



Corporate Report

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DATE: September 1, 2009

TO: Chair and Members of Planning and Development Committee
Meeting Date: September 21, 2009

FROM: Edward R. Sajecki
Commissioner of Planning and Building

SUBJECT: **Regional Official Plan Amendment 23 (ROPA 23) Housing Policies**

- RECOMMENDATION:**
1. That the proposed *Regional Official Plan Amendment 23 Housing Policies*, attached as Appendix 1, be supported subject to the modifications identified and detailed in Appendix 2 of the report titled "*Regional Official Plan Amendment 23 (ROPA 23) Housing Policies*" dated September 1, 2009 from the Commissioner of Planning and Building.
 2. That the report titled "*Regional Official Plan Amendment 23 (ROPA 23) Housing Policies*", dated September 1, 2009 from the Commissioner of Planning and Building, be forwarded by the City Clerk to the Region of Peel, the City of Brampton and the Town of Caledon.

BACKGROUND: The Peel Regional Official Plan Review (PROPR) is underway to bring the Regional Official Plan into conformity with recent provincial initiatives and legislation. It is also the mandatory five-year review required by the *Planning Act*.

A report titled “*Peel Region Official Plan Review – Update*” from the Commissioner of Planning and Building which summarized the PROPR process was brought forward to Planning and Development Committee on January 12, 2009.

The PROPR work program was approved by Regional Council in September 2007. It consists of 15 focus areas as illustrated in Figure 1 below. Mississauga staff has participated on working committees, reviewed draft discussion papers and attended Regional workshops as part of the PROPR process. In addition to comments on planning matters, policies have been reviewed to ensure there is no duplication of municipal responsibilities.

FIGURE 1:
Region of Peel Official Plan Review, 15 Focus Areas



The results of the PROPR are intended to be implemented through several Regional Plan Amendments (ROPAs). ROPA 23 Housing Policies brings forward the policy recommendations from the draft Housing Strategy, which is required by the *Growth Plan for the Greater Golden Horseshoe (Places to Grow)*. It was brought forward to Regional Council, General Committee on June 19, 2009. The *Housing Strategy* is intended to identify housing issues, needs and

demands and develop actions to provide opportunities for a full range of affordable, accessible and appropriate housing for Peel's current and future residents.

Previous ROPAs have been brought forward on June 29, 2009 (ROPA 22: Transportation Policies); May 4, 2009 (ROPA 21 Regional Official Plan Amendment 21 Proposing Changes to Natural Heritage, Agriculture, Air Quality and Integrated Waste Management); and March 30, 2009 (ROPA 20 – Sustainability and Energy Policies).

The amendments, focus areas, and dates for the remaining ROPAs are:

- ROPA 24 – Places to Prosper – Greenbelt Conformity, Growth Management, Regional Forecasts, Employment Lands and Strategic Infrastructure Study Areas (July 2009);
- ROPA 25 – Monitoring and Housekeeping Bill (Bill 51 only) (September 2009);
- ROPA 26 – Transportation Schedules and Housekeeping (Fall 2009 to Winter 2010), and;

In addition, the proposed ROPA bundles and dates are guidelines. The timing and grouping of focus areas may change as staff work through the PROPR process.

PRESENT STATUS: The Region of Peel has requested comments on ROPA 23, attached as Appendix 1.

COMMENTS: ROPA 23 Housing Policies

ROPA 23 proposes amendments and additions to Section 5.5 of the Region of Peel *Official Plan* with the introduction of specific policies in the following subject areas:

- Supply of Affordable Rental and Ownership Housing;
- Retention of Existing Housing Stock;
- Energy Efficient Housing;

- Housing Options for Persons with Special Needs and Diverse Populations; and,
- Barriers to Access Housing.

In addition to these new policies, ROPA 23 proposes additions to the *Housing Section, General Policies*. This amendment has been reviewed by City Staff involving all City Departments. Detailed comments are provided in Appendix 2 and summarized below.

Mississauga staff generally support the proposed *General Policies*; however, the *Housing Strategy* would benefit from additional clarification and strategies on the provision of subsidized housing. This would also contribute to the needs identified through the Region's *Housing Strategy* in relation to *diverse populations*¹. This is an area which is directly under Regional mandate. Further policies which address this core need in housing should be undertaken.

General Policies

The additions to the general policies have three directions:

- encouraging intensification and compact development;
- supporting the Region's *Housing Strategy*; and,
- policies related to the new housing targets.

The policies on residential intensification could result in conflicts and land conversions in inappropriate locations, and run against the objectives in Mississauga's Official Plan preserving stable residential neighbourhoods. These policies should be changed to have regard for the objectives, goals and policies in the area municipal official plans. This comment is also applicable to policies giving priority to the development of affordable housing on surplus Regional municipal property (5.5.3.2.10) and encouraging community agencies to develop affordable housing (5.5.3.2.13). Absent from the policies is a reference to the community infrastructure under Regional mandate required to support residential development and intensification.

¹ Diverse populations are defined in ROPA 23 as distinct groups within our population that require different levels of services and needs which may include and are not limited to older adults, children, youth, diverse ethnic populations, Aboriginal persons and recent immigrants.

Regional staff is including annual housing targets as part of ROPA 23 (see table below). Staff support the targets for social housing which is under Regional mandate and support the overall targets for the Region of Peel. The Region should encourage the area municipalities to develop their own targets and remove the municipal targets from the Regional Official Plan. This would be inline with the *Growth Plan* which requires municipalities to establish affordable housing targets. The figures currently proposed for the municipalities could be included as guidelines in the Regional *Housing Strategy*. These guidelines could then be used as input into the City's *Affordable Housing Strategy and Action Plan*.

ROPA 23: Table 4 – Annual Housing Targets for Peel

	Social Housing	Affordable Rental	Market Rental and Affordable Ownership	Market Ownership
Brampton	12%	6%	37%	44%
Mississauga	15%	6%	34%	45%
Caledon	9%	4%	28%	59%
Peel	17%	3%	35%	45%

Policies encouraging targets for each secondary plan (5.5.2.10) should be amended and apply to the municipality as a whole. This is a level of detail which should be left to area municipal official plans. Requiring targets for each secondary plan could be detrimental to the character of established communities.

Mississauga staff also have questions on the implementation of the housing targets and the implications of the targets not being met.

Supply of Affordable Rental and Ownership Housing

Mississauga staff generally support policies aimed at increasing the supply of affordable rental and ownership housing; however, the policy involving streamlining planning and building permit approvals (5.5.3.2.2) should be amended from *‘work with’* to *‘encourage.’* Planning and building permit approvals are local area responsibilities.

Policies encouraging secondary suites are inline with the policies in the *Growth Plan* and the policies proposed as part of Mississauga's Official Plan Amendment 95 (OPA 95), the City's conformity amendment. OPA 95 was adopted by Mississauga City Council on June 10, 2009. Regulations for secondary suites will be determined through the preparation of the *Affordable Housing Strategy and Action Plan*.

ROPA 23 includes a policy encouraging municipalities to review and expand where single room occupancy accommodation is permitted. Mississauga has proposed zoning regulations regarding this housing type and Mississauga's *Affordable Housing Strategy and Action Plan* will also review these policies.

There is reference to incentives in the ROPA 23 policies (5.5.3.2.1 and 5.5.3.2.12) although there is no discussion of the funding source to be used for these incentives. This should be clarified.

Finally, (5.5.3.2.5) inclusionary zoning is proposed to be explored as a tool to require affordable housing. Municipalities currently do not have the authority to regulate the characteristics of residents in zoning by-laws. Bill 198 is currently before the Legislative Assembly of Ontario. This Bill proposes a *Planning Act* Amendment to allow Councils of local municipalities to pass zoning by-laws requiring inclusionary housing units and regulating the required percentage of affordable housing. Bill 198 received first reading in June 2009 and it is unknown when, or if, it will become law. As a result, these policies are premature and should be removed until the proposed legislation comes into effect and the *Planning Act* is amended.

Retention of Existing Housing Stock

Mississauga staff support the proposed policies which are aimed at protecting the rental housing stock although they suggest that these policies be changed to encourage municipalities to develop their own policies toward this end. *Mississauga Plan* includes policies on the preservation of rental housing. It is anticipated that these policies will be enhanced in Mississauga's new Official Plan and *Affordable Housing Strategy and Action Plan*.

Energy Efficient Housing

Mississauga staff generally support the policies on energy efficient housing. Requesting developers and builders to exceed Ontario Municipal Building Code standards (5.5.5.2.3) goes beyond municipal authority. This policy should be removed.

Housing Options for Persons with Special Needs and Diverse Populations

Mississauga staff support selected policies proposed regarding housing for residents with special needs. Policies regarding minimum distance requirements for group homes (5.5.6.2.4) and requiring group homes in residential neighbourhoods (5.5.6.2.9), however, are not supported. Minimum distance requirements mitigate the potential impacts of group homes in established neighbourhoods. Location criteria for group homes are a local area municipal responsibility. This policy should be removed.

Definitions

There are a number of additions to the glossary with the policies in ROPA 23. Selected definitions are very similar and would likely be a source of confusion. The definitions for single room occupancy and supportive housing is one example. Mississauga staff suggest that these could be combined to simplify the interpretation of these policies.

Mississauga staff do not support the proposed definition for rooming houses. The details of this definition should be left to the local area municipalities. As well, the proposed definition may render some of the existing local area definitions for this housing type not in conformity with the Regional Official Plan. A definition of lodging houses (referenced as rooming housing in the ROPA 23) for Mississauga's Zoning By-law is under appeal to the Ontario Municipal Board and may be revised. This definition should therefore be revised in the Regional Official Plan.

STRATEGIC PLAN: ROPA 23 addresses the “Ensuring Older Adults and Immigrants Thrive” pillar in Mississauga’s new Strategic Plan. Ensuring Affordability and Accessibility is a goal in this pillar. In this pillar there is a discussion of the affordability issues of youth, older adults and recently arrived immigrants. ROPA 21 policies and the Housing Framework that accompany it are intended to address the housing needs of all Peel residents.

FINANCIAL IMPACT: Not applicable

CONCLUSION: Generally the policies in ROPA 23 can be supported. The policies included are part of the Regional *Housing Strategy* as required by the Growth Plan. The most significant questions regarding these policies are in relation to the housing targets. Several implementation issues need to be addressed.

As well, municipalities are required to develop their own targets and, therefore, Mississauga staff request they be removed from the Regional Official Plan. The current targets can be included as guidelines for the municipalities in the Regional *Housing Strategy*.

Staff do not support the elimination of the minimum distance criteria and requirements for the location of group homes as these are local area responsibilities. Staff also request the proposed definition for rooming houses be revised as it is too detailed for a Regional Official Plan and could render some of the area municipal definitions not in conformity to the Regional Official Plan.

Mississauga staff support the promotion of affordable housing where appropriate, however, contend that affordable housing needs to be developed within the context of the overall goals, objectives and policies of the Regional and area municipal Official Plans.

ATTACHMENTS: APPENDIX 1:Region of Peel, Regional Official Plan, Regional
Official Plan Amendment Number 23 – Housing
Policies
APPENDIX 2:Summary of Comments

Edward R. Sajecki
Commissioner of Planning and Building

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Region of Peel
Regional Official Plan
Regional Official Plan Amendment 23
Housing Policies

PART A -THE PREAMBLE

1. Purpose of the Amendment

To revise and add policies related to housing to the Region of Peel Official Plan.

2. Location

This Amendment applies throughout the Regional Municipality of Peel.

3. Basis

In September 2007, Regional Council endorsed a work program to proceed with a five-year review of the Regional Official Plan (ROP) through the Peel Region Official Plan Review (PROPR) process. The review is considering amendments that are necessary to bring the ROP into conformity with relevant legislation, plans and policies including the 2005 Provincial Policy Statement (PPS) and the Growth Plan for the Greater Golden Horseshoe (Places to Grow).

The Region of Peel Official Plan was initially adopted by Council on July 11, 1996 and approved with modifications by the Minister of Municipal Affairs and Housing on October 22, 1996. The Regional Plan was subsequently updated through the ROP Strategic Update (ROPSU) process that was initiated in 2002, as a scoped review of the Official Plan. Further amendments in 2004 resulted in ROPA 11 with 24 new human service policies and 12 amended policies. The driving forces behind the need to amend human services planning policies in the ROP in 2004 include: Addressing human services issues (such as accessibility, mobility, affordable housing, and more) resulting from rapid growth; and shifting demographic patterns in Peel, such as an aging population and increasing multiculturalism.

Housing

The Regional Housing Strategy identifies housing issues, needs, and demands and develops actions to provide opportunities for a full range of affordable, accessible and suitable housing for Peel's current and future residents. The draft results of this Strategy are available on the Region's website (<http://www.peelregion.ca/planning/officialplan/timelines.htm>) and final results will be provided in a future report to Council.

Regional Official Plan Amendment 23 brings forward a revised set of Official Plan housing policies, which were derived from policy recommendations in the draft Housing Strategy. The policy recommendations in the draft Housing Strategy are part of a larger set of actions that include collaboration/partnerships, advocacy, monitoring, financial, and education considerations.

The housing policies developed under the draft Housing Strategy respond to both the 2005 Provincial Policy Statement (PPS) and Growth Plan for the Greater Golden Horseshoe (Places to Grow) requirements for the ROP. The PPS identifies the need for Planning authorities to provide for a range of housing types and densities to meet the requirements of residents in the regional market area. Places to Grow specifically requires a Housing Strategy addressing affordable housing – both ownership and rental housing,

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amongst other issues. The intent is that the ROP will provide appropriate high level strategic direction for the area municipal official plans.

The draft Housing Strategy provides suggested Regional and area municipal official plan policy direction and other actions on how the Region can work in collaboration with community agencies and the area municipalities in four themed areas. The four themes identified are: Adequate and Diverse Housing Supply, Affordable Housing Supply for Low and Moderate Income Households, Housing Options for Diverse and Special Needs Groups, and Sustainable Compact Complete Communities.

A stakeholder consultation meeting was held on April 3, 2009 to obtain input on the proposed changes to the Housing section of the ROP. Feedback from the April 3 Consultation Meeting reinforced the need to include a range of tools, incentives, and policies to address the housing needs of all residents of Peel as directed by Provincial legislation. Since the Housing Strategy Consultation Meeting, staff has reviewed all comments and made appropriate policy revisions.

The proposed amendments to achieve provincial conformity and respond to comments during the consultation process are addressed in the following policy areas related to Housing:

- Supply of Affordable Rental and Ownership Housing (for Low and Moderate Income Households);
- Retention of Existing Housing Stock;
- Energy Efficient Housing;
- Housing Options for Persons with Special Needs and Diverse Populations; and
- Barriers to Access Housing.

PART B – THE AMENDMENT

All of the Amendment entitled PART B - THE AMENDMENT, consisting of the attached text, constitute Regional Official Plan Amendment 23 to the Region of Peel Official Plan.

a. Amendments to Text

A. Chapter 5: Regional Structure Section 5.5: Housing

1. Section 5.5 is amended by adding the following after the second sentence:

“Through the sustainability themes of this plan, the Region will promote more *sustainable development* patterns, energy efficiency to limit environmental impacts of development, and social inclusion and equity while building a strong Regional economy to meet the housing needs of Peel residents. *Peel Region* attracts an educated and diverse population. Individuals and households from diverse backgrounds such as recent immigrants, persons with special needs, Aboriginal people, older adults and lone-parent families need adequate housing, including *affordable housing* that will foster liveable and vibrant communities and individual well-being.

The Region of Peel is committed to collaborating and working with key stakeholders, such as the area municipalities, senior levels of government, service and support agencies, housing providers, and community organizations to achieve a supply of affordable, accessible, adequate and appropriate housing of all types, sizes, densities and tenures to meet the existing and projected demographic and housing market requirements of current and future residents.

Important human service considerations that will guide the policy directions to achieve these objectives include *Affordable Housing* for Low and Moderate Income Households (referred to as *Affordable Housing* from this point forward), Existing Housing Stock, Energy Efficiency, Special Needs and *Diverse Populations*, and Barriers. It is expected this work will assist Peel in meeting its Human Services Plan's mandate, i.e., *Plan, manage and delivery quality, integrated human services and resources that invest in people to enable participation in the changing community and the economy.*"

B. Chapter 5: Regional Structure

Section 5.5: Housing

Sub-Section 5.5.1: General Objectives

2. Sub-Section 5.5.1 is amended by adding the word "General" before the word "Objectives".
3. Objective 5.5.1.1 is amended by adding the phrase "housing needs, and" after the words "to meet the".
4. Objective 5.5.1.4 is added as follows:

"To achieve housing targets for the Region by type and tenure, including *affordable housing*."

C. Chapter 5: Regional Structure

Section 5.5: Housing

Sub-Section 5.5.2: General Policies

5. Sub-Section 5.5.2 is amended by adding the word "General" before the word "Policies".
6. Policy 5.5.2.1 is amended by deleting the word "and" after the words "*residential development*" and replacing it with a comma; and adding the phrase ", and residential *intensification*" after the word "*redevelopment*".
7. Policy 5.5.2.1 a) is deleted in its entirety and replaced with the following:

"maintain at all times the ability to accommodate residential growth for a minimum of ten years through residential *intensification* and *redevelopment* and lands which are designated and available for residential *development*."

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8. Policy 5.5.2.1 b) is deleted in its entirety and replaced with the following:

“maintain at all times where new *development* is to occur, land with servicing capacity sufficient to provide at least a three year supply of residential units to facilitate residential *intensification* and *redevelopment* and land in draft approved and registered plans.”
9. Policy 5.5.2.2 b) is amended by deleting the word “or” after the words “residential *development*” and replacing it with a comma; and adding the phrase “, *and intensification*” after the word “*redevelopment*”.
10. Policy 5.5.2.3 is amended by deleting the words “moderate and lower income” and the comma following.
11. Policy 5.5.2.4 is amended by deleting the words “moderate and lower income” and replacing them with the words “low and moderate income” before the term “household”.
12. Addition of Policy 5.5.2.6 as follows:

“Collaborate with the area municipalities, conservation authorities, building industry associations and landowners of suitably sized properties to encourage new residential *development*, *redevelopment* and *intensification* in support of Regional Official Plan policies promoting *compact forms of development* and residential *intensification*.”
13. Addition of Policy 5.5.2.7 as follows:

“Develop an implementation plan, in collaboration with human services stakeholders, for the *Regional Housing Strategy* by setting priorities and timeframes among various housing needs of residents and identify and implement programs and actions to address these needs.”
14. Addition of Policy 5.5.2.8 as follows:

“Monitor and evaluate activities undertaken in support of the *Regional Housing Strategy* to revise and set new priorities on an ongoing basis as the housing needs of Peel residents change.”
15. Addition of Policy 5.5.2.9 as follows:

“Evaluate the need to update the *Regional Housing Strategy* in conjunction with future Regional Official Plan reviews.”
16. Addition of Policy 5.5.2.10 as follows:

“Encourage the area municipalities to establish official plan housing targets in each secondary plan area to ensure a diverse mix of housing type and tenure.”

17. Addition of Policy 5.5.2.11 as follows:

“Work with area municipalities to educate the general public about the need for and benefits of compact housing *development* and residential *intensification*.”

18. Addition of Policy 5.5.2.12 as follows:

“Implement, in collaboration with the area municipalities, Regional and area municipal official plan housing targets as shown in Table 4.”

19. Addition of Policy 5.5.2.12 as follows:

“Review and update jointly, with the area municipalities, the housing targets as shown in Table 4 based on most recent Census of Canada results and other relevant sources.”

D. Chapter 5: Regional Structure

Section 5.5: Housing

New Sub-Section 5.5.3: Supply of Affordable Rental and Ownership Housing

20. Section 5.5 is amended by adding a new Sub-Section 5.5.3 entitled “Supply of Affordable Rental and Ownership Housing” with the following objective and policies:

“ 5.5.3 Supply of Affordable Rental and Ownership Housing

5.5.3.1 Objective

- 5.5.3.1.1 To increase the supply of affordable rental and ownership housing

5.5.3.2 Policies

It is the policy of *Regional Council* to:

- 5.5.3.2.1 Explore in collaboration with the area municipalities, the feasibility of implementing incentives such as waivers, deferrals or grants in-lieu of *development* charges and other municipal planning and building charges, and property tax levy to promote the *development of affordable housing*.
- 5.5.3.2.2 Work with the area municipalities to streamline planning and building permit approval processes for *affordable housing* projects.
- 5.5.3.2.3 Encourage the area municipalities to develop *alternative development and design standards* to encourage *affordable housing development*. Examples include reduced setbacks, narrower lot sizes, reduced road allowance, cash-in-lieu of parking, reduced parking standards, and on-street parking.
- 5.5.3.2.4 Encourage the area municipalities to add a *density bonusing* provision in their respective official plans and develop detailed implementation guidelines and protocols.

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- 5.5.3.2.5 Explore the potential of *inclusionary zoning*, in collaboration with the area municipalities and advocate the Province to explicitly provide municipalities the authority to use *inclusionary zoning* as a tool to require *affordable housing*.
- 5.5.3.2.6 Encourage the area municipal official plans to permit *secondary suites* in new residential *development, redevelopment* and *intensification* while ensuring compliance with municipal standards.
- 5.5.3.2.7 Encourage the area municipalities to explore the legalization of existing *secondary suites* to ensure compliance with health and safety standards.
- 5.5.3.2.8 Work with the area municipalities to promote *secondary suites* through the development of educational brochures and information.
- 5.5.3.2.9 Encourage the area municipalities to identify and expand the areas where *single room occupancy accommodation, rooming, boarding, and lodging houses* are permitted, especially areas in close proximity to amenities, support services and other existing services.
- 5.5.3.2.10 Give priority to the *development of affordable housing* on surplus Regional municipal property while ensuring the goals, objectives, and policies of this Plan are adhered to.
- 5.5.3.2.11 Encourage the area municipalities to give priority to sell or lease surplus municipal properties for the *development of affordable housing* while ensuring the goals, objectives and policies of this Plan and the area municipal official plans are adhered to.
- 5.5.3.2.12 Encourage residential *development, redevelopment* and *intensification* to include an *affordable housing* component by promoting municipal incentives or funding.
- 5.5.3.2.13 Encourage *community* agencies and landowners of suitably sized sites to develop *affordable housing*.”

E. Chapter 5: Regional Structure

Section 5.5: Housing

New Sub-Section 5.5.4: Retention of Existing Housing Stock

21. Section 5.5 is amended by adding a new Sub-Section 5.5.4 entitled “Retention of Existing Housing Stock” with the following objective and policies:

“ 5.5.4 Retention of Existing Housing Stock

5.5.4.1 Objective

- 5.5.4.1.1 To ensure an adequate supply of rental housing stock to meet the existing and projected needs of all households in Peel.

5.5.4.2 Policies

It is the policy of *Regional Council* to:

- 5.5.4.2.1 Require the area municipalities to develop official plan policies with criteria to regulate the conversion of residential rental to ownership units.
- 5.5.4.2.2 Require the area municipalities to develop official plan policies with criteria to prohibit the demolition of existing residential rental units without replacement of the same or higher number of residential rental units.

F. Chapter 5: Regional Structure

Section 5.5: Housing

New Sub-Section 5.5.5: Energy Efficient Housing

22. Section 5.5 is amended by adding a new Sub-Section 5.5.5 entitled “Energy Efficient Housing” with the following objective and policies:

“5.5.5 Energy Efficient Housing

5.5.5.1 Objective

- 5.5.5.1.1 To promote energy conservation and technologies that lead to energy efficient housing in existing homes and new residential *development*.

5.5.5.2 Policies

It is the policy of *Regional Council* to:

- 5.5.5.2.1 Identify and promote, in collaboration with the area municipalities, energy and water efficient technologies in new residential *development, redevelopment, and intensification* to the development industry.
- 5.5.5.2.2 Promote and advocate for sustained Federal, Provincial, and Municipal incentives and programs that improve energy efficiency and design for housing to Peel residents.
- 5.5.5.2.3 Encourage the area municipalities to consider requiring developers and contractors through planning approvals to implement additional green standards beyond the minimum Ontario Building Code provisions that make homes more energy efficient.
- 5.5.5.2.4 Promote and pursue Federal and Provincial incentives for Regionally funded housing projects to help *support* the Region’s sustainability goals.
- 5.5.5.2.5 Advocate the Federal and Provincial government to provide economic incentives and funding for housing projects that have implemented minimum *green and sustainable building guidelines* to help mitigate the effects of any added financial costs brought by such initiatives.”

G. Chapter 5: Regional Structure

Section 5.5: Housing

New Sub-Section 5.5.6: Housing Options for Persons with Special Needs and *Diverse Populations*

23. Section 5.5 is amended by adding a new Sub-Section 5.5.6 entitled “Housing Options for Persons with Special Needs and *Diverse Populations*” with the following objectives and policies:

“ 5.5.6 Housing Options for Persons with Special Needs and *Diverse Populations*

5.5.6.1 Objectives

- 5.5.6.1.1 To ensure a range of affordable *special needs housing* options and an adequate provision of affordable and accessible housing support services to meet the needs of current and future residents in all life stages.
- 5.5.6.1.2 To provide housing for the diversity of *Peel Region’s* communities.

5.5.6.2 Policies

It is the policy of *Regional Council* to:

- 5.5.6.2.1 Encourage the area municipalities to develop policies in their official plans to support the development of *special needs housing* in locations with convenient access to existing or planned *infrastructure*, amenities and support services.
- 5.5.6.2.2 Encourage the area municipalities to explicitly identify *special needs housing* as permitted uses in residential or other land use zones in area municipal zoning by-laws.
- 5.5.6.2.3 Encourage the area municipalities to review their minimum distance requirements for *special needs housing*.
- 5.5.6.2.4 *Support* the elimination of area municipal requirements that regulate the maximum number of *group homes* permitted in the area municipalities.
- 5.5.6.2.5 Explore, *jointly* with the area municipalities, strategies to encourage the incorporation of *universal accessibility* features in existing residential *development*.
- 5.5.6.2.6 Work with the area municipalities, building industry and regional and area municipal accessibility advisory committees to develop and implement guidelines to include *universal accessibility* features in all new residential *development, redevelopment and intensification*.

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- 5.5.6.2.7 Establish Regional guidelines requiring the incorporation of *universal accessible* features in existing and new Regionally funded or managed *affordable housing development*.
- 5.5.6.2.8 Encourage and facilitate the development of partnerships among housing providers, service providers, community organizations and other stakeholders to provide *supportive housing* and related services.
- 5.5.6.2.9 Require the area municipal official plans to permit *group homes, emergency shelters, transitional housing*, and independent living arrangements in residential neighbourhoods subject to reasonable planning standards and location and design criteria.
- 5.5.6.2.10 Develop, in collaboration with the area municipalities, measures to provide opportunities to meet the housing needs of *diverse populations*.”

H. Chapter 5: Regional Structure

Section 5.5: Housing

New Sub-Section 5.5.7: Barriers to Access Housing

24. Section 5.5 is amended by adding a new Sub-Section 5.5.7 entitled “Barriers to Access Housing” with the following objective and policies:

“ 5.5.7 Barriers to Access Housing

5.5.7.1 Objective

- 5.5.7.1.1 Address issues related to socio-economic barriers to housing for Peel households, such as discrimination, language, transportation, and poverty.

5.5.7.2 Policies

It is the policy of *Regional Council* to:

- 5.5.7.2.1 Identify actions based on a broad collaborative approach with stakeholders and encourage all levels of government to address and remove barriers through various means, including public education strategies.
- 5.5.7.2.2 Ensure that future development of Regionally funded *affordable housing* be located in support of developing compact, complete communities throughout Peel to allow for more transportation options with improved access to services and amenities.
- 5.5.7.2.3 Encourage and facilitate the involvement of service providers, community organizations and stakeholders to address identified issues related to housing barriers.
- 5.5.7.2.4 Facilitate the development of new and improved income supports for households affected by economic housing barriers.

5.5.7.2.5 Encourage and facilitate a greater community awareness of key issues related to socio-economic housing barriers.”

25. Chapter 7, Section 7.2.2, Policy 7.2.2.1 is amended by deleting the word “Table 1” and replacing it with the word “Tables”.
26. Chapter 7, Section 7.2.2, Policy 7.2.2.2 is amended by deleting the word “Table 1” and replacing it with the word “Tables”.

I. Glossary

27. The Glossary definition of “Affordable Housing” is amended by deleting the current wording in its entirety and replacing it with the following:

”a) in the case of ownership housing, the least expensive of:
housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area;

b) in the case of rental housing, the least expensive of:
a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or a unit for which the rent is at or below the average market rent of a unit in the regional market area.

For the purposes of this definition: Low and moderate income households means, in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the regional market area, or in the case of rental housing, households with incomes in the lowest 60 percent of the income distribution for renter households for the regional market area.”

28. The Glossary definition of “Intensification” is amended by deleting the phrase “previously existed. It includes: *redevelopment*, infill, conversion and the creation of apartments or other accommodations in houses” and replacing it with the following:

“currently exists through:

- a) *redevelopment*, including the reuse of brownfield sites;
- b) the *development* of vacant and/or underutilized lots within previously developed areas;
- c) infill *development*;
- d) the expansion or conversion and creation of existing buildings such as apartments or other accommodation in houses.”

29. The Glossary definition of “Redevelopment” is amended by deleting the words “in existing buildings or” and replacing it with the phrase “, uses or lots”; and deleting the phrase “, serviced land” and replacing it with the phrase “land in existing communities, including brownfield sites.”
30. The Glossary definition of “Special Needs Housing is amended by deleting the current wording in its entirety and replacing it with the following”

- “A unit that is occupied by or is made available for occupancy by a household having one or more individuals who require accessibility modifications or some form of social as well as financial support in order to live independently in the community. Examples include group homes, rooming houses, lodging houses, boarding houses, supportive housing, transitional housing, and emergency shelters.”
31. Addition of the definition for “Alternative development and design standards” as follows:
- “Alternative development and design standards: flexible planning and engineering standards that provide a range of alternatives to the current standards used for the design and construction of communities. Some standards include: reduced setbacks, narrower lot sizes, reduced road allowance, reduced parking standards, and on-street parking.”
32. Addition of the definition for “Boarding houses” as follows:
- “Boarding houses: see *Rooming houses*. This type of accommodation is usually provided with meals.”
33. Addition of the definition for “Density bonusing” as follows:
- “Density bonusing: a local municipality may, in a by-law authorize increases in the height and density of *development* in return for the provision of such facilities, services or matters as are set out in the by-law. Examples of provisions may include *affordable housing*, underground parking, parkland, daycare facilities, and more.”
34. Addition of the definition for “Diverse populations” as follows:
- “Diverse populations: distinct groups within our population that require different levels of services and needs which may include and are not limited to older adults, children, youth, diverse ethnic populations, Aboriginal persons, and recent immigrants.”
35. Addition of the definition for “Emergency shelters” as follows:
- “Emergency shelters: a short-term living situation in an emergency housing facility for individuals and families who have no shelter.”
36. Addition of the definition for “Green and sustainable building guidelines” as follows:
- “Green and sustainable building guidelines: an outcome of a design which focuses on increasing the efficiency of resource use — energy, water, and materials — while reducing building impacts on human health and the environment during the building's lifecycle, through better siting, design, construction, operation, maintenance, and removal.”
37. Addition of the definition for “Group homes” as follows:
- “Group homes: supervised living accommodation -
- a) licensed or funded under Province of Ontario or Government of Canada legislation,

- b) for persons requiring a group living arrangement by reason of their emotional, mental, social or physical condition or legal status, and
- c) is for limited number of persons, exclusive of staff, living together as a single housekeeping unit.”

38. Addition of the definition for “Inclusionary zoning” as follows:

“Inclusionary zoning: zoning regulations that require a portion of new housing units to be affordable for households.”

39. Addition of the definition for “Lodging houses” as follows:

“Lodging houses: see *Rooming houses*.”

40. Addition of the definition for “Regional Housing Strategy” as follows:

“Regional Housing Strategy: a plan, including policies for the Regional Official Plan, to meet the housing needs of all residents by working collaboration with community agencies and the area municipalities. The strategy will include the planning and development of a range of housing types and densities to support the achievement of the intensification and density targets in this Plan.”

41. Addition of the definition for “Rooming houses” as follows:

“Rooming houses: This refers to structures where:

- the building height does not exceed three storeys, the building area does not exceed 6,500 ft²;
- accommodation is provided for more than three persons in return for remuneration or the provision of services, or both;
- accommodation is provided without meals; and
- operator does not offer bathroom or kitchen facilities for the exclusive use of individual occupants”

42. Addition of the definition for “Secondary suites” as follows:

“Secondary suites: a self-contained separate dwelling unit as part of an existing dwelling with full kitchen and bath facilities as well as a separate entrance.”

43. Addition of the definition for “Single room occupancy accommodation” as follows:

“Single room occupancy accommodation: is similar to a *rooming house*, but with a kitchen and a bathroom in each unit. Support services such as health facilities or assistance in finding employment may be provided.”

44. Addition of the definition for “Supportive housing” as follows:

“Supportive housing: This type of housing offers separate and self-contained, *affordable housing* units with services that assist people live more stable, productive lives. Services may include help with personal care and assistance with medical care including diagnosis and treatment and distribution of medicine. Such services may or

Appendix I

Peel Region Official Plan Review (PROPR) – Regional Official Plan Amendment 23 – Housing Policies

May 11, 2009

may not be provided on site on a “round the clock” basis and may be funded with government support and/or by the users of these services themselves.”

45. Addition of the definition for “Transitional housing” as follows:

“Transitional housing: a category of government funded housing that provides medium-term accommodation for those who have experienced homelessness or shelter use. It is meant to bridge the gap between costly emergency shelters and permanent housing and is also known as “second stage housing.” Transitional housing usually involved support services delivered on site, building on those available at emergency homeless shelters.”

46. Addition of the definition for “Universal accessibility” as follows:

“Universal accessibility: products, services and environments that can be used by people of all ages, sizes and abilities, to the greatest extent possible, without the need for adaptation or specialized design.”

b. Amendment to Tables

The List of Tables is amended by adding the attached Table 4, Annual Housing Targets for Peel to the Regional Official Plan.

TABLE 4

Annual Housing Targets for Peel

Table 4 – Annual Housing Targets for Peel

	Social Housing	Affordable Rental	Market Rental and Affordable Ownership	Market Ownership
Brampton	12%	6%	37%	44%
Mississauga	15%	6%	34%	45%
Caledon	9%	4%	28%	59%
Peel	17%	3%	35%	45%

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy		Comments	Recommendation
General Policies			
5.5.2.1 b)	maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three year supply of residential units to facilitate residential intensification and redevelopment and land in draft approved and registered plans.	The importance of community infrastructure required to sustain residential development is absent from these policies. Could a reference regarding the provision of community infrastructure under Regional mandate to support the residential development that is planned for and accommodated be added?	This policy can be supported with the recommended modifications
5.5.2.6	Collaborate with the area municipalities, conservation authorities, building industry associations and landowners of suitably sized properties to encourage new residential development, redevelopment and intensification in support of Regional Official Plan policies promoting compact forms of development and residential intensification.”	<p>Policies promoting general intensification without regard the objectives of the area municipal official plans can lead to inappropriate development on unsuitable lands. This policy should be amended to read:</p> <p>”Collaborate with the area municipalities, conservation authorities building industry associations and landowners of suitably sized properties to encourage new residential development, redevelopment and intensification in support of Regional Official Plan policies and in accordance with the Official Plan policies of the area municipalities promoting compact forms of development and residential intensification.”</p> <p>What is the interest of the conservation authorities in housing? Should this reference to them be deleted?</p>	This policy can be supported with the recommended modifications
5.5.2.10	Encourage the area municipalities to establish official plan housing targets in each secondary plan area to ensure a diverse mix of housing type and tenure.	While Mississauga staff support diversity of housing types and tenures through its Official Plan policies, it is inappropriate to encourage this in each secondary plan. This would be detrimental to the local character of some of the established communities in the City. Housing targets and a mix of uses should be encouraged across the entire municipality and not by each secondary plan. This policy should be amended to remove “in each secondary plan area”.	This policy can be supported with the recommended modifications.

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy		Comments	Recommendation
5.5.2.12	Implement, in collaboration with the area municipalities, Regional and area municipal official plan housing targets as shown in Table 4.	<p>Mississauga staff have a number of implementation questions regarding the proposed housing targets. How will these targets be implemented for social housing and other forms of affordable housing? What is meant by "target"? Are these minimum or maximum figures? What are the implications if a target is not met in a given year? How is the rent/price of affordable rental and affordable ownership housing implemented, tracked and enforced after approvals are given and over time? Who will monitor and track conformity with the targets? What are the staff resources that will be involved for the Region and area municipalities?</p> <p>The Growth Plan requires all municipalities to establish housing targets. It is requested that the Region remove municipal targets from the Regional Official Plan and establish these as guidelines in the Regional <i>Housing Strategy</i>. These guidelines could be input to the City's <i>Affordable Housing Strategy and Action Plan</i>.</p>	<p>These issues should be clarified.</p> <p>This policy can be supported with the recommended modifications.</p>
5.5.2.12	Implement, in collaboration with the area municipalities, Regional and area municipal official plan housing targets as shown in Table 4.	These policies have the same reference number.	The numbering for these policies should be reviewed.
5.5.2.12	Review and update jointly, with the area municipalities, the housing targets as shown in Table 4 based on most recent Census of Canada results and other relevant sources.		
Supply of Affordable Rental and Ownership Housing			
5.5.3.2.1	Explore in collaboration with the area municipalities, the feasibility of implementing incentives such as waivers, deferrals or grants in-lieu of development charges and other municipal planning and building charges, and	What is the funding source for these incentives?	This should be clarified.

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy	Comments	Recommendation
property tax levy to promote the development of affordable housing.		
5.5.3.2.2 Work with the area municipalities to streamline planning and building permit approval processes for affordable housing projects.	Planning and building permit approvals are municipal responsibilities. This policy should be modified to <i>encourage</i> municipalities to streamline planning and building permit approval processes.	This policy can be supported with the recommended modifications.
5.5.3.2.5 Explore the potential of inclusionary zoning, in collaboration with the area municipalities and advocate the Province to explicitly provide municipalities the authority to use inclusionary zoning as a tool to require affordable housing.	Inclusionary zoning is beyond the existing authority of zoning regulations. Changes in Provincial legislation to permit inclusionary zoning have not yet become law. This policy is premature.	This policy should be removed.
5.5.3.2.6 Encourage the area municipal official plans to permit secondary suites in new residential development, redevelopment and intensification while ensuring compliance with municipal standards.	Official Plan Amendment 95 includes policies encouraging secondary suites as per Provincial direction.	
5.5.3.2.7 Encourage the area municipalities to explore the legalization of existing secondary suites to ensure compliance with health and safety standards.	As part of the City's Affordable Housing Strategy and Action Plan, Mississauga is exploring methods to legalize secondary suites. This will also be required to implement the proposed OPA 95 policy on secondary suites.	
5.5.3.2.9 Encourage the area municipalities to identify and expand the areas where single room occupancy accommodation, rooming, boarding, and lodging houses are permitted, especially areas in close proximity to amenities, support services and other existing services.	Mississauga has proposed zoning regulations on lodging homes which include provisions on where they are permitted. This policy should be modified to remove the word 'expand' and could be revised to read: "Encourage the area municipalities to identify the areas where single room occupancy accommodation, rooming, boarding, and lodging houses are permitted, especially areas in close proximity to amenities, support services and other existing services."	This policy can be supported with the recommended modifications.
	References to single room occupancy, rooming, boarding and lodging house are very	This should be clarified.

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy		Comments	Recommendation
		similar and might be consolidated or clarified.	
5.5.3.2.10	Give priority to the development of affordable housing on surplus Regional municipal property while ensuring the goals, objectives, and policies of this Plan are adhered to.	<p>Development of affordable housing should also consider the goals, objectives and policies of the area municipal official plans. As well, the sites developed for affordable housing should be suitable for housing. The policy could be revised to read:</p> <p>"Give priority to the <i>development of affordable housing</i> on surplus Regional municipal property suitable for housing while ensuring the goals, objectives, and policies of this Plan and the Official Plans of area municipalities are adhered to."</p>	This policy can be supported with the recommended modifications.
5.5.3.2.12	Encourage residential development, redevelopment and intensification to include an affordable housing component by promoting municipal incentives or funding.	Development of affordable housing should also consider the goals, objectives and policies of the Regional and area municipal official plans. As well, the sites developed for affordable housing should be suitable for housing. The policy should revised to include these changes.	This policy can be supported with the recommended modifications.
		What is the funding source envisioned in this policy?	This should be clarified.
5.5.3.2.13	Encourage community agencies and landowners of suitably sized sites to develop affordable housing.”	Development of affordable housing should also consider the goals, policies and objectives of the Regional and area municipal official plans. As well, the sites developed for affordable housing should be suitable for housing. The policy should revised to include these changes.	This policy can be supported with the recommended modifications.
Retention of Existing Housing Stock			
5.5.4.2.1	Require the area municipalities to develop official plan policies with criteria to regulate the conversion of residential rental to ownership units.	These policies should be changed to <i>encourage</i> municipalities to regulate the conversion of and prohibit the demolition of rental units.	This policy can be supported with the recommended modifications.
5.5.4.2.2	Require the area municipalities to develop official plan policies with criteria to prohibit the		

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy	Comments	Recommendation
demolition of existing residential rental units without replacement of the same or higher number of residential rental units.		
Energy Efficient Housing		
5.5.5.2.3 Encourage the area municipalities to consider requiring developers and contractors through planning approvals to implement additional green standards beyond the minimum Ontario Building Code provisions that make homes more energy efficient.	Requesting that developers and builder exceed Ontario Municipal Building Code standards would go beyond municipal authority.	This policy should be removed.
Housing Options for Persons with Special Needs		
5.5.6.1.2 To provide housing for the diversity of Peel Region's communities.	The intent of this objective is unclear. Is this in reference to population with special needs, to correspond with the title of this section or is it referring to diverse populations as defined in the Regional Official Plan?	This objective should be clarified.
5.5.6.2.4 Support the elimination of area municipal requirements that regulate the maximum number of group homes permitted in the area municipalities.	Mississauga supports the minimum distance requirements in order to minimize potential impacts and allow development where appropriate infrastructure support exists and does not permit a concentration of group homes in one community. This policy is redundant as per policy 5.5.6.2.3.	This policy should be removed.
5.5.6.2.7 Establish Regional guidelines requiring the incorporation of universal accessible features in existing and new Regionally funded or managed affordable housing development.	2008 Universal Accessibility Standards (UAS) for the Region's new Affordable Residential Properties were approved by Regional Council in April 2009. Would these be distinct from the guidelines referenced in this policy? Given that these standards are in place, this policy should be modified to address implementation?	This policy can be supported with the recommended modifications.
5.5.6.2.9 Require the area municipal official plans to permit group homes, emergency shelters, transitional housing, and independent living arrangements in residential neighbourhoods subject to reasonable planning standards and location and design criteria.	Location criteria for group homes are developed by the area municipalities based on local issues, servicing and infrastructure capacity. This policy is should be changed to <i>encourage</i> municipalities to permit this type of housing.	This policy can be supported with the recommended modifications.

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy	Comments	Recommendation
Definitions		
<p>Inclusionary zoning: zoning regulations that require a portion of new housing units to be affordable for households.</p>	<p>As policies for inclusionary zoning are premature a definition for inclusionary zoning is not required</p>	<p>This definition should be removed.</p>
<p>Rooming houses: This refers to structures where:</p> <ul style="list-style-type: none"> • the building height does not exceed three storeys, the building area does not exceed 6,500 ft²; • accommodation is provided for more than three persons in return for remuneration or the provision of services, or both; • accommodation is provided without meals; and • operator does not offer bathroom or kitchen facilities for the exclusive use of individual occupants” 	<p>The detail proposed in this definition should be left to area municipal official plans. A higher level definition of this type of accommodation should be developed.</p> <p>As well, this definition is in contradiction to the newly proposed definition of lodging house proposed for Mississauga’s Zoning By-law. This definition may be modified as it is under appeal to the Ontario Municipal Board. The proposed definition for lodging house is as follows:</p> <p>“Lodging House" means a dwelling unit containing more than three (3) lodging units each designed or intended for the lodging of persons in return for remuneration. A lodging house shall only be permitted in a detached dwelling and no lodging unit shall be contained in a basement. A maximum of four (4) lodging units shall be permitted within a lodging house and each lodging unit shall be occupied by a maximum of one (1) person. A maximum of 40% of the Gross Floor Area – Residential of a Lodging House shall contain Lodging Units.</p> <p>“Lodging Unit” means a room designed or intended to contain accommodation for sleeping. A lodging unit may contain sanitary facilities but shall not contain equipment or appliances for storing, cooking, or heating food, and shall not contain equipment or appliances for washing clothes or washing</p>	<p>This definition could be supported with the recommended modifications.</p>

APPENDIX 2: SUMMARY OF COMMENTS

ROPA 23 Policy	Comments	Recommendation
	dishes.	
<p>Single room occupancy accommodation: is similar to a <i>rooming house</i>, but with a kitchen and a bathroom in each unit. Support services such as health facilities or assistance in finding employment may be provided.”</p>	<p>The definition for single room occupancy would seem to be secondary unit if the support services are not provided. The definition for this type of housing should be distinct from other housing forms if it is to be included in the Regional Official Plan</p>	<p>This should be clarified</p>
<p>Supportive housing: This type of housing offers separate and self-contained, <i>affordable housing</i> units with services that assist people live more stable, productive lives. Services may include help with personal care and assistance with medical care including diagnosis and treatment and distribution of medicine. Such services may or may not be provided on site on a “round the clock” basis and may be funded with government support and/or by the users of these services themselves.</p>	<p>If the services described in the proposed definition are not provided on site, this type of housing would seem to be similar to an apartment or secondary suite. The definition for this type of housing should be distinct from other housing forms if it is to be included in the Regional Official Plan</p>	<p>This should be clarified</p>