System (OLIS) so that they can retrieve test results for all staff and residents in their Homes.

**Recommendation 5:** Ensure all homes have access to the swabs they need to swab all residents and staff; or any other testing methodology that may be introduced.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### COVID-19 continues to impact our communities and our Homes

COVID-19 remains prevalent in our communities as the second wave is underway. Despite our best efforts, community transmission continues and COVID-19 continues to impact the most vulnerable in society.

This new reality has changed the way the Homes operate making managing and preventing outbreaks a critical component of operations. Residents in the Region's Homes are especially vulnerable to COVID-19. As a result, the Homes must continually remain alert, vigilant and prepared to protect their safety along with staff.

Newmarket Health Centre was declared in COVID-19 outbreak on November 7, 2020 with one staff member testing positive. Subsequently more staff and residents tested positive for COVID-19. The

Home immediately implemented several measures in accordance with emergency orders and guidelines provided by the Ministry of Health, Ministry of Long-Term Care and York Region Public Health to limit the spread of COVID-19 and respond to the outbreak.

## **Unexpected and unforeseen challenges arose during outbreak**

The Homes had been proactively preparing for the possibility of outbreak with procedures and protocols in place. However, experiencing outbreak exposed gaps and brought unexpected challenges.

### **1. Severe and sudden staffing shortages**

The Home immediately experienced significant and severe staffing shortages. Shortages occurred due to many factors, including staff testing positive, needing to isolate or fear and anxiety about coming into work. In addition, to better protect staff and residents, the Home created Home area 'teams' or cohorts based on best practice advice from York Region Public Health. Although a best practice, this led to significant challenges with maintaining staffing capacity as staff could only backfill for others within their home area team.

The Homes had prepared a COVID-19 Master Schedule to manage staff hours and proactively increased staffing in preparation for potential outbreaks. It quickly became apparent these measures would not be enough. During outbreak, the Home needed almost triple the amount of staff to effectively cohort and have sufficient backfills for when staff were unable to come into work. There was also a need for greater registered nursing staff as resident care needs increase during outbreak. This staffing capacity was incredibly difficult to maintain as the Home was regularly losing staff as they left to work for other employers, became sick or experienced fatigue and burnout.

### **2. Need for further IPAC training**

Although critical, dedicated IPAC resources were not provided by the Province leaving homes to provide and deliver training themselves. The Homes provided reinforced IPAC training to ensure continued vigilance throughout the pandemic, mainly through virtual and online training. In outbreak, IPAC procedures intensified with more stringent protocols, particularly for donning and doffing of PPE. Outbreak exposed that there were gaps in IPAC knowledge. With support from York Region Public Health, Central LHIN, York Region Paramedics and Southlake Hospital, staff received on-the-spot education and training to support adherence to IPAC protocols. However, it was very difficult to deliver this more hands-on training with no in-house capacity. Also, it required taking staff off the floor when severely short-staffed.

### **3. Intense scrutiny and documentation**

Documentation requirements and inspections significantly increased during outbreak. Many agencies required extensive information from the Home, including Local Health Integration Networks, Ministry of Health, Ministry of Long-Term Care, Ministry of Labour, Training and Skills Development and Public Health. Demands on staff and the Home's Leadership Team became much higher during outbreak with increased meetings, reports, surveys, and questionnaires being required almost daily; occurring at the same time that leadership was needed on the floor. This contributed to higher levels of anxiety and stress amongst staff as audits and inspections could occur at any time pulling focus from more essential duties. Ministry inspections also fostered a compliance-based environment with fear of repercussions or reprisal when support and collaboration was desperately needed.

## HOW DID WE ADDRESS AND MANAGE THESE ISSUES?

### **The Homes have implemented surveillance testing in accordance with provincial requirements**

Since April 2020, the Homes have been conducting biweekly testing of staff to limit and manage the spread of COVID-19 as recommended by provincial directions. On November 22<sup>nd</sup>, the Ministry of Long-Term Care issued a Minister's Directive with updated guidance on surveillance testing in long-term care homes, which came into effect on November 23<sup>rd</sup>. Under this directive, staff, students, and volunteers must be tested weekly for COVID-19. The Homes have moved from biweekly to weekly testing of staff.

Regular surveillance testing for staff is a key strategy in our efforts to ensure the health and safety of our staff and residents. The sooner a positive case can be identified, the better positioned the Homes are to implement infection prevention and control measures to contain the spread of the virus. Regular swabbing clinics for staff require significant resources within the Home to prepare for testing, to conduct the testing and to track and monitor that all staff have been tested as well as to ensure that all results are returned from the lab. Often there are delays in getting the test results. Tracking down results for a staff member or resident is not only time consuming but each day that goes by with an unknown test result contributes to anxiety levels and may delay required response efforts if the result is positive.

### **Managing outbreaks requires significant resources, efforts, and expertise**

If there is a suspected COVID-19 outbreak or an active COVID-19 outbreak, the Home goes into full outbreak management and implements established prevention and control measures to keep staff and residents safe. In partnership with York Region Public Health, the Employee Health Unit, Health and Safety, our advising Occupational Health Physician and our Medical Director, the incident is thoroughly examined and contact tracing efforts begin immediately.

York Region's Employee Health Unit conducts a risk assessment and impacted staff, residents and their families are contacted with further guidance. The Home's attending physicians are notified and they contact families and are in daily contact with staff to provide care.

Affected resident home areas are placed in isolation as advised by York Region Public Health and additional staff and resident testing may be carried out. In accordance with the Home's Infection Prevention and Control and outbreak protocol, additional measures are implemented to suspend communal dining, tub bathing, group programming and activities and all non-essential visits to the Home until the all clear has been communicated by Public Health.

The Homes are committed to communicating with all staff, residents, families, substitute decision makers, caregivers and contractors as updated information becomes available on the situation and identifying next steps as needed.



## **Recruitment and training efforts were increased**

The Home ramped up efforts to recruit staff from external sources and provincial health care staffing sources to increase the staff base during outbreak. The Home also relied on redeployed staff and agency staff to help fill the gaps. Even with these efforts, it was difficult to bring in staff, especially in the numbers required as the pool of health care workers in Ontario is limited and competition to recruit health care staff is fierce. With respect to training, the Home strengthened IPAC training and identified IPAC champions for each home area.

In addition, professional expertise was critical in helping contain the COVID-19 outbreak. For example, Community Paramedics, York Region Public Health, and local hospitals provided intensive infection prevention and control supports. However, this put pressure on their already stretched resources.

## **WHAT ARE OUR VIEWS OF THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?**

### **Lessons from Wave 1 were not shared widely across LTC sector**

Homes often do not have line of sight into what other homes are experiencing across the sector and as a result, rely on agencies with this insight to share this information. There were many lessons and best practices from the experience of long-term care homes during Wave 1 of COVID-19, most importantly those that experienced outbreaks, which were not shared or widely distributed across the sector. This information would have helped provide a full picture of what outbreak looks like on the ground, what to expect and how to best prepare. The Ministry of Long-Term Care had engaged homes in a Wave 2 preparedness exercise; however, this was a paper-based assessment that the Homes had to complete. On-site support to assess readiness and preparedness was not provided. Only when in outbreak did the Home learn of best practices.

### **Provide funding and human resources, most importantly immediate access to professional teams, to support outbreak management**

Managing outbreaks is a resource intensive process requiring immense amounts of attention, focus and effort from staff. Staff continue to work tirelessly to limit the spread to ensure that staff and residents remain safe. However, this is unsustainable without further support from the Province. The Province must provide sufficient funding and human resources to support homes in implementing all of the procedures and protocols required to manage and prevent outbreaks.

Staffing shortages happen suddenly and severely once outbreak hits. To mitigate this, homes require a reliable pool of professionally trained staff that can be called upon in times of emergency. For example, the Mobile Enhancement and Support Teams (MEST) established by hospitals should be immediately accessible to homes in crisis. These teams would act as “bench strength” for long-term care homes.

## **Proactively establish and formalize partnerships between long-term care homes, health care partners and key provincial ministries**

Partnerships between Home Leadership Teams, Public Health Units, Hospitals, Ontario Health Teams, Local Health Integration Networks, and the Ministry of Health, Ministry of Long-Term Care, and Ministry of Labour, Training and Skills Development are essential to supporting homes in preventing and managing outbreaks.

Strong partnerships would allow for early interventions to help homes prepare and mobilize resources needed to manage outbreaks, including staffing support and IPAC expertise. Partners would collaborate with the homes, share lessons learned and trends observed in the sector to support homes' response, and help homes identify vulnerabilities and gaps that would impact their ability to manage outbreaks. For example, during outbreak, the Home worked with Southlake Hospital, Central LHIN and York Region Public Health and this was very helpful in receiving best practice advice for IPAC and PPE actions.

These partnerships should be proactively established and formalized so that they are already in place before an outbreak occurs to provide ongoing support and resources throughout COVID-19 response. Waiting to establish these partnerships until an outbreak has occurred can delay much needed resources. Clearly defined supports and surge capacity for each home should be in place and immediately mobilized when an emergency arises. In addition, these partnerships must be based on trust, collaboration and respect on all sides with all parties coming together to support the ultimate goal of protecting the health and safety of residents and all who work in the homes.

## **Provide funding and resources to support regular testing of staff**

The Province must ensure all homes have access to the swabs they need to swab all residents and staff. Surveillance and testing are key to supporting detection and a timely response to COVID-19 to identify, contain, and prevent outbreaks. This includes an accurate, informed understanding of how many swabs are needed for regular testing of staff and residents and making sure that they are available.

The Province must provide funding to support regular testing of staff and residents. The move to weekly testing of all staff in compliance with the provincial directive requires significant staffing and resources. With biweekly testing, the Homes would use the time in between to prepare for the next testing, including ensuring sufficient swabs are available. Weekly testing greatly shortens the time the Homes have to prepare, requiring increased resourcing to ensure everything is ready on time for testing. The Homes have to rely on existing resources to support this which significantly increases staff workloads. Continuing with regular testing of both staff and residents is important, but current tests are very invasive. The Province should also explore the use of accurate, less invasive tests for COVID-19.

In addition, integrating rapid testing into screening protocols can add another layer of defense and support homes in better identifying those who may have contracted COVID-19. The Province should incorporate rapid testing into the screening protocols for homes and continue to work to improve the accuracy of these tests.

As part of the November 22<sup>nd</sup> Minister's Directive, caregivers and support workers are required to provide proof of a negative COVID-19 test result in the past week and verbally attest to not subsequently testing positive. The Region recommends this directive continue as it supports limiting the spread of COVID-19 in the Homes and that the Province should explore extending this to proof of immunization when a vaccine becomes available.

## **Prioritize testing of long-term care staff and residents and ensure timely results**

The Province must work with Public Health Ontario to prioritize testing of long-term care staff and residents and ensure that test results are received within 48 hours. The Homes rely on test results to manage the spread of COVID-19 and limit the risk of outbreaks. However, the Homes have faced numerous instances where results were delayed or missing. This lag in test result information impacts the Homes' ability to keep residents and staff as safe as possible. As a result, in addition to timely test results, the Province must provide Medical Directors and LTC Management with clinical access to the Ontario Laboratories Information System (OLIS) so that they can retrieve test results for all staff and residents in their Homes. This will assist in making more timely decisions to better manage and mitigate COVID-19 and future infectious disease outbreaks.

## **2. Staffing**

**Recommendation 6:** Develop and implement a long-term care health human resources strategy focusing on recruitment, retention, education and training, and technology to meet the challenges facing the sector and build resiliency and capacity to respond to infectious disease outbreaks.

**Recommendation 7:** Address precarious workforce by providing funding for full-time employment with benefits to staff.

**Recommendation 8:** Legislate and increase funding to allow long-term care homes to provide at least four hours of nursing and personal care for each resident daily.

### **PRIOR TO COVID-19:**

- Staffing has not kept pace with the medical needs of increasingly frail and elderly residents in number of staff or in specialized expertise. The current level of care cannot consistently support a high quality of life or care for all residents. Staff are often rushed, which can lead to a higher prevalence of workplace incidents and injuries.
- Staff often need to work multiple jobs to achieve a living wage. This can lead to scheduling conflicts, unexpected staff shortages and increased risk of carrying infectious disease pathogens between workplaces.
- Staff mental health and emotional wellbeing are impacted by work culture, resident behaviour, and the demands of end-of-life care.
- As of May 1, 2020, the Region's long-term care workforce was comprised of 44% full-time, 37% part time and 19% casual staff.

- In 2019, the average cost per bed in the Homes was \$289.87 as published by the Municipal Benchmarking Network of Canada. As a municipal home, the Region's costs are slightly higher than for profit and non-profit homes as a result of higher wages due to collective bargaining and costs associated with corporate allocations.
- The Region's Homes found it challenging to recruit and retain staff, especially personal support workers. Even with higher wages, when jobs were posted, very few candidates applied, and often some of those were not qualified.
- The process for filling vacant positions is lengthy and time consuming due to documentation requirements. By the time the process is complete, the candidate pool has significantly decreased with many choosing employment elsewhere.
- The Region is challenged in providing full-time employment opportunities as it does not have adequate funding to cover full-time hours and benefits.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### Many factors impacted staffing during the pandemic

In addition to the long standing challenges in the long-term care sector in accessing staff, the following factors impacted staffing in the Region's Homes during the pandemic:

- Fear and anxiety about contracting COVID-19 at the long-term care home
- Requirement for staff to work at a single health care site, put in place by the Region on March 25, 2020 prior to it becoming a province-wide directive on April 22, 2020
- Concerns about accessing adequate PPE demands/supply
- Lack of expertise and knowledge of IPAC standards
- Timeliness and availability of testing
- Personal factors such as infection status of staff, family member vulnerability, access to childcare and burnout
- Loss of staff due to needing to self-isolate
- Challenges with maintaining a cohorting service model in line with best practices as it requires significant staffing capacity to implement

Staff workloads increased due to additional requirements (e.g., screening, swabbing, increased IPAC measures, etc.) and staff were required to work greater overtime to compensate for increased staff shortages and loss of volunteers. This contributed to staff burnout.

Qualified staff were difficult to find due to the increased risk of working in the Homes during the pandemic. The directive to work for one employer, in addition, led to a loss of 23% (94 staff) of our workforce and inadequate staffing resources, which made it difficult to implement the Province's directions (e.g., cohorting residents and staff).

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### **The Region implemented measures to protect staff and residents and strategies to address staffing challenges**

The Region implemented the following IPAC safety measures to protect residents and staff:

- Staff are now required to work for one employer in accordance with the provincial emergency order.
- All staff and residents are screened for symptoms of COVID-19, including atypical symptoms, and temperature checks are conducted twice daily for staff and residents.
- Staff are provided with PPE upon entering the building.
- Cleaning and disinfection processes have been enhanced for all areas in the homes.
- Staff received enhanced education on infection control and instructed in the proper use and procedures for donning and doffing PPE.
- Audits to assess whether staff are properly implementing infection control and prevention practices.
- Pausing admissions of residents into the Homes was used to limit the number of residents that require care during this time.

The Region implemented the following measures to help address staffing challenges:

- The Region redeployed staff from other areas of the organization to help fill staffing gaps, including from Social Services, Adult Day Program and Paramedic Services, and hired agency staff.
- The Homes were able to attract some candidates due to the Region's reputation as a top employer and the higher wages offered.
- The Homes developed a COVID-19 master schedule that provided increased hours for staff.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### **Temporary pandemic pay and other measures were helpful but some have ended**

The temporary pandemic pay helped to incentivize staff to continue working in the Homes. This pay has been critical to supporting retention in the short term; however, it ended on August 13, 2020. This premium pay should continue in the longer term to support retention in the sector. The wage enhancement for PSWs was welcome but we are concerned about wage compression, an unintended consequence as other positions were excluded from this increase. This wage enhancement should, therefore, be extended to all long-term care frontline staff and management. In determining the premium pay for long-term care staff, the Province should also consider implementing a living wage.

Partnerships with governing bodies and associations for nursing staff were helpful, particularly the partnership with the Registered Nurses' Association of Ontario (RNAO), that allowed nursing students to work in long-term care homes. These partnerships, however, took time to implement when resources were urgently needed.

## **More needs to be done to address staffing shortages and support and protect staff**

The directive that staff could only work for one employer was helpful in limiting the spread of COVID-19, but there were many unintended repercussions for staff, particularly those who rely on working for multiple employers to earn a living wage. The Province should review the impact and effectiveness of this directive and identify whether it should remain in place for future pandemic events.

To help alleviate staffing shortages during emergencies, additional short-term staffing resources should be readily available. Partnerships with various organizations and associations were successful in quickly mobilizing resources to fill staffing shortages, and the Province should continue to cultivate these partnerships. In addition, dedicated funding for staffing backfills should be provided.

The Province must also establish a sufficient, sustainable and appropriately priced supply of PPE, and prioritize long-term care residents, staff, and visitors for access. Provincial support is critical in enabling long-term care homes to acquire in-house, dedicated IPAC expertise and resources. The Province must provide funding for a dedicated IPAC specialist in each long-term care home. Having dedicated IPAC specialists will help ensure measures in place reflect the unique needs of long-term care homes and can keep staff and residents safe.

## **Develop a Comprehensive Long-Term Care Health Human Resources Strategy**

To address these staffing challenges in the long-term, a long-term care Health Human Resources Strategy needs to be in place focusing on recruitment, retention, education and training, and technology. Such a strategy is needed to meet the challenges facing the sector and build resiliency and capacity to respond to infectious disease outbreaks. This will ensure that residents get the high-quality and timely care they deserve.

As long-term care is already experiencing staffing shortages that put resident care at risk, considerable improvements to workforce attraction and retention are needed to address this gap, in addition to increases in the overall pool of qualified candidates from the education sector. Change is urgently needed, not only to address current issues, but also to prepare for the planned development of new long-term care beds.

A Health Human Resources Strategy should consider the following:

- **Work-integrated learning opportunities:** Allow students to work in long-term care homes while earning credits towards their studies.
- **Financial incentives:** Offer financial incentives to both full-time and part-time PSW and nursing graduates to commit to working in long-term care for a minimum of one year.

- **Training programs:** Facilitate nurse practitioner training programs inside long-term care homes. This would help existing staff upgrade their skills on the job.
- **Dedicated pool of staff:** Identify groups through partnerships with nursing agencies, home and community care organizations, Local Health Integration Networks, Ontario Health Teams and hospitals that are easily accessible to long-term care and that homes can draw from on an ongoing basis.
- **Outreach to non-traditional labour pools:** Consider parents and family caregivers looking to re-enter the job market, foreign-educated allied health professionals, volunteers, new immigrants to Ontario, and social assistance recipients who may be seeking employment. The Province should ensure long-term care is an area of focus as it promotes immigration to fill labour shortages.
- **Partnerships with academic institutions:** Consider partnering with academic institutions to improve the perception of the sector and promote long-term care as a career destination.

The Health Human Resource Strategy could also examine streamlining and accelerating recruitment processes. The requirement for a police record check, for example, can take weeks which makes it difficult to fill critical staffing gaps. The Province can review the documentation and regulatory requirements for filling these roles and expedite this process in times of emergency. The Province should also consider subsidizing education for PSW positions to attract more people to the sector.

## **Invest in frontline staff and full-time employment**

Addressing staffing shortages in long-term care cannot happen without additional funding, and the Province should provide funding to allow homes to offer more full-time employment opportunities. The Province can consider placing funding in the dedicated envelopes which support staff costs. Increasing the proportion of full-time, permanent positions would improve working conditions for staff and reduce the likelihood of spreading infectious disease pathogens, such as COVID-19, between homes. This funding would also enable homes to better backfill for staff who are absent or on sick leave, statutory holidays, vacation and training leaves.

PSWs play a critical role in supporting the care of residents, but are undervalued in the sector. Their work is challenging, emotionally and physically taxing, and subject to compassion fatigue, however, the wages provided for this position are not in line with the demands of their work. To recognize this essential work, the Province should consider increasing PSW wages to a level that aligns with the skills required for the position.

In addition, the pandemic has significantly impacted the mental health and psychosocial well-being of staff and residents. The Province should provide funding and resources to support the mental health and psychosocial well-being of staff and residents.

## **Urgent action required to legislate and fund four hours of direct care**

While the Province's commitment to increase hours of direct care received by each resident per day to four hours is welcome, urgent action is required to ensure residents receive the care required during the COVID-19 pandemic. The Province should establish four hours of nursing and personal care for each resident per day as a minimum standard in the *Long-Term Care Homes Act, 2007* and provide all

associated funding with implementing this standard to homes. When implementing this standard, the Province should ensure that homes have a sufficient level of registered nursing staff.

When implementing measures to improve staffing, the Province must consider the full continuum of care to ensure that these actions do not have unintended consequences on other sectors, such as home and community care.

### 3. Education and Training

**Recommendation 9:** Provide staff with standardized training, including licensing of PSWs, as well as education across the sector related to compliance, mandatory reporting, human resources (as applicable) clinical skills, personal protective equipment, infection prevention and control, and provide access to better resources to assist with this.

**Recommendation 10:** Provide residents and their families with standardized training and education across the sector related to personal protective equipment, infection prevention and control, diversity and inclusion, and provide the resources needed to assist with this.

#### PRIOR TO COVID-19:

- There was scarce shift coverage available for staff to undertake continuing education opportunities to advance their skill set to meet the care needs of residents.
- The pace and nature of work in long-term care can be more challenging than what students are prepared for in training. This is partially due to the rising complexity of resident needs and staffing shortages. PSWs can also be subject to downloaded responsibilities that fall outside their scope of education due to lack of staff on the shift.
- It is also difficult to determine how much knowledge staff have retained as on-the-floor coaching is challenging when short-staffed.
- The Province did not provide support and guidance on training for residents and families. Homes created their own materials to educate families and residents and determined the best path forward for ensuring residents and families were well-informed.

#### HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

##### Homes faced difficulty transitioning to virtual training

Training and orientation had to move to online learning platforms, but with no further resources to invest in new methods, it was difficult for staff to access computers to complete training. With frequent new hires and constantly changing provincial direction, it was challenging to keep up with training requirements. It is also difficult to measure the effectiveness of training during COVID-19 as there is limited opportunity for interaction with staff.



## Homes provided training for residents and families

Due to the lack of training resources, the Directors of Care and staff had to spend a significant amount of time reassuring residents and families. Since the education requirements for family visits were not standardized across the sector, the Homes had to decide the training needed. The Homes provided training to families on how to visit residents safely, including putting on and taking off of PPE and proper hand hygiene. It was challenging to provide the education required to family members as each had different levels of knowledge and there were many topics to be covered, including new IPAC measures. Staff had to quickly determine how best to communicate with families so they would have the required knowledge to keep residents safe. An overwhelming amount of information with constantly changing provincial direction also made it challenging to communicate clearly to residents and families. Staff and management often do not know the information that residents and families have accessed from other sources, which is sometimes inaccurate.

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### The Homes used resources already in place to support virtual training and family orientation

Prior to COVID-19, the Homes had rolled out software for an online learning platform that allows uploading of new policies and tracking of their completion by staff. This was readily available as a training resource during COVID-19 to support virtual training.

The Homes also used orientation resources from the Ontario Centres for Learning, Research and Innovation in Long-Term Care (Ontario CLRI) to support training and benefitted from experienced and helpful Education Program Specialists. They also cultivated strong, positive relationships with families, which made it easier to engage with them and provide training. Families were supportive of the training to protect their loved ones, and took advantage of video messaging and webinars to communicate with residents. The Homes provided residents and families with regular communications about the actions being taken in the Homes to keep residents and staff safe and to communicate directions received from the Province about COVID-19. The Homes also held Family Webinars and sent regular Family Situation Reports to an established list of key contacts for residents. In the Homes' 2020 Long-Term Care Residents Survey, 72% of respondents found the email updates to be either Good, Very Good or Excellent and 48% of respondents found the webinars to be either Good, Very Good or Excellent.

The Homes also had a Nurse Practitioner from the local hospital to provide IPAC training to frontline staff.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### Direction was vague and difficult to implement

Provincial direction was often vague and open to interpretation. The volume of provincial direction quickly became overwhelming and the Homes struggled to determine how to implement them in a timely manner. However, the modified orientation criteria from the Province was helpful.

## **Provide staff with standardized training and education across sector**

Educational content for IPAC needs to be standardized and developed together with local public health units and hospitals and the long-term care sector, so all staff in all homes are receiving the same level of training and are knowledgeable of required IPAC measures. IPAC knowledge also needs to be reinforced at every stage of education and training staff receive. The Province must ensure IPAC training and knowledge, particularly donning and doffing of PPE, is a prominent component in the curriculum for nursing and PSW educational programs.

Standardized educational content should also consider compliance, mandatory reporting, human resources, clinical skills, compassion and compassion fatigue, and palliative care approaches in a diverse community. This allows homes to focus on increasing knowledge and training rather than interpreting guidelines and determining what education to provide. The Province should also consider grounding the content in the lived experiences of residents to strengthen connections between staff and residents.

The Province can also consider investing in research and innovation platforms to support homes in delivering training to enhance the quality of care and living for residents. This can also help build sector capacity through training, education and knowledge mobilization of long-term care staff. Staffing levels would need to be bolstered to support trainees in these courses.

In addition, the Province needs to provide dedicated funding for education and training. This can help support continuing training to ensure staff are up to date on current practices and prepared for the care requirements of residents, which may lead to better retention as staff feel more equipped to take on the job at hand.

## **License Personal Support Workers**

In the longer term, the Province should consider licensing PSWs to improve accountability and education standards and integrating onsite education and job training for PSW education. Trainees could work as personal care aides while pursuing their PSW licence.

## **Educate residents and families about infectious diseases**

The Province should provide standardized education and training for residents and families, particularly during outbreaks of infectious diseases. This should include training sessions and webinars for residents, essential care providers and families so they understand the importance of IPAC and the health and safety measures being implemented in the homes (e.g., use of PPE). This would allow this education and knowledge to be standardized across the Province and relieve homes of the responsibility of determining how to communicate information about the pandemic response. Online training resources and materials should also be provided to support staff in educating residents and families.

## 4. Funding

**Recommendation 11:** Provide municipalities with adequate, sustainable funding that reflects the true costs of operating a long-term care home, relieving municipalities of the responsibility for increased health care costs.

**Recommendation 12:** Establish funding model based on residents' current acuity and needs to ensure appropriate levels of frontline staff, support staff and direct care resources, including stable funding for all homes to establish and maintain PPE supplies as well as infection prevention and control supplies.

**Recommendation 13:** Reverse funding reductions for pharmacy, and at a minimum do not undertake further cuts in 2021.

**Recommendation 14:** Provide High Intensity Needs funding for short-stay respite residents and short-stay convalescent care program residents in special circumstances when residents or staff are at risk.

### PRIOR TO COVID-19:

- The base level of provincial funding was insufficient to cover expenses to meet residents' needs and provide quality care. The Region's Homes faced increased costs from staff salaries and benefits, maintenance of facilities, behavioural services, and specialized staff and equipment to address complex health conditions and regulatory requirements.
- The Region received no funding for IPAC or Personal Protective Equipment (PPE) despite legislation requiring an IPAC Program in each Home with a designated staff member experienced in infection prevention and control practices to co-ordinate the program.
- Case Mix Index (CMI) funding does not reflect real-time needs as it is based on data from two years prior. As a result, the Homes may receive additional funding for staffing to support higher acuity residents after the resident is no longer at the Home. The documentation process is time-consuming and onerous.
- The Province announced changes to long-term care funding, including ending High Wage Transition Funding. This funding was set to end on December 31, 2020 but has been extended to March 31, 2021. This funding accounts for \$185,000 of the Region's overall funding for long-term care and its loss will significantly impact the Region's long-term care budget for 2021.
- At the end of 2019, the Province implemented significant changes to pharmacy funding. Further reductions are planned over the next four years. This is anticipated to result in a reduction of services and loss of external pharmacy support for long-term care homes. There is currently no plan to provide long-term care homes with funding to cover anticipated operating cost pressures resulting from these changes.
- The Ministry of Long-Term Care has denied claims for High Intensity Needs (HIN) Funding for short-stay respite residents citing the exclusion of short-stay residents in the High Intensity Needs Fund Policy Manual for Long-Term Care Homes. As a result, the Region does not receive funding to provide supplemental (one-on-one) staffing for short-stay residents, despite this being critical to protecting staff and residents.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### Implementing new province-wide directions required significant resources

Compliance with the Province's new directions to manage the spread of COVID-19 required additional resources and funding that was not provided. For example, the Homes were required to develop and update a PPE inventory, schedule visits, implement premium pay increases, and train caregivers. These initiatives were administratively challenging to implement and required significant financial and staffing resources. While the Province provided some funding for these expenses, the Region had to subsidize the costs to hire additional staff, redeploy staff, pay overtime, purchase PPE and supplies for enhanced cleaning protocols, create isolation rooms, and implement other measures to comply with the direction and IPAC measures. Imposing additional requirements with no corresponding funding posed a significant financial burden for the Homes.

### Reductions in pharmacy funding may impact the Region's Homes following COVID-19

While the Region has not yet seen the implications of the pharmacy funding reductions, it is anticipated these changes will impact the Homes following COVID-19. With reductions in funding, important pharmacy services may no longer be provided to the Homes. Pharmacies, for example, had intended to adjust their services to no longer provide specialized equipment like digi-pens. Due to the COVID-19 pandemic, these changes have been put on hold. Pharmacies did, however, reduce the frequency in which they came into the Homes to do audits which impacted the Homes' processes by constraining the time given to complete audit tasks.

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### Homes benefited from being part of a municipal corporation

The Region provided significant resources to support its Homes, by drawing on the expertise of corporate and departmental partners in Human Resources, Finance, Legal, Risk and Community Paramedicine. Support was provided through recruitment, return to work protocols, procurement of PPE supplies, setting up the PPE inventory system, screening protocols, surveillance testing, review of directions, pandemic pay implementation and even redeployment of staff from other parts of the organization to work in the Homes.

In addition, the Region's Occupational Health Physician and the Medical Director provided significant supports to both homes in responding to the pandemic. The Occupational Health Physician works closely with the Homes and has provided advice on many COVID-related staffing issues. The Homes' Medical Director supports the medical needs of residents and provides advice on COVID response to Homes, messaging to families and staff, testing, screening, IPAC, training and education, and technology. In addition, the Medical Director identifies best practices from colleagues in the province and other countries to apply to the Homes' response.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### **Emergency and Containment Funding and other funding measures were helpful, but sustainable funding is needed**

As of September 2020, the Region's two Homes have received \$361,200 in provincial Emergency and Containment Funding. On September 29, 2020, the Homes were notified they would receive an additional \$140,800 in October 2020, bringing the total to \$502,000. The Province has not indicated the amount of future funding the Homes can expect to receive. The funding provided has not been sufficient to fully cover the pandemic-related costs or the resources required for health and safety measures. As of September 30, 2020, the Region has spent approximately \$3.3 million to support additional operational requirements for COVID-19 response in the Homes. Approximately \$2 million remains unfunded resulting in a financial pressure that would need to be funded through the property tax.

As part of Emergency and Containment Funding, the Ministry of Long-Term Care also implemented the COVID-19 Emergency Measures Funding Policy. This was helpful as it enabled the Ministry to provide additional funding for Level of Care (LOC) per diem funding. The Ministry also suspended occupancy targets to provide LOC funding based on maximum residents for all long stay beds regardless of actual occupancy levels. This was helpful as the funding was not reduced if occupancy thresholds were not reached. To allow for physical distancing, the Region had to place basic stay residents in preferred beds. The Ministry provided funding for the difference in these rates, which allowed the Region to continue to implement these physical distancing measures.

In addition, the Region's Homes will benefit from funding included in the Province's 2020 Budget for pandemic prevention and response measures. The 2020 provincial budget included dedicated COVID-19-related funding for long-term care, including emergency capacity and virus containment measures, and prevention and containment.

Temporary pandemic pay helped incentivize staff to remain in the workplace and this funding should continue. However, the eligibility and reporting requirements should be streamlined and simplified for any future iteration of wage enhancements to reduce the administrative burden associated with providing the payment to employees and recovering funding from the Province.

Although these funding measures are helpful, the response from the Province is often reactive instead of anticipating what is needed. Funding announcements are sporadic, one-time in nature, and assessed on a month-to-month basis causing delays in distribution of funds to the Homes. Amounts and how long the Homes will continue to receive the funding is also unclear. Funding should flow through immediately and should be provided in advance to allow Homes to proactively prepare (e.g., building PPE stockpile).

### **Establish new funding model based on residents' current acuity**

The Province needs to establish a funding model based on accurate and current measures of resident acuity that provides up-front funding. Provincial funding has not kept pace with an increasingly acute resident population. The CMI adjusted funding does not present an accurate picture of current resident

acuity due to the funding lag and requires staff to complete extensive charting and documentation that takes time away from resident care. The funding model, therefore, should also have streamlined documentation requirements to allow staff to focus on resident care.

## **Provide adequate, sustainable funding to relieve municipalities of increasing health care costs**

The Province needs to provide adequate, sustainable funding that reflects the true costs (e.g., staffing, management, support, inflationary increases, IPAC requirements, etc.) of operating long-term care homes and providing high quality care.

Insufficient provincial funding has led to increasing reliance on the property tax to provide high quality long-term care services. Municipalities cannot continue to fill the gap in provincial funding with property tax funding. The Region supports the Association of Municipalities of Ontario's position that the property tax is not a sufficient or fair source to top-up provincial funding for long-term care. Expenses associated with operating a long-term care home and providing high quality resident care should be fairly compensated by the Province. The Region further recommends that the Province reimburse for actual expenses incurred for COVID-19 response that have not been covered by the existing provincial emergency funding.

Providing adequate and sustainable funding can relieve municipalities of rising health care costs. This can strengthen the Region's investments in other community supports for seniors ensuring that resources are allocated to address the needs of local seniors most effectively. The [Forecast for Long-Term Care and Seniors' Housing Implications](#) report shows there is a significant need for additional housing options for seniors, including purpose-built rental and condominiums, and a range of supports to help seniors age in place. Health care costs should remain with the Province to allow the Region to further invest in and enhance the supports required to help a growing aging population.

## **Reverse pharmacy funding reductions**

The Province should immediately reverse the pharmacy funding reductions to allow these critical supports to continue. If these reductions are not reversed, long-term care homes should be provided with additional funding to provide these supports in their own pharmacies. At a minimum, there should be no further cuts in 2021. The Region's Homes rely on external pharmacy supports for a number of services, including narcotics disposal. The reduction in funding for pharmacies could see these services eliminated. The reduction in funding will also have an impact on medication administration protocols and staff resources. The Homes would have to fund these services themselves if they are not provided by pharmacies, but the Ministry of Long-Term Care has not provided additional funding to do so.

## **Provide High Intensity Needs funding for short-stay respite residents and short-stay convalescent care residents in special circumstances**

The Province should include short stay respite residents in High Intensity Needs (HIN) Funding. Short stay convalescent care residents should also be included in special circumstances where residents and staff are at risk. The Province should also consider expediting the processing of these HIN funding claims during COVID-19. The Region has had to proceed with supplemental staffing for some short-stay residents despite the denial of HIN claims. This is done at the advice of physicians and staff to

ensure the safety and security of residents and staff, but it puts unsustainable pressure on the Homes' operating budget and staffing resources. The Region is concerned that without access to HIN claims-based funds for short-stay residents, long-term care homes may struggle to fulfill their duty to protect residents and staff, resulting in serious harm or injury to self or others.

## 5. Capital Funding – Physical Buildings

**Recommendation 15:** Provide sustained funding for minor capital funding program to support ongoing compliance requirements and pandemic resilient infrastructure, including enhanced infection prevention and control measures.

**Recommendation 16:** Support the long-term care sector in redeveloping older homes and building new ones by:

- increasing the construction funding subsidy per diem components to levels that are comparable with other health facilities (e.g., hospitals)
- providing capital funding at the outset of the project
- building or redeveloping facilities to enable economies of scale and manage infection prevention and control requirements

**Recommendation 17:** Provide capital and operating funding to support more innovative resident centred design models, dementia friendly designs, and naturally occurring retirement communities (NORCs).

### PRIOR TO COVID-19:

- The Region relied on the tax levy to improve capital infrastructure in the Homes, which is not sustainable. Minimal to no provincial funding was provided for capital requirements, such as nurse call system, tub rooms, renovations to interior space, nursing stations, or serveries.
- From 2015 to 2019, the Region received a total of \$547,500 in Structural Compliance Funding from the Ministry of Long-Term Care, which was used to partially fund minor capital expenditures for Maple Health Centre only. Newmarket Health Centre does not qualify for Minor Capital Funding as it continues to receive the Construction Funding Subsidy.
- From 2015 to 2019, the Region invested an average of \$780,000 annually in tax levy funding (total of \$3.9 million) for minor capital, as defined by the Ministry of Long-Term Care, for the Homes.
- Redevelopment projects do not proceed unless grants are provided. Unlike the construction funding for new hospitals and community sector institutions, the Province does not provide upfront capital funding for developing and constructing new long-term care beds, nor does it provide funding for demolition costs of existing facilities. If a home applies for and receives an allocation of additional beds, that home would be fully responsible for upfront construction and development costs. Construction funding subsidy is provided on a per resident per day basis after the home has admitted its first resident.
- The Homes engaged with corporate partners, such as the Region's Property Services Branch, to ensure the building envelope was maintained according to asset management practices. The

Homes contributed to the Region's corporate asset management reserves to address their capital needs and this was also funded by the property tax.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### **New IPAC measures require supplementary funding**

COVID-19 highlighted the difficulty in properly isolating residents and cohorting staff during a pandemic due to design and building restrictions. It also highlighted the need for more beds and structural needs to implement IPAC measures to prevent and manage the spread of COVID-19. The Homes did not have fully functional isolation rooms and as a result had to complete minor renovations in the building to accommodate an area where residents could be isolated and staff could be cohorted. The Homes also purchased many portable HEPA filters to improve air flow in resident rooms, created alternative entrances for staff supporting the isolation unit, installed safe space plexi-glass for indoor family visits and barriers, such as fencing, for outdoor visits and purchased a supply of isolation equipment, such as caddies, fridges and technology. Implementing this new pandemic resilient infrastructure requires supplementary funding. The Region will need to rely on federal and provincial grants to fund required renovations.

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### **All minor capital expenditures for IPAC were funded through the tax levy**

All minor capital expenditures made to support IPAC requirements (e.g., separate entrances, plexi-glass, barriers for visitations, etc.) were funded through the tax levy. Recently, provincial funding was approved to fund minor capital expenses that may offset or reduce the tax levy burden. In addition, the Region worked with existing Investing in Canada Infrastructure Program Grant applications and capital reserves to provide what was required under emergency measures. The Region heavily relied on internal reserves due to a lack of provincial funding.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### **More funding is needed to support minor capital improvements**

The Province should commit to providing upfront capital funding particularly for IPAC measures as Homes require funding to allow for more private isolation rooms to prevent and mitigate outbreaks. The Province should also provide ongoing funding on an annual base funding allocation. The application process for one-time funding requests could occur early in the year with approval within a reasonable timeframe for larger capital requirements.

New one-time funding focused on improving IPAC measures was helpful; however, this was not sufficient to fully cover the capital costs for improvements and was announced late. Homes required funding much earlier in the pandemic response. The use of one-time capital funding also typically requires that funding be spent in a short timeframe. As a result, the highest priority needs may not be addressed based on the timing requirements. This prevents appropriate planning for priority projects.



When the Province introduced the New Minor Capital fund in July 2020 to replace the previous Structural Compliance Premium program, the Province took a three-year tiered-in approach that did not provide for additional funding despite more homes being able to access this funding. As a result, there is a smaller amount of funding provided for each bed. In addition, the current policy for the New Minor Capital Fund program does not allow long-term care homes to manage capital requirements over multiple fiscal years as was allowed with the Structural Compliance Premium Funding. All unspent funding is recoverable by the Province at the end of each fiscal year, limiting long-term care homes' ability to manage their capital development over the longer term (e.g., put unused money from one year towards a larger expense in another year). This new tiered-in approach also benefits some homes and penalizes others. Under this new approach, the Region's Homes have received less funding than what was historically received.

The Province should provide standards and complete a gap analysis to fully understand the priority projects for the Homes. The timeline provided for funding should reflect these needs to ensure priority projects are not delayed due to insufficient time. In addition, the Province should implement changes to allow funding to continue if beds are in abeyance to enable required capital work to be completed.

### **Support long-term care sector in redeveloping older homes and building new ones**

The Province must provide upfront capital funding to incentivize the development and redevelopment of homes. This funding should also consider new IPAC requirements. In addition, the Province should consider a full application process to accompany each funding announcement and extend the timing to spend the funding to allow for more priority projects. The Province should also increase the construction subsidy per diem components, and consider conducting a gap analysis across the sector to identify gaps, and provide the capital funding required to fill these gaps.

For older homes that face challenges in isolating residents, the Province should provide contingency funding to allow for prompt isolation. This contingency would include the development of isolation facilities with private rooms and trained staff

### **Provide capital and operating funding for innovative design models**

The Province should encourage Homes to further explore innovative and new practices in delivering care and provide funding and resources to support models that have been shown to improve resident outcomes. These models not only change the care model but often require changes to the physical infrastructure of the homes. For example, some homes have implemented relational or emotional models of care, such as the 'Butterfly Model', 'Eden's alternative', P.I.E.C.E.S. Learning and Development Model, and the Gentle Persuasive Approach (G.P.A.). These models focus on the benefits of meeting the emotional needs of residents, making the living environment more enriching, and more like a home. Homes that implement emotional models of care have shown improvements to the well-being and quality of life of residents, reduced the number of falls and use of anti-psychotic drugs, increased staff engagement, and reduced staff turnover, sickness and absenteeism.

## 6. Technology and Equipment

**Recommendation 18:** Provide and fund the development and use of innovative technologies and equipment that can support the social and emotional well-being of residents, improve data management and reporting – including a standardized approach to outbreak tracking and management across the sector – and create greater system efficiencies.

### Prior to COVID-19:

- Technology resources provided by the Province were minimal, requiring local investments in isolated systems and supports.
- Homes were not provided with the technology resources to support residents in connecting with families and to support virtual resident care.
- Residents are responsible for their own WiFi, technology equipment (e.g., iPads) and the associated costs. Very few residents have their own WiFi and technology.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### Sector was ill-prepared to respond to new technology demands

The Province mandated data from the Homes without funding or resources, including PPE inventory and screening, and the sector was not ready to implement these processes and tools with a short turnaround. The Ministry of Long-Term Care did not provide guidance or tools that the Homes could use and sufficient time was not provided to develop an electronic tracking or scheduling system. This led to the Homes having to implement ad hoc solutions.

Homes managed and addressed these issues through corporate support and resources, such as resources to help implement technology requirements for managing the PPE inventory and screening protocols. In addition, the recreation teams from both Homes use technology in different ways to ensure residents stay connected to their families and friends and stay engaged on a daily basis. With assistance from redeployed staff, the recreation teams schedule FaceTime calls, not only with families, but also between couples and friends within the Home that were living on different home areas. Weekly phone calls and virtual visits from volunteers, including pet therapy and virtual rosary prayers, were made possible by using iPads.

Given that few residents have access to technology and WiFi in the Homes, the shift to virtual programming impacted their ability to connect with families on their own. The Homes' recreation team had limited available technology when the pandemic started. This limited the amount of calls that the Homes could make for the residents. In addition, if technology was being used for virtual calls then they could not be used for programming (e.g., streaming music, use of apps, etc.) with residents.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### The Province should invest in technology to support residents' medical care and social and emotional well-being

The Province needs to fund virtual technology for the Homes to connect residents with their families, friends and peers and to provide virtual medical care. As has been done to support virtual learning for students, the same should be done for seniors. Connecting virtually is the new normal for long-term care with some care needs being provided virtually, including supports from medical professionals. In addition, there are many opportunities to support the social and emotional well-being of residents through virtual programming, including staying connected with family and friends, communicating with peers through Residents' Councils, attending educational webinars, and participating in recreational activities, entertainment and spiritual services.

### The Province should introduce a standardized approach to technology across the sector

There should be a standardized approach to the technology that is used across the sector for common needs and processes. Homes used different technology to track data, making it difficult to compare trends across the sector. The Province should provide further direction and support on which technology to use, particularly for outbreak management, or mandate a tool for all homes to use. Any opportunity for the Region to participate in discussions with the Province on standards and technologies would be welcome.

The Province set data and reporting requirements but did not provide funding to implement these measures. Each home had to determine how they would collect the data the provincial government had mandated. Moving forward, the Province should provide direction on which technology to use to collect the required data with accompanying resources.

## 7. Central Local Health Integration Network (Central LHIN) Admissions

**Recommendation 19:** Ensure the Central LHIN provides accurate and up-to-date information for each resident at the time of application and admission.

### PRIOR TO COVID-19:

- The Region has identified concerns about receiving timely and complete information and documentation from the Central LHIN with regard to applicant assessment and behavioural information during the waitlist and admissions decision-making process.
- The Region's Homes work closely with the Central LHIN in the waitlist application and admissions approval process.

- Without timely and complete information from LHINs throughout the waitlist and admissions processes, Homes are not equipped to make informed decisions based on the care and safety of all residents.
- Homes have to repeatedly request additional information (e.g., additional consults, vaccination status, medical lists, etc.).

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### **Assessments are outdated making it difficult to assess residents' needs**

It is vital that the Home receives accurate information about residents to determine if isolation is possible under COVID-19 guidelines. The absence of this information in an application would create an infection prevention and control risk. Upon admission, for example, residents must isolate for 14 days in an isolation unit. If residents exhibit wandering behaviours, however, they cannot be isolated.

Prior to COVID-19, assessments were considered 'up to date' within the last three months. During the pandemic, assessments are considered 'up to date' within the last six months. This is a significant length of time. In addition to being outdated, only functional assessments are being provided, which have limited and basic information making it difficult to accurately assess applicants.

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### **Homes established strong communication channels**

The Homes established strong communication channels with the Placement Facilitator at the Central LHIN for check-ins and status updates. The Homes also have a Director of Care or Assistant Director of Care who thoroughly reviews each application prior to admission.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### **Provincial direction helped in the admissions process but outdated information increased risk**

Provincial direction helped to provide clarity about the admissions process and the steps that can be taken upon admission. The requirement of a negative COVID test before admission was also helpful in limiting infection. While changes to the admissions process, however, were intended to reduce time and expedite admissions, inaccurate and outdated information increased time and risk. Suspending admissions was again helpful, but this was likely due to hospitals not being at capacity. Additionally, the initial response to clear beds in hospitals increased risk to long-term care homes.

### **Ensure the Central LHIN provides accurate and up-to-date information**

The Province should work with the Central LHIN, and all LHINs, to ensure that homes are provided with complete, accurate and up-to-date information to properly assess if an applicant can be admitted. The Province should also work closely with the LHINs and Public Health to ensure all advice and direction is

coordinated and consistent. As the pandemic continues, the Homes should be allowed to limit the rate of admissions to support our infection and prevention control measures and isolation policies.

## 8. Food and Nutrition Services

**Recommendation 20:** More staffing supports and funding are needed to improve the food and nutrition care of those living in long-term care homes as identified in the [Auditor General Report](#). These issues include the dining room experience, meeting residents' nutritional care needs, food quality and safety, food purchasing and performance measurement.

### PRIOR TO COVID-19:

- The Auditor General's Report concluded that the Ministry of Long-Term Care and long-term-care homes do not have sufficient procedures in place to confirm that residents are receiving sufficient mealtime assistance and that they receive food and nutrition services in accordance with their individual plans of care.
- In the Region's Homes, staff faced challenges in providing feeding assistance due to inadequate level of staff to assist residents, and the Homes relied on volunteers and family to help during meals.
- There is a growing complexity of resident food preferences and needs which can be difficult to accommodate while having to also comply with Canada's Food Guide.

### HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

#### **Absence of volunteers and family decreased dining support and increased isolation**

During the initial COVID-19 response, volunteers and families could no longer provide mealtime assistance which placed greater pressure on staff. It continues to be difficult for the Homes to provide pleasurable dining while maintaining the health and safety of residents. The Homes, for example, had to implement in-room dining to maintain isolation, which means residents can no longer experience the social aspects of dining.

### HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

#### **Homes benefitted from deploying staff from other areas**

The Homes benefitted from having staff redeployed from other areas of the organization to assist at mealtimes, and the Homes used virtual meal rounds to complete clinical resident assessments. Virtual meal rounds made it possible for dietary staff to observe residents in a dining room or in their rooms while they were eating, allowing them to complete their assessments as if they were on-site.

To return to congregate dining while respecting physical distancing guidelines, however, the Homes had to implement staggered mealtimes, using activation spaces and lounge areas. This requires additional staff which is difficult to find during this time. It was also difficult to replace or retain additional

food service workers due to certification requirements. Long-term care cooks require highly specialized training, which redeployed staff would not have.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### Greater engagement with the province is needed

During COVID-19 response, there has been little engagement from the Province regarding food and nutrition. The Ministry of Long-Term Care only communicated that audits and reporting requirements would no longer continue but no further direction was provided regarding dining and meal service, including adjusting menus or in-room dining.

While the Province was slow to respond to food service needs, the Region was proactive in implementing measures before the Province mandated them, such as isolating residents during mealtime.

### More staffing supports, funding and clearer mealtime protocols are needed to improve food and nutrition care

To support implementation of recommendations from the Auditor General's report, the Province should increase the per diem funding for food and dining and provide additional staff. For pandemic response, the Province should provide clear direction on mealtime protocols. The Province should also allow for flexibility in menu management to adjust to in-room dining while meeting nutritional outcomes.

The Region supports the Auditor General's findings that more supports are needed to improve the food and nutrition care of those living in long-term care homes.

## 9. Oversight

**Recommendation 21:** Consider a standardized approach to oversight which focuses on quality improvement and resident-centred care including a review of inspection protocols.

### PRIOR TO COVID-19:

- The current inspection process is punitive, and homes feel highly scrutinized by this intense process. When inspectors have found the Region's Homes in non-compliance, the Homes have not been provided information or support to identify ways to address the issues, as there is no channel available to discuss the inspection findings.
- The appeals process for inspections is also punitive. Homes that have pursued appeals faced repercussions for this action. As a result, the Homes feel there is no avenue for recourse when they are found non-compliant.
- Inspections differ greatly and the focus of the inspections varies depending on the inspector.

- Inspections occur in a siloed manner with the focus on each individual home rather than the system. There are no tables, such as communities of practice, where all homes meet with inspectors to discuss the inspection process, learn from each other, and discuss solutions moving forward.
- Inspections are focused only on the incident, and other factors, such as accreditation standards, are not considered.
- The focus on compliance and avoiding compliance orders can create a sense of fear among long-term care home management and staff. Staff are often afraid to make errors and may not be comfortable coming forward about incidents contributing to a culture of fear within the sector.
- Instead of working with homes, the relationship between homes and the Ministry of Long-Term Care is adversarial in nature. The Homes do not feel supported and are often fearful of the inspection process and the potential repercussions.
- Innovation in the sector has also been stifled by rigid compliance requirements and an overall culture of fear. As a result, homes face difficulty in exploring new behavioural models of care.
- The consequence of a compliance-based culture is that staff can become overly focused on regulated tasks to the detriment of positive resident outcomes, resident rights, safety, security and quality of life.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### **Inspections were paused and a new inspector role introduced**

The pause in inspections allowed the Homes to cultivate stronger relationships with other entities, such as Public Health, hospitals and the Central LHIN.

The Province also announced the inspector role would change during COVID-19 to a consultative resource for the Homes, allowing the Homes to arrange weekly calls with their inspector.

### **Increased scrutiny during outbreak**

Ministry inspections became even more intensely focused on compliance during outbreak. Support, guidance or consultation should have been the focus rather than punitive compliance-based inspections, which exacerbated what was already a stressful and anxious environment for staff and residents.

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### **Homes continued compliance practices**

Although inspections were paused, the Homes continued their compliance practices by using the weekly calls with their inspector for guidance and advice on how to adapt to COVID-19 while still following compliance measures. Since this inspector had previous experience working in long-term care homes, they were able to provide advice, options and solutions that were helpful.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### Quality of advice may have been inconsistent

The shift in the inspector role to a consultative resource was helpful to the Homes; however, this was due to the inspector that was assigned. As the quality of advice depends on the inspector, this may not have been the experience in other homes. The Homes were often left to exercise judgement on how to best implement directions issued by the Province in a manner that complies with the legislation. When complaints are made regarding the Homes' actions, the Ministry of Long-Term Care does not provide support despite the Homes' actions being the result of compliance with directions.

### Introduce standardized approach to oversight focused on quality improvement

The Province should consider a standardized approach to oversight with a focus on quality improvement, where compliance is understood as one part of continuously improved care. Inspectors should be able to identify issues and act as a resource, as well as work with homes to identify appropriate improvement strategies. The inspections process should incorporate consultation where homes are provided with guidance and advice, particularly preventative measures that could be put in place. This is especially important during outbreak when homes are facing extraordinary challenges. Inspectors should collaborate with homes, provide support to navigate these challenges and help improve preparedness and readiness to manage future outbreaks.

### Review effectiveness of inspections and introduce objective third-party to enforce legislation

Homes are inspected and work with the Ministry of Long-Term Care in isolation, making it difficult to determine the effectiveness of these inspections on the sector as a whole and whether they are meeting the desired results of improving resident care. The Province should review the inspections system comprehensively to determine impacts and best practices and share them across the sector.

The Ministry of Long-Term Care currently creates and develops legislation but is also responsible for enforcing it. This can lead to bias in the decisions that are made. An independent, third party should be responsible for enforcing the legislation in an objective manner with a clear purpose: supporting residents in receiving the best quality care.

## 10. Legislative Reforms

**Recommendation 22:** Review regulatory framework to ensure it is consistent with and supports the goal of true resident centred-care.

**Recommendation 23:** Ensure new directions and requirements related to COVID-19 response are clear and consistent between all ministries and the LHINs.



## PRIOR TO COVID-19:

- The long-term care legislative and regulatory environment is overly prescriptive, limiting flexibility in how staff can respond to the diverse needs of residents. Staff have become task-oriented rather than resident-focused to comply with the many administrative requirements. A significant amount of time is spent on documentation and reporting requirements, which deter from resident care.
- Although resident-centred care is at the heart of long-term care legislation, the immense regulations and administrative requirements present a barrier to achieving this in the Homes. As a result, staff are sometimes prevented from truly engaging with residents and their care.

## HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

### It was difficult to remain up to date on changes

It was difficult to remain up to date on the changes with the mass and rapid communication that was being released from the Province. The rapidly changing situation required constant monitoring for new communications and directions. Homes were often left to interpret and use their judgement to determine how to implement measures. The directions were so numerous, there was also not sufficient time to consider the best implementation approach or how to align the various regulations.

Operationalizing these directions are a significant undertaking that requires education, training, funding, resources and administrative support to fully understand the directions and implications, and develop a plan for implementation. Insufficient time to coordinate these components and lack of clarity in directions made our response to the COVID-19 pandemic very challenging.

## HOW DID WE MANAGE AND ADDRESS THESE ISSUES?

### Corporate support, dedicated response group and additional staff helped mitigate risks

Corporate support, a dedicated response group, and additional staffing helped mitigate the risks and challenges in implementing the required changes, including:

- Strong legal counsel and support from the Region's Legal and Court Services Department in interpreting and implementing new requirements
- A Medical Director who is up to date on research, best practices and an active member of local health care networks as well as the Homes COVID-19 Response team
- Ability to access Public Health for advice since Public Health is integrated into the Region's municipal structure
- Support from Paramedic Services to help with mandatory swabbing
- An Occupational Health Physician who works with staff on return-to-work plans
- An established contract Tracing Team comprised of long-term care staff with support from corporate Employee Health Unit
- Designated communications support

The Homes also drew on support from sector organizations, such as AdvantAge and the Ontario Long-Term Care Association, to help interpret legislative changes. Consistent communication updates and situation reports helped keep staff informed of changes.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### **Directions did not reflect what homes could realistically implement**

Using the directions, guidance and documents, the Homes were largely left to determine the correct course of action. These directions often did not reflect an understanding of what the homes could realistically implement within the timeframe provided. Homes also often received the directions at the same time as the public, leaving minimal time to review and understand the changes before having to communicate with staff, residents and families.

### **Communication and coordination at the provincial and regional levels must be improved**

Coordination between the provincial ministries and LHINs is necessary to ensure the Homes are provided with clear and consistent messaging and are not left trying to determine which advice to follow when information is conflicting. Before developing directions, the Province needs to consider the operational environment of homes and the resources and support homes will need to implement these measures. Guidance, direction and support, in the form of resources and funding, would allow homes to spend less time reviewing and interpreting how to best implement the directions and more time focused on resident health, safety and care. New directions should highlight and indicate what has changed from the last direction.

IPAC assessments should also be required annually to identify gaps and allow the Homes to develop an action plan to address these gaps in preparation of future infectious disease outbreaks. The Province should provide funding for dedicated IPAC resources to support this.

### **Review legislative and regulatory framework**

The highly prescriptive regulatory environment is a significant factor in the culture of long-term care in Ontario. The Province needs to develop a regulatory environment that sets requirements while also encouraging continuous quality improvement. Not only can this contribute to culture change, it can also contribute to improved resident care as staff have more time to dedicate to direct care.

The underlying principles of long-term care legislation, regulation, and policies is to ensure all homes provide resident-centred care. However, legislative requirements inhibit this goal. These requirements need to be reviewed and redesigned to allow for resident-focused care instead of task-oriented care, which is the result of the current regulatory regime. Streamlining or eliminating low-risk and redundant requirements of regulations will reduce administrative burdens and allow staff to spend more time caring for residents.

## 11. Partnerships for Integrating Long-Term Care into Health Care System

**Recommendation 24:** Include long-term care homes in the governance structure of every Ontario Health Team across the province as a key partner in planning and delivery of local health care to ensure representation on planning and decision-making tables.

**Recommendation 25:** Call on the federal government to address shortcomings in the long-term care system, including funding for human resources and infrastructure.

**Recommendation 26:** Consider national standards for the LTC sector (staffing levels, training, and infrastructure) using model of Canada Health Act, with new federal dollars tied to national standards.

**Recommendation 27:** Develop Ontario Seniors Strategy with recommendations to support reform and priority needs of LTC sector including LTC Homes, Retirement Homes, Home and Community Care, Supportive Housing, and Independent Living supports.

**Recommendation 28:** Provide capital and operating funding and regulatory supports to facilitate the spread and scale of campuses of care.

### PRIOR TO COVID-19:

- Three Ontario Health Teams (OHTs) currently operate in York Region: Eastern York Region North Durham Ontario Health Team; Southlake Community Ontario Health Team; and Western York Region Ontario Health Team.
- Recognizing the value of partnership and collaborative opportunities through Ontario Health Teams, Regional Council approved York Region's participation as a full partner on Eastern York Region North Durham and Southlake Community Ontario Health Teams.
- As a partner, the Region actively participates on governance and decision-making tables, contributes to and supports the development of partnership agreements, co-chairs and participates on various working groups and action teams, and connects Ontario Health Teams to partners in the community.

### HOW WAS OUR EXPERIENCE IMPACTED BY COVID-19?

#### Homes require further support from OHTs to support COVID-19 response

Partnerships with OHTs have played an important role in supporting the Region's response to COVID-19. The Region was able to leverage its partnerships with its local Ontario Health Teams for support, advice, and guidance during the pandemic response. However, most of the scheduled planning work to formalize Team functions and operations was put on hold as partners shifted priorities to respond to the pandemic and the main focus was initially on acute care settings. Therefore, there was not an opportunity for OHTs to organize stakeholders across the sector or develop collaborative methods, such as a community of practice, to determine a comprehensive approach to address the issues in long-term care.

## WHAT ARE OUR VIEWS REGARDING THE PROVINCE'S RESPONSE AND WHAT MORE CAN BE DONE?

### **Long-term care was largely off the radar during initial response to COVID-19**

During the initial response to COVID-19, it was assumed that long-term care was fully prepared to handle and manage the spread of COVID-19 and as such, the sector did not receive comprehensive support.

In homes where hospital supports were provided, it was assumed that the hospital sector had the expertise and knowledge to manage long-term care. However, long-term care homes provide a home setting, differentiating them from the care provided in acute care settings.

It was also difficult for homes across the sector to influence guidance or direction because they were not well-represented on planning and decision-making tables.

### **Homes should be integrated into governance structure of OHTs**

Long-term care homes are an integral part of the continuum of care and must be a key part of every Ontario Health Team, given their deep connections within health care, so their expertise and knowledge can be leveraged. The impact of the pandemic on long-term care has put a spotlight on the sector and the role that long-term care homes play in Ontario's health care system.

The Region was able to leverage its partnerships with Eastern York Region North Durham and Southlake Community Ontario Health Teams to advocate for long-term care needs. However, this needs to be extended to all Ontario Health Teams so more formal and comprehensive support can be provided. Homes should, therefore, be integrated into the governance structure of OHTs as a key partner in planning and delivery of local health care to ensure their representation on planning and decision-making tables across the province. The guidance and direction provided by OHTs to the Province should then be informed by the experiences of the Homes.

### **Partnerships between long-term care sector and hospitals can also be strengthened**

Acute care settings, like hospitals, are very different from long-term care and the management and operations of these settings cannot be directly applied to long-term care. A strengthened partnership with the hospital sector is required to ensure the unique challenges and needs of the long-term care sector are well understood particularly with respect to pandemic preparation and response and IPAC supports. There is also a need to clearly define providers' roles and responsibilities, including identifying the lead at each stage. Medical Directors should have a more clearly defined role and play a key role on the decision-making team.

### **National oversight and funding for long-term care are needed at the federal level**

A major gap in the Canadian universal health care system is long-term residential care, and there are no established federal standards for long-term care. Across the country, jurisdictions offer a different

range of services and cost coverages. There is little consistency across Canada in what facilities are called (e.g. nursing home, personal care facility, residential continuing care facility, etc.), the level or type of care offered, how it is measured, how facilities are governed, or who owns them.

In the [September 2020 Throne Speech](#), the Right Honourable Julie Payette, Governor General of Canada, announced the federal government would work with the provinces and territories to set new national standards for long-term care so that seniors get the best support possible.

The Region recommends tying these standards to federal dollars using the Canada Health Act. This would make meeting long-term care standards a condition of receiving Canada Health Act transfers for provinces and territories. The Region further recommends these standards consider hours of care and training and resources for infectious disease control, including optimal use of personal protective equipment, and protocols for expanding staff during infectious disease outbreaks.

On [July 16, 2020](#), the Prime Minister also announced a \$19 billion deal with the provinces and territories called the Safe Restart Agreement, \$740 million of which is for vulnerable populations including the long-term care sector. As outlined in the Response Letter from Ontario Premier Doug Ford, released on [September 16, 2020](#), the Ontario Government intends to use a portion of funding received for vulnerable populations to support ongoing infection prevention and control measures in long-term care homes. These include additional cleaning and other resident supports; equipment and supplies, including PPE; and costs associated with reducing home occupancy to facilitate resident isolation and cohorting. On [November 30, 2020](#), the federal government committed an additional \$1 billion for a Safe Long-Term Care Fund as part of its Fall Economic Statement to help provinces and territories improve infection prevention and control measures in long-term care homes over the next three years. These funding announcements are welcome; however, sustainable, long-term federal funding, and not just short-term solutions, is needed.

## **The Province should develop a Seniors Strategy and provide capital and operating funding for other seniors supports**

An Ontario Seniors Strategy would consider long-term care as part of a care continuum, which includes supportive housing, attendant care, adult day programs and home care, and campuses of care to help meet the growing care needs of an aging population. The Ontario health care system offers excellent services, but they are fragmented in plan and delivery. This lack of coordination creates a complex system that is difficult for seniors to navigate and to understand the variety of supports available to them outside of long-term care.

In 2019, the Ministry for Seniors and Accessibility held consultations and an online survey for the development of an Ontario Seniors Strategy. York Region submitted a response to the Province's consultation in [July 2019](#). The response advocated for alignments to [York Region Seniors Strategy](#) and identified opportunities for provincial investments consistent with York Region's priorities for seniors.

The submission included the following key recommendations to the Province:

### **1. Add more long-term care beds in York Region**

- Although 892 new beds have been allocated to York Region as part of the commitment to build a stronger long-term care system, the Region currently has 50 beds per 1,000 individuals age 75+; well below the provincial target of 85 beds. The current gap of 2,000 beds will grow to 2,676 by

2021, nearly 8,000 by 2031 and will reach 15,000 by 2041. Further information can be found in the [Forecast for Long-Term Care and Seniors' Housing Implications](#) report.

## **2. Design and provide funding for age-friendly, complete communities with innovative housing options, better ways of getting around and easily accessible support services**

- Seniors need better access to integrated services to successfully age in place. York Region is unable to do this work alone and recommends the Province work with municipalities, community agencies, the private sector and Ontario Health Teams to design and implement multi-service hub models and provide sustainable funding to operate these hubs.
- A campus of care is an example of an aging-in-place continuum of care that combines housing options with built-in support services, and healthy lifestyle amenities, to allow seniors to age in place and enjoy the comfort and security of home and community, all in one location. Frequently these services are also made available to seniors in the local community. This model also allows for economies of scale and has the ability to offer a range of support options across the continuum of care.
- Meeting the future need for long-term care beds is likely out of reach. However, with this challenge comes an opportunity to move away from the traditional way of doing things to be mindful of the entire continuum of care and the type of programming and services that are provided so that people can be allowed to age in place in their own homes and communities with dignity.

Successful implementation of the Ontario Seniors Strategy requires alignment, collaboration and partnership with municipal initiatives to effectively serve and support seniors. Municipalities are valuable partners who support the planning, policy and decision making for seniors.

## **CONCLUSION**

COVID-19 has highlighted the need for systemic reform in long-term care. Long-standing challenges and issues must be addressed for the sector to achieve outcomes in line with the Act's guiding principle where long-term care homes are a place where residents may live with dignity and in security, safety and comfort and have their physical, psychological, social, spiritual and cultural needs adequately met.

This submission's recommendations identify areas where further action is needed from the Province to enhance the quality of care delivered to residents and to ensure infection prevention and control measures are met. This includes providing human resources to support testing and outbreak management, providing adequate and sustainable funding, building a strong long-term care workforce, improving the regulatory framework and oversight processes and ensuring long-term care is represented at key planning and decision-making tables. Dedicated provincial leadership and funding are required to create a long overdue long-term care system grounded in compassion and resident-centred care that graciously meets the needs of seniors throughout the final stage of life. In addition, collaboration and strong partnerships across all levels of government, community partners, and sector organizations are needed to support the seniors across the continuum of care.

The Region continues to advocate for seniors' needs, influence decision-making and planning and bring together key players across the sector to address issues related to the aging population.

For more information on this report, please contact Lisa Gonsalves, General Manager, Paramedic and Seniors Services at 1-877-464-9675 ext. 72090.

# SUMMARY OF RECOMMENDATIONS

## COVID-19 TESTING AND OUTBREAK MANAGEMENT

- **Recommendation 1:** Provide funding and human resources, including immediate access to readily available professional teams for homes in outbreak, to support outbreak management procedures.
- **Recommendation 2:** Proactively establish and formalize partnerships between Home Leadership Teams, Public Health Units, Hospitals, Ontario Health Teams, Local Health Integration Networks, and Ministry of Health, Ministry of Long-Term Care, and Ministry of Labour, Training and Skills Development to mobilize resources and support homes in preventing and responding to outbreaks.
- **Recommendation 3:** Continue mandatory testing for all staff and residents on a regular basis in order to enable quick identification of outbreaks and incorporate rapid testing into screening protocols with funding and resources to support this.
- **Recommendation 4:** Prioritize testing of long-term care staff and residents, ensure that test results come back within at least 48 hours and provide Medical Directors and LTC Management with clinical access to the Ontario Laboratories Information System (OLIS) so that they can retrieve test results for all staff and residents in their Homes.
- **Recommendation 5:** Ensure all homes have access to the swabs they need to swab all residents and staff or any other testing methodology that may be introduced.

## STAFFING

- **Recommendation 6:** Develop and implement a long-term care health human resources strategy focusing on recruitment, retention, education and training, and technology to meet the challenges facing the sector and build resiliency and capacity to respond to infections disease outbreaks.
- **Recommendation 7:** Address precarious workforce by providing funding for full-time employment with benefits to staff.
- **Recommendation 8:** Legislate and increase funding to allow long-term care homes to provide at least four hours of nursing and personal care for each resident daily.

## EDUCATION AND TRAINING

- **Recommendation 9:** Provide staff with standardized training, including licensing of PSWs, and education across the sector related to compliance, mandatory reporting, human resources (as applicable) as well as clinical skills, personal protective equipment, infection prevention and control, and provide access to better resources to assist with this.
- **Recommendation 10:** Provide residents and their families with standardized training and education across the sector related to personal protective equipment, infection prevention and control, diversity and inclusion, and provide the resources needed to assist with this.

## FUNDING

- **Recommendation 11:** Provide municipalities with adequate, sustainable funding that reflects the true costs of operating a long-term care home, relieving municipalities of the responsibility for increased health care costs.
- **Recommendation 12:** Establish funding model based on residents' current acuity and needs to ensure appropriate levels of frontline staff, support staff and direct care resources, including stable funding for all homes to establish and maintain PPE supplies as well as infection prevention and control supplies.



- **Recommendation 13:** Reverse funding reductions for pharmacy, and at a minimum do not undertake further cuts in 2021.
- **Recommendation 14:** Provide High Intensity Needs funding for short-stay respite residents and short-stay convalescent care program residents in special circumstances when residents or staff are at risk.

## CAPITAL FUNDING – PHYSICAL BUILDINGS

- **Recommendation 15:** Increase funding for minor capital funding program to support ongoing compliance requirements and allow for enhanced infection prevention and control measures.
- **Recommendation 16:** Incentivize LTC to redevelop older homes and build new ones by:
  - increasing the construction funding subsidy per diem components
  - providing capital funding at the outset of the project
  - building or redeveloping facilities to enable economies of scale and manage infection prevention and control requirements
- **Recommendation 17:** Provide capital and operating funding to support more innovative resident centred design models, dementia friendly designs, and naturally occurring retirement communities (NORCs).

## TECHNOLOGY AND EQUIPMENT

- **Recommendation 18:** Promote and fund the development and use of innovative technologies and equipment that can support the social and emotional well-being of residents, improve data management and reporting – including a standardized approach to outbreak tracking and management across the sector – and create greater system efficiencies.

## CENTRAL LHIN ADMISSIONS

- **Recommendation 19:** Ensure the Central LHIN provides accurate and up-to-date information for each resident at the time of application and admission.

## FOOD AND NUTRITION SERVICES

- **Recommendation 20:** More staffing supports and funding are needed to improve the food and nutrition care of those living in long-term care homes as identified in the [Auditor General Report](#). These issues include the dining room experience, meeting residents' nutritional care needs, food quality and safety, food purchasing and performance measurement.

## OVERSIGHT

- **Recommendation 21:** Consider a standardized approach to oversight which focuses on quality improvement and resident-centred care including a review of inspection protocols.

## LEGISLATIVE REFORMS

- **Recommendation 22:** Review regulatory framework to ensure it is consistent with and supports the goal of true resident centred-care.
- **Recommendation 23:** Ensure new directions and requirements related to COVID-19 response are clear and consistent between all ministries and the LHINs.

## PARTNERSHIPS FOR INTEGRATING LONG-TERM CARE INTO HEALTH CARE SYSTEM

- **Recommendation 24:** Include long-term care homes in the governance structure of every Ontario Health Team across the province as a key partner in planning and delivery of local health care to ensure representation on planning and decision-making tables.
- **Recommendation 25:** Call on the federal government to address shortcomings in the long-term care system, including funding for human resources and infrastructure.
- **Recommendation 26:** Consider national standards for the LTC sector (staffing levels, training, and infrastructure) using model of Canada Health Act, with new federal dollars tied to national standards.
- **Recommendation 27:** Develop Ontario Seniors Strategy with recommendations to support reform and priority needs of LTC sector including LTC Homes, Retirement Homes, Home and Community Care, Supportive Housing, and Independent Living supports.
- **Recommendation 28:** Provide capital and operating funding and regulatory supports to facilitate the spread and scale of campuses of care.

On January 28, 2021 Regional Council made the following decision:

1. That Regional staff continue discussions with the Province of Ontario and Durham Region related to a potential Provincially preferred southern solution as an alternative to the preferred solution identified in the Upper York Sewage Solutions Environmental Assessment and report back on the status of discussions in February 2021.
2. That Council affirm its support for the Lake Simcoe Solution as documented in the Upper York Sewage Solutions Environmental Assessment per the resolution approved by Durham Council on [December 16, 2020](#).
3. The Regional Clerk circulate this report to the Premier, all Members of Provincial Parliament in Durham and York Regions, and the Clerks of the local municipalities in the Region of Durham and York Region.

The original staff report is attached for your information. More information including recorded votes on this item can be found in the [minutes](#) of the meeting.

Please contact Mike Rabeau, Director, Capital Planning and Delivery at 1-877-464-9675 ext. 75157 if you have any questions with respect to this matter.

Regards,

**Christopher Raynor** | Regional Clerk, Regional Clerk's Office, Corporate Services

---

The Regional Municipality of York | 17250 Yonge Street | Newmarket, ON L3Y 6Z1  
O: 1-877-464-9675 ext. 71300 | [christopher.raynor@york.ca](mailto:christopher.raynor@york.ca) | [york.ca](http://york.ca)

Our Mission: **Working together to serve our thriving communities – today and tomorrow**

# The Regional Municipality of York

Committee of the Whole  
Environmental Services  
January 14, 2021

Report of the Commissioner of Environmental Services

## Upper York Sewage Solutions Individual Environmental Assessment Approval Status Update

### 1. Recommendations

1. That Regional staff continue discussions with the Province of Ontario and Durham Region related to a potential Provincially preferred southern solution as an alternative to the preferred solution identified in the Upper York Sewage Solutions Environmental Assessment and report back on the status of discussions in February 2021.
2. That Council affirm its support for the Lake Simcoe Solution as documented in the Upper York Sewage Solutions Environmental Assessment per the resolution approved by Durham Council on [December 16, 2020](#).
3. The Regional Clerk circulate this report to the Premier, all Members of Provincial Parliament in Durham and York Regions, and the Clerks of the local municipalities in the Region of Durham and York Region.

### 2. Summary

The purpose of this report is to provide an update on the Upper York Sewage Solutions (UYSS) Environmental Assessment file and subsequent information related to an alternative solution proposed by the Province. With continuing uncertainty for wastewater servicing in the three impacted communities (Towns of Aurora, Newmarket and East Gwillimbury), this report summarizes the current state of the project.

#### Key Points:

- The UYSS project was developed to provide wastewater servicing capacity to accommodate Provincially approved growth for 153,000 people (residents and workers) in the Towns of Aurora, Newmarket, and East Gwillimbury
- In July 2014, the UYSS Environmental Assessment was submitted to the Province for approval
- In January 2016, the then Ministry of the Environment and Climate Change published its positive review of the Environmental Assessment and the identified

preferred alternative (Ministry Review)

- In December 2016, the Region was informed that the Province had to complete the Crown's Duty to Consult obligation with Indigenous peoples
- In July 2020, the Chippewas of Georgina Island First Nation completed their Peer Review of the Environmental Assessment. The Peer Review did not contain any new information that would alter the findings of the Ministry Review
- On July 17, 2020, the Minister of Environment Conservation and Parks (Minister Yurek) sent a letter to Chairman Emmerson advising the Region that the Province is considering options, including a potential southern trunk sewer, as an alternative to the preferred alternative identified by the UYSS Environmental Assessment
- On December 2, 2020 Durham Works Committee approved the following resolution "Request from the Region of Durham that the Region of York affirm by Resolution its support for the Lake Simcoe Solution as Documented in the Upper York Sewage Solutions (UYSS) Environmental Assessmentadd resolution"

### 3. Background

#### **Upper York Sewage Solutions Environmental Assessment was completed in July 2014**

The UYSS project was developed to provide wastewater servicing capacity to accommodate Provincially approved growth for 153,000 people (residents and workers) in the Towns of Aurora, Newmarket, and East Gwillimbury. The proposed project includes a world-class Water Reclamation Centre in the Town of East Gwillimbury and a project-specific total phosphorus off-set program that would significantly reduce phosphorus levels in the Lake Simcoe watershed.

In July 2014, the UYSS Environmental Assessment was submitted to the Province for approval after completion of more than five years of extensive scientific study and consultation with the public, stakeholders and Indigenous peoples, including the Chippewas of Georgina Island First Nation. Following expected timelines, a decision on the approval was anticipated in February 2015.

In January 2016, the then Ministry of the Environment and Climate Change published its positive review of the Environmental Assessment and the identified preferred alternative. The Ministry Review stated that Ministry staff were satisfied that the Region properly completed the Environmental Assessment process and complied with the *Environmental Assessment Act*.

In December 2016, the Region was informed that the Province had to complete the Crown's Duty to Consult obligation with Indigenous peoples, advising that this process would delay project approval. At the time, senior Ministry staff advised this process would be completed by Summer 2017. Upon the Ministry's request in March 2017, the Region completed a voluntary Health Impact Assessment in consultation with the Chippewas of Georgina Island

First Nation in November 2018. The independent Health Impact Assessment found positive results in support of the Environmental Assessment and preferred alternative.

Communications and meetings among the Province, Region and the Chippewas of Georgina Island First Nation related to the Duty to Consult occurred and led to creation of a transfer payment agreement between the Province and the First Nation for review of the Environmental Assessment. This agreement was signed in October 2019.

### **The Chippewas of Georgina Island First Nation completed their Peer Review of the Environmental Assessment and provided no new information**

Since October 2019, the Chippewas of Georgina Island First Nation undertook their peer review of the UYSS Environmental Assessment, fully funded by the Province. The Chippewas of Georgina Island First Nation peer review was completed and submitted to the Province on June 30, 2020. The Region received a copy of the Chippewas of Georgina Island First Nation peer review in September 2020 and responded to the points raised. After the Region's review of the Chippewas of Georgina Island First Nation submission, no new information was identified that would change the positive conclusions of the Ministry Review of the UYSS Environmental Assessment released in 2016. Provincial staff have also confirmed this separately. The Region submitted its response to the Chippewas of Georgina Island First Nation peer review to the Ministry of Environment Conservation and Parks in November 2020.

### **Approval in principle for Disaster Mitigation and Adaptation (DMAF) Funding**

In 2018, the Region and the Lake Simcoe Region Conservation Authority (LSRCA) submitted an expression of interest to the Federal Government for a potential treatment facility on the Holland River designed to remove phosphorus generated in the Holland Marsh. The principle of the submission was that it would potentially serve as an alternative to the stormwater retrofits proposed in the UYSS and use DMAF and UYSS project funding to build the facility. With the federal funding, the resulting treatment facility would cost approximately the same as the proposed stormwater retrofits for the UYSS project but would beneficially remove many times more phosphorus (approximately several tonnes compared to a projected 500 kg). Leveraging Federal funding provides a significant benefit to UYSS project, the Region and Lake Simcoe.

During the spring of 2020, the Federal Government contacted the Region and requested submission of a full application for the Holland Marsh treatment facility in conjunction with a further funding round as part of the broader COVID-19 response and potential economic stimulus. The Region and LSRCA submitted a full application with the caveat that the Region could not fund their portion of the project without approval of the UYSS and the approved change from stormwater retrofits to the Holland Marsh treatment facility as part of the proposed Phosphorus off-set program. The Federal Government informed York Region and subsequently publicly announced in November 2020 that the DMAF submission was approved in principle. Further discussions would need to ensue on the balance of the funding.

## **July 17, 2020 letter from the Minister signals the Province is re-examining all options which may result in a southern sewer route**

[Minister Yurek's letter](#) to Chairman Emmerson advised the Region that the Province is considering all options, including a potential southern trunk sewer, as an alternative to the UYSS project. At this time, the Minister's letter and discussions with the Province have not provided the detail necessary to inform Council of the specific scope and impact of the Province's intentions for an alternate wastewater servicing solution or the means for implementing such a concept by 2026, the targeted in-service date. Currently, Region staff are seeking clarity on the Provincial approach to implement any alternative solution and a Provincial decision on the UYSS Environmental Assessment is still pending.

### **4. Analysis**

#### **Region continues to advance discussions with the Province**

York Region continues to support and stand-by the UYSS Environmental Assessment and the identified preferred solution. The Region concluded that it is the best solution and a great opportunity for the Lake Simcoe watershed by providing several benefits. A Provincial staff review has supported these conclusions. Despite having a world class solution, rigorously determined through the UYSS Environmental Assessment process, the Region has engaged in discussions with the Province with the ultimate goal of establishing a viable servicing solution for the affected communities. Regional staff have endeavored to advance discussions with the Province to obtain details on the Province's positions and plans to explore an expedited alternative wastewater servicing solution involving a potential southern (Lake Ontario) alternative.

#### **Province has engaged Durham Region given implications of a potential southern servicing solution**

The Province has communicated with Durham Region, who along with York Region, co-own Duffin Creek Plant and York Durham Sanitary Sewer Primary System, including the Primary Trunk Sewer. Provincial staff, at the Region's urging, have advised Durham Region of this Provincial initiative because of the co-ownership implications of a potential southern solution. Details of these discussions were provided to Durham Region Council in a staff report on [November 25, 2020](#). Durham Region Council provided authority to Durham Region staff to engage in further discussions with the Province to determine impacts and mitigating factors related to the Provincial proposal.

York Regional staff will continue to work with the Province, Durham Region, and affected Indigenous communities to determine an implementable solution to long-term servicing needs for the Towns of Aurora, Newmarket and East Gwillimbury. York Region continues to support the Environmental Assessment submitted to the Province in 2014. The Water Reclamation Centre meets the Province's imposed condition to include an "Innovative Wastewater Treatment Technologies (Innovative Alternative) such as development and use of a wastewater purification system and water recycling facilities to be located in The

Regional Municipality of York”. The Region fully assessed and inventoried the potentially affected natural, built, social, economic and cultural environments as defined by the *Environmental Assessment Act* and established a solution that will provide a lasting benefit to the watershed. The Region still awaits a Provincial decision on the Individual Environmental Assessment. In accordance with the request from Durham Council it is recommended that Regional Council affirm its support for the Lake Simcoe Solution as documented in the Upper York Sewage Solutions (UYSS) Environmental Assessment.

## 5. Financial

The 2020 Capital Program carries a total project cost for the UYSS project of \$628 million. Approximately \$100M has been spent to the end of 2020, \$475M remains in the 10-year plan for the proposed project. With an Environmental Assessment approval in early 2021, the project could have been ready for operation by the end of 2028.

A Provincial southern alternative has not been advanced through design or subjected to a rigorous cost analysis due to the early stages of work underway in response to the province’s inquiry. Progressing with a large complex trunk sewer has not been contemplated in detail to date. A potential southern Lake Ontario alternative servicing solution was screened out during the comparison of the benefits and challenges of potential alternative servicing solutions during the UYSS Environmental Assessment process.

## 6. Local Impact

### **Region is advancing Interim Solutions to mitigate approval delays**

The UYSS project remains critical for servicing Provincially mandated growth in the Towns of Aurora, Newmarket and East Gwillimbury. To support continued growth in these communities, on June 28, 2018, Council authorized an assignment of capacity for 10,500 persons due to the completion of two interim solutions:

- modifications to the Aurora Pumping Station Equalization Tank
- construction of a new Henderson Pumping Station

An additional capacity of 1,000 persons is reserved for Centres and Corridors in these three municipalities once the capacity provided by the interim solutions is complete. The Region remains committed to monitor system performance and investigate additional interim solutions. To assist local municipalities in managing and planning for long-term growth, staff will provide Council with a capacity monitoring report in 2021.

Further discussions are on-going with the three affected municipalities to consider feasible options to generate short-term wastewater capacity. Concepts include wastewater attenuation of peak flows, local private servicing, inflow and infiltration reduction and other infra-stretching options. These are being considered and advanced by Regional staff.



## **Region is implementing modifications to the existing York Durham Sewage System in the Town of Newmarket**

On March 7, 2018, the Province issued a Declaration Order to exempt modifications to the York Durham Sewage System, which was a component of the UYSS project, from the requirements of the *Environmental Assessment Act*. With the Declaration Order, the Region has proceeded to implement this infrastructure in the Town of Newmarket (twinning of the forcemain and alterations to the Newmarket Sewage Pumping Station and the Bogart Creek Sewage Pumping Station). Construction started in June 2019 and commissioning is expected in 2021. Commissioning of the new forcemain will unlock capacity for 1,500 persons in the Town of Newmarket in accordance with the 2016 capacity assignment.

## **7. Conclusion**

It is recommended that Regional staff continue discussions with the Province of Ontario and Durham Region related to a potential provincially preferred southern solution as an alternative to the preferred solution identified in the UYSS Environmental Assessment with the ultimate goal of establishing sewage servicing for the affected communities. It is also recommended that Council affirm its support for the Lake Simcoe Solution as documented in the UYSS Environmental Assessment.

---

For more information on this report, please contact Mike Rabeau, Director, Capital Planning and Delivery at 1-877-464-9675 ext. 75157. Accessible formats or communication supports are available upon request.

Recommended by: **Erin Mahoney, M. Eng.**  
Commissioner of Environmental Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

Private Attachments: (1)  
December 17, 2020  
#12009775



**Corporate Services Department**  
Finance Division

Honourable Doug Ford, Premier of Ontario  
[doug.fordco@pc.ola.org](mailto:doug.fordco@pc.ola.org)

February 2, 2021

**RE: Significant Negative Impacts of Current Value Assessments in Perth County**

---

Dear Premier Ford,

During the January 28<sup>th</sup>, 2021 Perth County Council meeting a resolution was passed directing staff to write a letter to the Province highlighting the concerns of assessment delays. The motion reads:

WHEREAS the property tax system is based on current value assessment;

AND WHEREAS the current delay in assessment does not utilize the Province's model of CVA,

THEREFORE, County Council direct staff to correspond with the Premier, the Finance Minister, the Minister of Municipal Affairs, Minister of Agriculture, Perth's MPP to move forward with implementing reassessment based on CVA, and that copies of the correspondence be sent to all Ontario municipalities.

**Primary Concerns:**

- The 2016 assessment valuation does not use the property tax model of Current Value Assessment (CVA). The assessment valuations in use are 5 years old.
- Assessment delays do not benefit all tax classes equally by shifting the assessment disproportionately between residential and farmland.
- Assessment delays create skepticism in the overarching framework of CVA and this skepticism causes citizens to question the Provincial model and process of CVAs.
- Current legislation restricts the ability for local government flexibility, as the ratio for residential tax class cannot be changed from a ratio of 1.00.

A further delay in reassessment continues to create challenges in how local government, along with tax policy, is ensuring the appropriate assessment values pay for their appropriate allotment of taxation levies. Local tax levies are developed within the constraints of the boundaries that provide the services to their communities. With property assessment valuations being 5 years past due, it causes citizens to question the validity of the system of property taxes that the Province of Ontario adheres to.

**Corporation of the County of Perth** 1 Huron Street, Stratford, Ontario, Canada N5A 5S4  
t. 519-271-0531 f. 519-271-6265 [www.perthcounty.ca](http://www.perthcounty.ca)

This is particularly exacerbated in a community such as Perth County that is a mix of urban and rural. The 2016 assessment valuation significantly shifted property taxes to the farmland class, which was phased in over the past 4 years. The shift was significant enough that the residential class has seen decreases in their portion of the overall municipal burden while the burden on farmland is disproportionately increasing.

Natural assessment valuation shifts do impact the tax policies of local governments with an urban-rural mix and more directly follow the overall property tax model of CVA. Equipping municipalities with the knowledge of the set dates related to reassessment and new valuation dates, provides the ability for key financial municipal departments to better plan for these assessment shifts that cannot be alleviated through tax ratio changes.

Below is some further information that outlines the significant impact on Perth County in particular:

- The overall tax burden on Perth County farmland increased from 21% in 2016 to 29% in 2020 of the overall levy. These percentages do include growth from 2017 to 2020. The amount of farmland would be higher in relation to phase in assessment amounts only. Based on 2020 without growth the percentage burden would have been higher than the 29%.
- The geography of Perth County is unique as it includes two urban center single tiers: The City of Stratford and The Town of St. Marys. This pushes the amount of farmland within the two-tiered structure of Perth County to greater than 90% of the total area covered by farmland.
- As they are single tier municipalities, The City of Stratford and The Town of St. Marys do not assist in subsidizing farmland as they would if they were part of a true two tiered structure. All of the Perth County's OMPF allocations are categorized as transitional, which is soon to be phased out completely. As of 2021, \$1,020,400 still remains to be phased out of the County's budget

In summary, Perth County is asking the province to update the CVA calculations to bring them in line with current property valuations and further to consider the impacts of the urban-rural mix of the region and the resultant impact causing residents to disproportionately carry the tax burden over citizens in neighbouring regions without the inclusion of single tier municipalities in their borders.

We look forward to hearing from you.

Sincerely,



Corey Bridges, Manager of Finance / Treasurer  
On behalf of Perth County Council

Cc:

Minister of Finance – Peter Bethlenfalvy  
Minister of Municipal Affairs and Housing – Steve Clark  
Minister of Agriculture – Ernie Hardeman

Perth Wellington MPP – Randy Pettapiece  
All Ontario Municipalities

January 27, 2021

City of Newmarket

Good Afternoon,

On behalf of Girl Guides of Canada, Ontario Council, we are requesting to have the Riverwalk Commons and the Fred A. Lundy Bridge lit up on February 22, 2021 in honour of World Thinking Day. For over 90 years, World Thinking Day has been celebrated annually on February 22 and unites Girl Guides around the world for a day of international friendship. It is an opportunity to speak out on issues that affects girls and young women, celebrate the founding of Girl Guides and be connected to the 10 million members in 50 countries who are part of the Guiding movement. The theme for this year's World Thinking Day is peacebuilding, encouraging girls to stand together for peace.

Across Canada, landmarks from coast to coast will be spreading awareness and participating in this important day by lighting up in "Guiding blue". We would love for the City of Newmarket to participate in helping us shine our Guiding lights in support of girl empowerment!

More information on Girl Guides of Canada can be found at <https://www.girlguides.ca>. More information on World Thinking Day, recognized by Girl Guides and Girl Scouts worldwide, can be found here, <https://www.wagggs.org/en/what-we-do/world-thinking-day/>.

We are requesting that the monuments be lit up in blue (RBG 0, 98, 152) and we have included a colour sample below.



Thank you for your consideration,



Lisa Nicholas & Melissa Martin,  
Provincial Commissioners, Ontario Council



**Kiran Saini**  
Deputy Town Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: ksaini@newmarket.ca  
Tel: 905-953-5300 ext. 2203  
Fax: 905-953-5100

January 25, 2021

Sent to [REDACTED]

Dear Bob Thivierge:

**RE: Proclamation Request - March - Month of Optimism**

---

I am writing to advise that your proclamation request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#), and the Town of Newmarket will proclaim March as the Month of Optimism. Your proclamation request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

In addition, the community flag pole located at Peace Park on Cane Parkway will fly your flag from March 1<sup>st</sup> to 8<sup>th</sup> to recognize the Month of Optimism. Please note that the flag must be dropped off at the Town of Newmarket Operations Centre at 1275 Maple Hill Court by 4:30 PM on Wednesday, February 24, 2021, ATTN: Nick Evans.

If you have any questions regarding the above, please feel free to contact the undersigned.

Yours sincerely,

A handwritten signature in black ink that reads "Kiran Saini".

Kiran Saini  
Deputy Town Clerk  
KS:jg



## Riverwalk Commons and Fred A. Lundy Bridge Lighting Request Application

The Endometriosis Network Canada is participating in a nation-wide event calling for Endometriosis awareness for the 8th year in a row on Saturday March 27th, 2021. Endometriosis affects approximately 1 in 10 girls, women, and transgender individuals, and there is no cure. Due to a lack of awareness and education, it takes between 7-12 years to get a diagnosis. Here in Canada, there are annual events that take place in each major region however we have had to opt for virtual events for the time being due to the pandemic.

The Endometriosis Network Canada (TENC) is the only organization in Canada dedicated to providing education, support and awareness, to those living with endometriosis nationally. TENC is currently in its fifth year of being recognized as a charity. The Endometriosis Network Canada was previously incorporated as a not-for-profit in November, 2012 by a group of people with endometriosis, who met through a Toronto-based endometriosis in person support group. This group of individuals recognized the great need to provide Canadians with resources to help improve their quality of life with this chronic disease. The Endometriosis Network Canada has had the opportunity to draw upon top medical experts in the country and internationally, as well as networking across Canada with endometriosis patients. The mission of TENC is to promote awareness while providing education, support and resources nationally, for people with endometriosis and those whose lives it touches.

As a result of the support and educational programming TENC has made available, feedback has shown that feelings of isolation and hopelessness can be replaced by empowerment and comfort in knowing that others understand. Willingness to advocate for oneself, and try new streams of treatment often follows.

The Endometriosis Network Canada is a volunteer-run, incorporated, not-for-profit organization whose mission is to facilitate & promote a patient-centred approach to managing endometriosis. We aim to reduce the diagnostic delay from 7 – 12 years that frequently follows visiting multiple doctors, and receiving conflicting or incorrect information. Long delays in diagnosing endometriosis result in more years of pain and suffering, and lost productivity. Living with debilitating symptoms without a diagnosis often results in dismissal of symptoms by friends, family, and medical professionals, and this can lead to anxiety, depression, and social isolation.

To accomplish this we are working to provide:

- Education of teens to ensure earlier recognition of symptoms
- Education for those with endometriosis, and their support people
- Increased awareness of endometriosis in the general public





- A support network accessible nationwide through the use of online forums, social media, in-person and virtual support programs

The Endometriosis Network Canada will work to reduce the burden of living with such a life-altering condition.

The Endometriosis Network Canada is requesting to have Riverwalk Commons and Fred A. Lundy Bridge lit yellow for the nation-wide Endometriosis awareness day on Saturday, March 27th, 2021. The lighting will help to create more awareness for Endometriosis, and we are hoping that we will be able to draw unity within the community from this lighting. We will be informing our community about the monument lighting via our social platforms upon approval. If you are interested in more information about TENC please visit us any our social media links below.

Thank you for considering The Endometriosis Network Canada for this monument lighting opportunity.



**Alexis Nikolich**  
Board of Directors

Awareness, Education, Support, Hope  
Website: [endometriosisnetwork.com](http://endometriosisnetwork.com)  
Facebook: [The Endometriosis Network](https://www.facebook.com/TheEndometriosisNetwork)  
Instagram: [@endonetwork\\_canada](https://www.instagram.com/endonetwork_canada)  
Twitter: [@TheEndoNetwork](https://twitter.com/TheEndoNetwork)





January 20, 2021

**SUBJECT: Lighting up the Riverwalk Commons and Fred A. Lundy Bridge in red on World Tuberculosis Day on March 24**

Dear representatives of the town of Newmarket,

We are reaching out to you today as we kindly ask for your support in lighting up the Riverwalk Commons and the Fred A. Lundy Bridge in red to show solidarity on World Tuberculosis Day on March 24. We are part of a global movement of passionate citizens, committed to raising our voices for a world without extreme poverty through strategic advocacy actions.

Tuberculosis (TB) is a leading global cause of death and kills 1.5 million people each year. The infectious disease can be found in every continent, but predominantly affects people living in poorer conditions, including across Canada. World TB Day occurs annually on March 24th and is one of eight official global public health campaigns marked by the World Health Organization. The day commemorates the day in 1882 that Dr. Robert Koch discovered the cause of tuberculosis, a turning point in the fight against a disease that raged across Europe and the Americas at the time. On this day advocates across the world stand in solidarity with one another and alongside the communities affected by this devastating disease by lighting their landmarks in red. Last year, a number of various monuments around the world were lit up in red, including in Calgary, Montreal and Toronto. We would like to repeat this and go beyond this year!

TB is a relatively unknown and neglected disease, despite the global devastation it has wreaked for centuries. Lighting up Riverwalk Commons and the Fred A. Lundy Bridge will help to build awareness of the impact the disease has in Canada, in Newmarket and around the world. In participating in this on World TB Day this year, the town of Newmarket demonstrates their solidarity in the global fight against tuberculosis and will help to generate the global leadership we need to see the eradication of the disease.

If you would like to get more information about the campaign, do not hesitate to contact us. We look forward to hearing from you and we thank you for considering this great solidarity opportunity!

In solidarity,



Veda Jain-Allington  
Volunteer/Fellow  
vedaalison@gmail.com



THE HOSPITAL FOR  
SICK CHILDREN

To whom it may concern,

On behalf of the staff at The Hospital for Sick Children's Division of Nephrology, I would like to submit our application for the Riverwalk Commons and the Fred A. Lundy Bridge special lighting request, in honor of **World Kidney Day on March 11, 2021**. This is a special event for the children at the hospital who are affected with kidney disease and their families, and a global event that celebrates these patients, provides education about kidney disease to all those interested, and recognizes research being done to improve the lives of affected patients.

Nature of the cause:	World Kidney Day is an annual event that occurs across the globe in support of kidney health. This will be the sixth year that The Hospital for Sick Children in Toronto is hosting an all-day event for World Kidney Day. This is a special event for the children at the hospital who are affected with kidney disease and their families, and a global event that celebrates these patients, aims to increase awareness of kidney disease, and highlights research being done in the field of kidney health and disease.
History/background:	World Kidney Day is a global awareness campaign aimed at raising awareness about the importance of our kidneys. World Kidney Day began in 2006, and has been growing around the globe ever since. Organizations around the world hold events on this day to highlight the kidneys and patients affected with kidney disease, showcase research being done in the field, and increase understanding about how to maintain good kidney health.  Promoting kidney health is of utmost importance to everyone at The Hospital for Sick Children. Each year, thousands of children and young adults are seen at SickKids for kidney-related conditions and diseases, which can be life-threatening. Preventing these diseases and understanding how to treat them is central to our goals. This will be the sixth annual World Kidney Day event held at The Hospital for Sick Children, in support of the affected children, their families, and the research being done to help improve their lives.
Benefit of lighting to the cause:	<i><b>We hope to be able to show these children that the world supports them in their fight against kidney disease, by lighting up the sky in orange on March 11, 2021.</b></i>  Last year, landmarks around the globe were lit up in orange in honor of World Kidney Day at The Hospital for Sick Children. This included the Riverwalk Commons and the Fred A. Lundy Bridge, Absolute World Towers, CN Tower, 3D TORONTO Sign at Nathan Phillips Square, Toronto City Hall Towers, Niagara Falls, Skylon Tower, Peace Bridge, Vancouver City Hall, City of Coquitlam Fountain/SkyTrain, Telus Spark, Reconciliation Bridge, Calgary Tower, Torch Doha, Kilkenny Castle, BC Place, Whistler Resort, Burlington City Pier, Edmonton High Level Bridge, Montreal Olympic Park Tower, Kelvingrove Art Gallery & Museum, Canada Place Sails of Light, Emirates Spinnaker Tower, and Telus Science World. Knowing that they have supporters helps give these children the strength to keep on fighting.
Benefit of lighting to the community:	The lighting of the Riverwalk Commons and the Fred A. Lundy Bridge in orange for World Kidney Day would help to advocate for kidney health across the community and the globe. By demonstrating support for this important event, we hope that the lighting of major landmarks will help to inspire those in the community to learn more about their kidneys, and the importance of maintaining kidney health.
Advertising:	The Riverwalk Commons and the Fred A. Lundy Bridge iconic image will be displayed on all promotional items and advertisements placed around the hospital for this event.
Requested date:	Thursday, March 11, 2021
Requested color:	Orange
Links:	For more information on World Kidney Day: <a href="http://worldkidneyday.org">worldkidneyday.org</a> For more information on The Hospital for Sick Children: <a href="http://sickkids.ca">sickkids.ca</a>

Thank you in advance for your consideration of our application. We look forward to hearing from you at your earliest convenience.

Best regards,

Natasha Jawa

Clinical Research Project Manager  
Division of Nephrology, The Hospital for Sick Children  
555 University Avenue, Toronto, ON | M5G 1X8  
Email: [natasha.jawa@sickkids.ca](mailto:natasha.jawa@sickkids.ca)