



# Town of Newmarket Council Information Package

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Date: March 11, 2022

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Distributed March 10, 2022

## CITY OF VAUGHAN

### EXTRACT FROM COUNCIL MEETING MINUTES OF FEBRUARY 15, 2022

Item 14, Report No. 6, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on February 15, 2022.

#### 14. **REVIEW OF REGIONAL WINTER MAINTENANCE ROLES AND RESPONSIBILITIES**

**The Committee of the Whole recommends approval of the recommendations contained in the following resolution of Regional Councillor Jackson, dated February 8, 2022:**

##### **Member's Resolution**

##### **Submitted by Regional Councillor Jackson**

**Whereas**, the Regional Municipality of York and the City of Vaughan provide service excellence in its winter maintenance operations;

**Whereas**, sidewalk obstructions, blockages, and ice buildups are not unique to significant snow accumulations and are a regular occurrence during road clearing operations, and that this has been an ongoing issue throughout the region for the past 20 years;

**Whereas**, the Regional Municipality of York received a significant winter event on January 17, 2022 emphasizing current gaps in providing optimized winter maintenance services;

**Whereas**, the Region's response to snow accumulation can include multiple rounds of snowplow clearing from the roadway, including a benching operation to remove snow from the curb line;

**Whereas**, as a result of road clearing operations, bridge deck and monolithic sidewalks will often have accumulation inhibiting the ability for pedestrians to safely pass;

**Whereas**, as a result of road clearing operations, snow placement causes ice buildup on sidewalks, as well as obstructions and blockages on egresses leading to inability to pedestrians to safety pass and sightline concerns;

**Whereas**, regional road sidewalks require a disproportionate amount of time to clear creating delays in clearing residential neighbourhoods;

**Whereas**, the Region has undertaken snow clearing operations on boulevard bicycle lanes adjacent to regional roads; and

**Whereas**, it is important and useful to improve the effectiveness of the City's and Region's operations, as part of our quest for continuous improvement in providing a demonstrated consistency of services to our residents, businesses, and emergency care centres.



**CITY OF VAUGHAN****EXTRACT FROM COUNCIL MEETING MINUTES OF FEBRUARY 15, 2022**

Item 14, CW Report 6 – Page 2

**It is therefore recommended:**

1. That Vaughan Council endorses a Notice of Motion that will be put forth by Regional Councillor Jackson to York Region Council to request that a review be undertaken regarding York Region assuming all winter maintenance including snow clearing on sidewalks adjacent to regional roads, with the Region of York reporting back to York Region Committee of the Whole on June 16, 2022, including:
  - a. Implementation plan, for delivery effective January 1, 2023;
  - b. Required service delivery policies and procedures; and
  - c. The anticipated financial impact to the Region.
2. That this Member's Resolution be forwarded to all York Region municipalities for their review and consideration.

## **MEMBER'S RESOLUTION**

### **Committee of the Whole (2) Report**

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**DATE:** Tuesday, February 08, 2022

**TITLE: REVIEW OF REGIONAL WINTER MAINTENANCE ROLES AND RESPONSIBILITIES**

**FROM:**

Regional Councillor Linda Jackson

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**Whereas**, the Regional Municipality of York and the City of Vaughan provide service excellence in its winter maintenance operations;

**Whereas**, sidewalk obstructions, blockages, and ice buildups are not unique to significant snow accumulations and are a regular occurrence during road clearing operations, and that this has been an ongoing issue throughout the region for the past 20 years;

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  - a. Implementation plan, for delivery effective January 1, 2023;
  - b. Required service delivery policies and procedures; and
  - c. The anticipated financial impact to the Region.
2. That this Member's Resolution be forwarded to all York Region municipalities for their review and consideration.



## COUNCIL RESOLUTION

Resolution No.: 67-22

Date: Feb 22, 2022

Moved By: RON GIARDETTI

Seconded By: MEGHAN CHOMUT

THAT Council hereby supports the resolution from the Town of Bracebridge regarding the Joint and Severable Reform; and

BE IT RESOLVED that a copy of this resolution be forwarded to Attorney General, the Honourable Doug Downey, the Minister of Municipal Affairs and Housing, the Honourable Steve Clark, AMO President, Jamie McGarvey, AMCTO President, Sandra MacDonald and all Ontario Municipalities.

Carried

Defeated

Amended

Deferred

  
Signature

Municipality of Shuniah, 420 Leslie Avenue, Thunder Bay, Ontario, P7A 1X8

## **Regional Council Decision - Amendment to Management Plan for the York Regional Forest - Managing Dogs in the York Regional Forest**

On February 24, 2022 Regional Council made the following decision:

1. Council approve the amendment to “It’s in our Nature: Management Plan for the York Regional Forest 2019 - 2038” to require dogs be on-leash at all times, unless in otherwise designated area(s)
2. The Regional Clerk circulate this report to the Clerks of the local municipalities and local Conservation Authorities for information

The original staff report and memorandum are attached for your information.

Please contact Laura McDowell 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

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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  
February 10, 2022

Report of the Commissioner of Environmental Services

## **Amendment to Management Plan for the York Regional Forest – Managing Dogs in the York Regional Forest**

### **1. Recommendations**

1. Council approve the amendment to “It’s in our Nature: Management Plan for the York Regional Forest 2019 - 2038” to require dogs be on-leash at all times, unless in otherwise designated area(s)
2. The Regional Clerk circulate this report to the Clerks of the local municipalities and local Conservation Authorities for information

### **2. Summary**

This report seeks Council approval for an amendment to the “It’s in our Nature: Management Plan for the York Regional Forest 2019 – 2038” to update rules for dog walking in the Regional Forest. Amendments to the management plan are presented in Attachment 1 and the full management plan can be viewed at [York.ca](http://York.ca).

Key Points:

- It’s in our Nature: Management Plan for the York Regional Forest 2019 - 2038 identified off-leash dogs as a concern and included a short-term action to review dog walking practices to better balance visitor experience and ecological integrity
- A review and comprehensive public consultation were undertaken over an 18 month period to develop an updated rule for dog walking in the Regional Forest
- The proposed amendment to the Management Plan requires dogs be on-leash at all times, unless in otherwise designated area(s)
- To provide a variety of visitor experiences, off-leash dog walking along trails is being proposed for the Bendor and Graves tract in East Gwillimbury and Davis Drive tract in Whitchurch-Stouffville
- Education and enforcement will be key to transitioning to the updated rule, and will be delivered in partnership with local municipalities

- The proposed amendment supports the vision and goals of the Management Plan, while better managing risk and continuing to provide an exceptional visitor experience

### 3. Background

#### **Dog walking is one of the most popular uses in the York Regional Forest**

First established in 1924, the York Regional Forest has grown to include 24 properties totalling over 2,400 hectares with more than 150 kilometres of trails that support a variety of passive recreational uses. Dog walking in the Regional Forest has steadily increased in popularity and is currently the most common use. According to a 2017 forest use survey, about 53% of all visitors walk dogs while using the York Regional Forest.

In 2019, Regional Council approved the [“It’s in Our Nature: Management Plan for the York Regional Forest 2019 – 2038”](#), including a rule requiring all dogs be on-leash or under control. This rule allowed dog owners the ability to walk their dog off-leash, provided the dog remained in control. This rule was revised in March 2020 as a COVID-19 safety measure, requiring all dogs to be on-leash at all times in the Forest, except for the designated dog off-leash area at the Bendor and Graves tract (Attachment 2).

#### **Updated Management Plan identified the need to review rules around dog walking in the Forest**

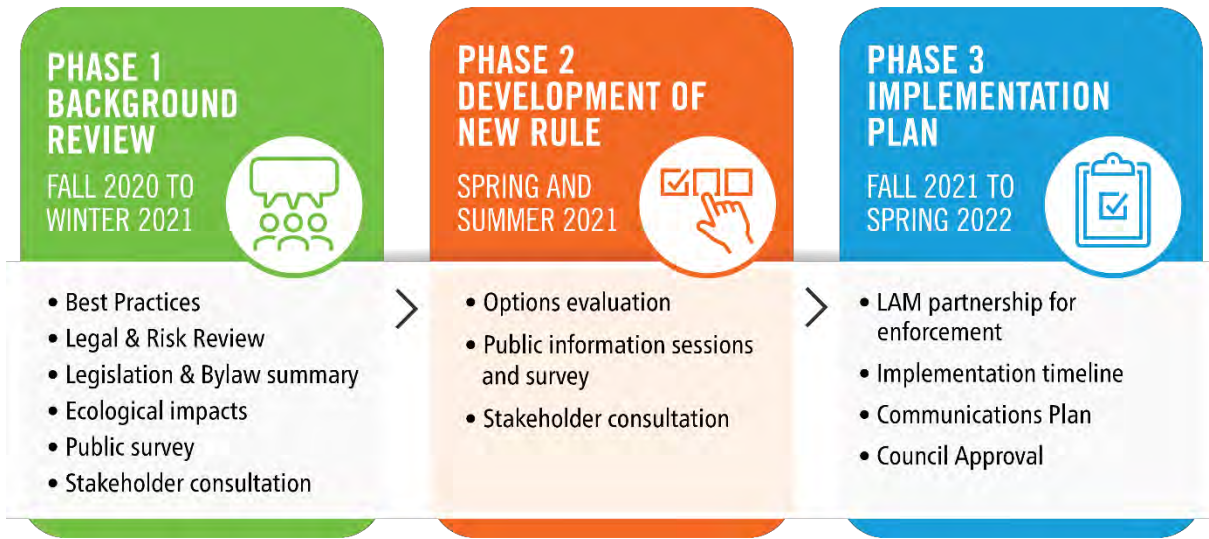
During development of “It’s in Our Nature: Management Plan for the York Regional Forest 2019 – 2038”, it was recognized that dog walking, in particular off-leash, was increasingly creating challenges for visitors as well as for staff responsible for management and education in the Forest. In the 2017 forest use survey, 55% of all respondents supported having dogs on-leash unless in a designated off-leash area. It was also clear that many others valued the opportunity to walk their dogs off-leash in the Forest.

Additional concerns were raised regarding ecological impacts of off-leash dogs in the Forest. To address these challenges, the Management Plan identified a short-term action to “review dog walking practices and options to better balance visitor experience with ecological integrity”.

### 4. Analysis

#### **Comprehensive background review and consultation undertaken to inform an updated approach to managing dogs in the York Regional Forest**

In 2020, the Region commenced a project (Figure 1) to develop an updated approach to managing dogs in the Regional Forest. The project included a review of relevant provincial legislation, local bylaws and risks, identification of best practices, and a series of public consultations.

**Figure 1****Phased Project to Develop an Updated Approach to Managing Dogs in Forest**

Review of the rule included public consultation and establishment of three project teams including a Technical Advisory Team comprised of staff from the Region's Forestry, Legal and Risk teams, a Local Municipal Advisory Team comprised of bylaw enforcement and parks staff, and the Regional Forest Advisory Team. The Regional Forest Advisory Team is comprised of representatives from various user groups, including the Canadian Recreation Horseback Riders, Oak Ridges Trail Association, Ontario Trail Riders Association, York Mountain Bike Club, Georgina Sportsman Alliance and local naturalist clubs.

### **Rule requiring dogs to be on-leash or under control presents challenges to providing a safe and enjoyable visitor experience for everyone**

The Regional Forest rule requiring dogs be on-leash or under control is inconsistent with all local municipal animal control bylaws that require dogs to be on-leash except when in a designated off-leash area. Defining the term "in control" is difficult and forest visitors have varying interpretations of the term. Differing rules between the Regional Forest and local municipal bylaws make enforcement of serious incidents challenging for local municipal bylaw officers. Other public landowners including local conservation authorities, Ontario Parks and Rouge National Urban Park all require dogs to be kept on-leash unless in a designated dog off-leash area.

Off-leash dogs pose a greater risk to forest users, other dogs, and the ecological integrity of the forest when compared to on-leash dogs. Risks to dogs include encounters with wildlife, exposure to poisonous plants and ticks, as well as bites and scratches. In recent years, there has been an increase in confrontations between off-leash dogs resulting in serious injuries and several dog fatalities. Similarly, off-leash dogs pose a bite risk to forest visitors and encounters with off-leash dogs can make for an unpleasant visitor experience. Users have also reported dogs spooking or chasing horses, creating an unsafe situation for the rider.

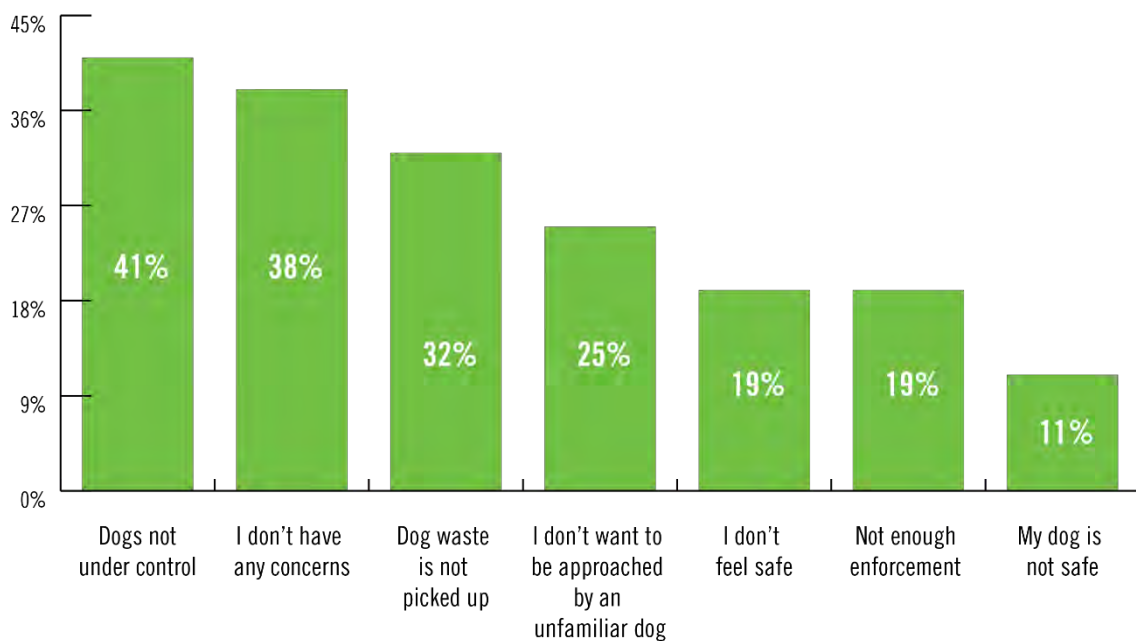


Off-leash dogs can impact the ecological health of natural areas by impacting animal life cycles, destroying understory habitat for native plants, and introducing invasive species. When people and dogs remain on the trail, these impacts are reduced.

### **Feedback illustrated a strong desire to provide both on-leash and off-leash opportunities in the Forest**

In fall 2020, a survey was completed to better understand Regional Forest use as it relates to dogs. Over 1,900 people completed the survey with 96% identifying themselves as Region residents and 76% as dog owners or caregivers. While 38% of respondents had no concerns relating to dogs, 41% were concerned that dogs were not kept under control. Other top concerns (Figure 2) included dog waste not being picked up, not wanting to be approached by an unfamiliar dog, and not feeling safe in the Forest due to dogs.

**Figure 2**  
**Forest Visitor Feedback on Dogs in the York Regional Forest**



When asked to provide recommendations on how best to manage dogs in the Regional Forest, an equal number of people indicated support for the following ideas: Dogs off-leash everywhere, dogs on-leash everywhere, and dogs off-leash in some Forest tracts and/or on select days/times. Feedback demonstrated that residents preferred different experiences in relation to dogs in the Forest.

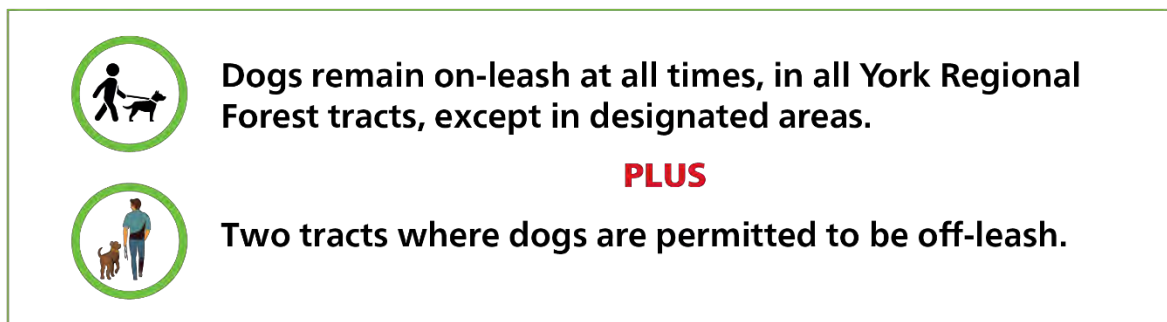
## **An updated rule requiring dogs be on-leash at all times with three additional experiences identified for further consultation with residents and stakeholders**

Using background research results, initial public consultation, and input from the technical advisory team and local municipal staff, potential rules for dog walking in the Forest were evaluated in terms of risk, ecological impact, compatibility with other uses, cost to administer, ease of understanding and enforcement, as well as visitor experience and user preference.

Requiring dogs to be on-leash at all times was the approach most consistent with goals and objectives for ensuring a positive visitor experience for all forest users and with local municipal animal control bylaws. It is recognized that this approach could impact users who visit the forest for off-leash dog walking. To more deeply consider the implications of providing a variety of visitor experiences, three additional experiences were discussed with stakeholders, including tract(s) with no dogs, tract(s) where dogs would be permitted off-leash and additional fenced dog-off leash area(s) were identified for further consideration (Figure 3). Based on feedback two tracts have been identified where dogs are permitted to be off-leash.

**Figure 3**

# **UPDATED RULE FOR DOGS**



## **Public input supports informed development of new rule including provision of two dog off-leash tracts**

In June 2021 public feedback on the proposed updated rule (Figure 3) was obtained through three virtual information sessions and a public survey. Over 2,200 responses were received with over 95% of respondents indicating they were residents of the Region and approximately 80% were dog owners or caregivers. Analysis of comments showed 28% of respondents supported a return to the pre-pandemic rule of on-leash or in control, while 22% indicated a desire to continue with the pandemic rule of dogs be on-leash at all times.

Of the three additional experiences, one to three tracts where dogs are permitted off-leash had the highest level of support with 57% of respondents indicating high/very high support. About 25% of dog owners/caregivers indicated they would not use an off-leash tract.

While 32% of respondents indicated high/very high support for tracts where dogs would not be permitted (not applicable to service dogs), many neighbours of the Forest expressed concern that this designation would significantly limit nearby opportunities to walk their dog.

Survey results indicated support for additional fenced dog off-leash areas with 44% of respondents indicating high/very high support for this type of facility. While there was support for additional fenced off-leash areas, respondents said they would not visit a fenced off-leash area more frequently, indicating that the need for this type of facility is currently met with the existing fenced off-leash area at the Bendor and Graves tract.

### **Proposed rule will require dogs on-leash at all times, except in otherwise designated area(s)**

Based on public input results, background research, and input from the technical advisory team and local municipalities, staff are proposing to amend section 4.3.2 of the “It’s in Our Nature: Management Plan for the York Regional Forest 2019-2038” (Attachment 1) to require dogs to be on-leash at all times, unless in otherwise designated area(s).

While requiring dogs on-leash is the most balanced approach between managing risk, protecting the ecological functions, providing a safe visitor experience and allowing dog walking, there is a desire from visitors to provide an off-leash opportunity where owners can walk, horseback ride and/or engage in other nature appreciation activities with their dog off-leash.

### **Two Forest tracts proposed as off-leash to provide additional visitor experience**

To provide an off-leash opportunity while monitoring any impacts, staff are proposing to designate two Forest tracts as off-leash. Forest tracts were assessed for suitability for off-leash use with consideration for ecological sensitivity, size, location, current use, educational programming, and parking. The Bendor and Graves tract in East Gwillimbury and our Davis Drive tract in Whitchurch-Stouffville were selected as the most suitable for off-leash dog walking (Attachment 1). Off-leash dog walking will be monitored over a 12-month period, including environmental impacts, visitor experience and incidents relating to off-leash dogs. Results of monitoring will be evaluated to determine if off-leash dog walking should continue at these tracts. A memo will be brought forward to Council summarizing any changes to dog walking in these tracts.

Options to designate tracts as no-dogs permitted and additional fenced off-leash areas are not being considered at this time. The proposed updated rule for dogs would not preclude these designations being reconsidered in the future based on forest visitor and management needs.

### **Region to partner with local municipalities to deliver education and enforcement**

The *Municipal Act* places responsibility for animal control with local municipalities, including enforcing animal control bylaws in the Regional Forest. Local bylaw staff support the

amended rule as it is consistent with local bylaws and are willing to partner with the Region to proactively enforce the amended rule. Concerns regarding the ability of local municipalities to sufficiently resource proactive enforcement were identified during consultation. To assist with resource limitations and support local bylaw enforcement, the Region will fund local bylaw enforcement in the Regional Forest on a fee for service basis. More details are provided in section 5. Proactive enforcement will allow officers to visit various forest tracts at different times to engage with users to address non-compliance quickly. Enforcement activities may focus on times and locations of reported non-compliance.

When consulted regarding allowing off-leash dog walking at two tracts, local bylaw staff indicated some concerns related to the potential for increased calls due to bites and the staff resources required to investigate incidents. Local municipal data on call volume and investigations will be used as part of the evaluation of off-leash dog walking.

### **Updated rule for dogs will be introduced in May 2022 with an initial emphasis on education and awareness**

The Region has developed a plan to implement the new rule effective May 1, 2022. The first three months of implementation will focus on ensuring this new rule is properly communicated through signage, updates to online and printed materials, and an on-site presence. Enforcement will be used as appropriate during the transition phase, such as for more serious incidents, failure to correct behavior, or repeated non-compliance. Following this transition period, education will continue but complemented with stronger enforcement that is targeted based on known non-compliance. While education is our preferred approach, enforcement including the issuance of tickets will be used to address non-compliance. Local bylaw officers will also be enforcing other elements of animal control bylaws including requirements for licencing. Local bylaw officers are also equipped to apprehend dogs found at large.

## **5. Financial**

Costs associated with initial implementation of the updated rule are estimated at \$85,000 and have been accommodated within the approved 2022 operating and capital budgets for Natural Heritage and Forestry. Costs primarily pertain to updated signage, creating educational material and communications, as well as costs associated with fee for service proactive enforcement provided by local municipal bylaw staff.

On-going annual operating costs to implement this updated rule have been estimated at \$65,000 and include \$60,000 for enhanced proactive local municipal enforcement and \$5,000 for communications. Should additional funding be required to support implementation of the updated rule, a request will be made through a future budget process.

## **6. Local Impact**

The York Regional Forest is a key component of the public open space system and provides residents with opportunities for outdoor nature oriented recreational activities, including walking with and without dogs. Local municipal staff have been consulted throughout the process and are supportive of the proposed updated dog rule to require dogs to be on-leash at all times, unless in otherwise designated area(s). Local bylaw officers have been enforcing local animal control bylaws in the forest in response to complaints. Updating the rule to be consistent with local animal control bylaws will improve officer's ability to deal with complaints.

In a collaborative approach, the Region and local municipalities will work together to engage, educate and enforce the updated rule. Local municipal bylaw enforcement staff have indicated their willingness to assist with proactive enforcement within available resourcing. The Region has agreed to financially support enhanced proactive enforcement on a cost recovery basis up to a maximum of \$60,000 annually.

## **7. Conclusion**

The recommended amendment to the management plan requiring dogs to be on-leash unless in an otherwise designated area(s) provides a balanced approach between managing risk, protecting ecological functions, providing a safe and enjoyable visitor experience for all users, and allowing dog walking. The updated rule is consistent with local bylaws and best practice for managing natural areas. By designating two tracts for off-leash dog walking and maintaining the existing fully fenced off-leash area, the Region is providing a selection of visitor experiences to meet the desires of residents. Amending the plan ensures the Forest's long-term sustainability and balances the need to protect ecological features and functions while providing benefits to the residents of the Region.

For more information on this report, please contact Laura McDowell 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

January 12, 2022  
Attachments (2)  
eDocs#13387105



# ACCEPTABLE AND PROHIBITED ACTIVITIES IN YORK REGIONAL FOREST

It's in our



Management Plan for the York Regional Forest

2019-2038



## Current acceptable activities in the York Regional Forest

Activity	Associated Rules, Regulations and/or Conditions
Walking, running, hiking	<ul style="list-style-type: none"> <li>• Must remain on official trails and not make new trails</li> </ul>
Dog walking	<ul style="list-style-type: none"> <li>• Dogs must be on-leash at all times unless in otherwise designated area(s)</li> <li>• Pet waste must be picked up and properly disposed of</li> </ul>
Cycling and mountain biking	<ul style="list-style-type: none"> <li>• Must remain on official trails and not make new trails</li> <li>• Always wear an approved helmet. Slow down and yield to all other users</li> <li>• Avoid using trails after heavy rainfall or wet periods, especially in the spring</li> </ul>
Horseback riding	<ul style="list-style-type: none"> <li>• Must remain on official trails and not make new trails</li> </ul>
Cross-country skiing	<ul style="list-style-type: none"> <li>• Must remain on official trails and not make new trails</li> </ul>
Snowshoeing	<ul style="list-style-type: none"> <li>• Must remain on official trails and not make new trails</li> </ul>
Snowmobiling	<ul style="list-style-type: none"> <li>• Limited to trails designated by the Ontario Federation of Snowmobile Clubs (OFSC) within the Cronsberry and Pefferlaw tracts and only when trails are open. Operators require a valid OFSC permit.</li> </ul>
Nature appreciation and wildlife viewing	<ul style="list-style-type: none"> <li>• Must remain on official trails and not make new trails</li> </ul>
Hunting	<ul style="list-style-type: none"> <li>• Permitted in Pefferlaw, Cronsberry, and Metro Road Tracts, Town of Georgina, subject to local bylaws regarding discharge of firearms, Ontario Ministry of Natural Resources and Forestry regulations, and all other applicable provincial and federal legislation</li> </ul>
Fishing	<ul style="list-style-type: none"> <li>• Subject to Ontario Ministry of Natural Resources and Forestry regulations and all other applicable provincial and federal legislation</li> </ul>
Activities by clubs, associations, and for profit organizations	<ul style="list-style-type: none"> <li>• Requires a Forest Use Permit</li> </ul>
Scientific research	<ul style="list-style-type: none"> <li>• Requires a Forest Use Permit</li> </ul>
Geocaching	<ul style="list-style-type: none"> <li>• Cache locations must be within two metres of trails</li> </ul>

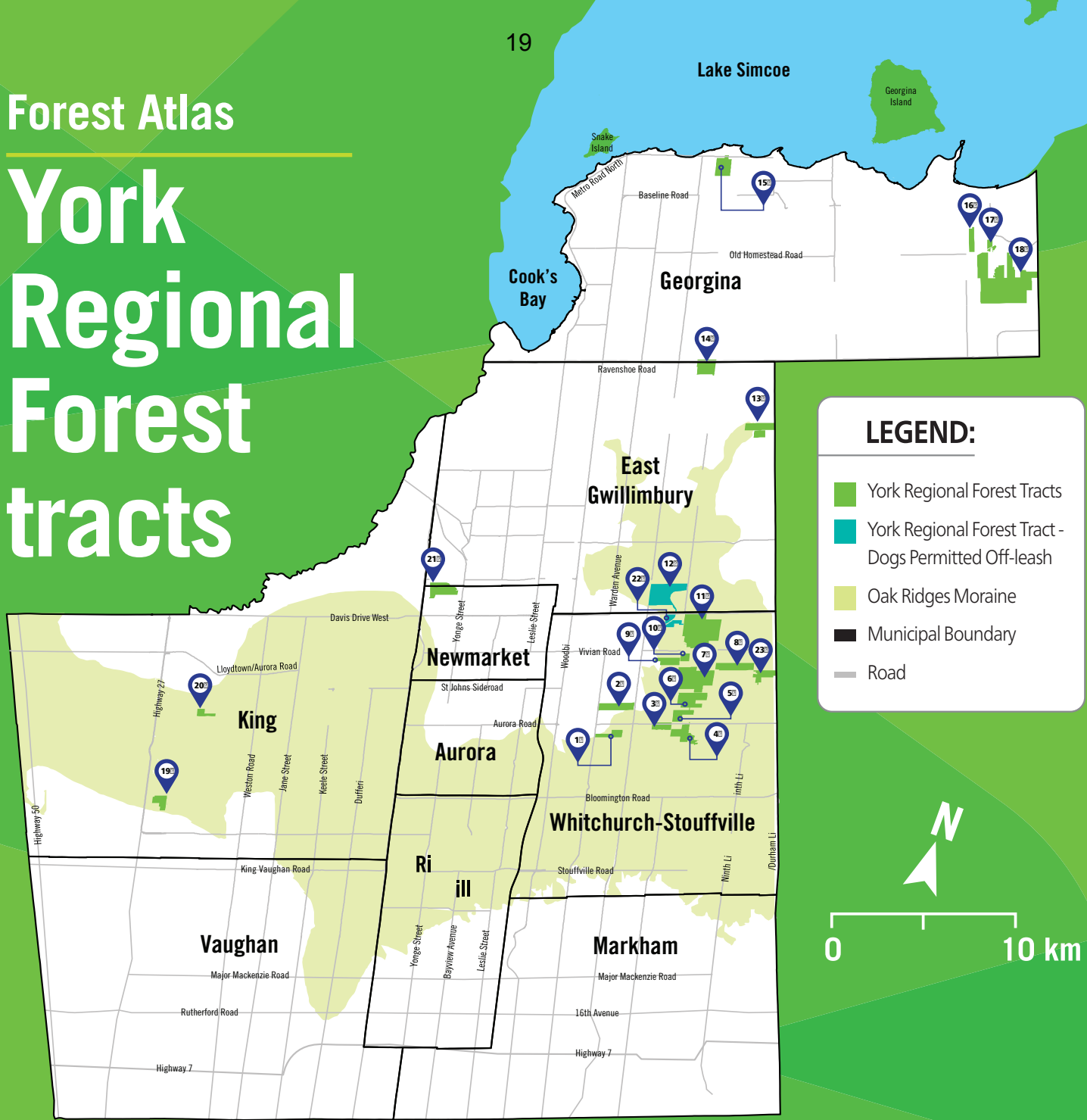


## Current prohibited activities in the York Regional Forest

Activity	Associated Rules, Regulations and/or Conditions
Lighting fires	<ul style="list-style-type: none"> <li>Prohibited</li> </ul>
Smoking	<ul style="list-style-type: none"> <li>Prohibited</li> </ul>
Cooking or heating devices	<ul style="list-style-type: none"> <li>Prohibited, including barbecues and other portable cooking devices</li> </ul>
Littering or Dumping	<ul style="list-style-type: none"> <li>No person shall deposit or dispose of garbage, plant matter, yard waste or other debris</li> </ul>
Camping	<ul style="list-style-type: none"> <li>Prohibited</li> </ul>
Use of unauthorized vehicles, including ATVs and dirt bikes	<ul style="list-style-type: none"> <li>Prohibited, except snowmobiling as outlined in Table 6 (page 39)</li> </ul>
Damaging or removing trees, plants, fungi, or other materials	<ul style="list-style-type: none"> <li>No person shall injure or remove trees or parts of trees (including seeds or cones), plants, mushrooms or other fungi, or other materials</li> <li>No person shall remove firewood</li> </ul>
Alcohol consumption	<ul style="list-style-type: none"> <li>Prohibited</li> </ul>
Paintballing, airgun, or pellet gun use	<ul style="list-style-type: none"> <li>Prohibited</li> </ul>
Fireworks	<ul style="list-style-type: none"> <li>No person shall ignite, discharge or set off fireworks</li> </ul>
Encroachment	<ul style="list-style-type: none"> <li>No person shall place materials or place/construct structures, or alter vegetation, or otherwise encroach on the Forest</li> </ul>
Property or trail altering or trail creation	<ul style="list-style-type: none"> <li>No person shall alter trails, fences or signs, or construct trails</li> <li>No person shall damage property or facilities</li> </ul>
Private Access / Entranceways	<ul style="list-style-type: none"> <li>Unauthorized or new access from private property is prohibited</li> </ul>
Operation of unmanned aerial vehicles (drones)	<ul style="list-style-type: none"> <li>Prohibited</li> </ul>

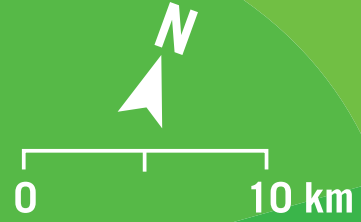
Forest Atlas

# York Regional Forest tracts



**LEGEND:**

- York Regional Forest Tracts
- York Regional Forest Tract - Dogs Permitted Off-leash
- Oak Ridges Moraine
- Municipal Boundary
- Road



**York Regional Forest Tracts - 23 tracts, totaling 2,379 hectares**

1 Robinson Tract	(43 ha)	9 Scout Tract	(48 ha)	17 Godfrey Tract	(20 ha)
2 Porritt Tract	(80 ha)	10 Mitchell Tract	(21 ha)	18 Pefferlaw Tract	(579 ha)
3 Dainty Tract	(41 ha)	11 North Tract	(332 ha)	19 Nobleton Tract	(44 ha)
4 Clarke Tract	(85 ha)	12 Bendor and Graves Tract*	(181 ha)	20 Happy Valley Tract	(26 ha)
5 Patterson Tract	(50 ha)	13 Zephyr Tract	(87 ha)	21 Peggy's Wood	(19 ha)
6 Hall Tract	(109 ha)	14 Brown Hill Tract	(83 ha)	22 Davis Drive Tract*	(49 ha)
7 Eldred King Woodlands	(221 ha)	15 Metro Road Tract	(84 ha)	23 Drysdale Woods	(55 ha)
8 Hollidge Tract	(83 ha)	16 Cronsberry Tract	(39 ha)		

\*York Regional Forest Tract - Dogs Permitted Off-leash

# EXISTING DOG RULE SIGNAGE IN THE YORK REGIONAL FOREST

## YORK REGIONAL FOREST RULES



Dogs **MUST** be  
leashed at all times



Stoop and scoop  
all pet waste



Do not litter



No smoking



Practice physical  
distancing of 2-metres



Avoid touching  
surfaces

Stop the spread.  
Stay informed.  
[york.ca/covid19](http://york.ca/covid19)

 York Region

## DOG OFF-LEASH AREA

### Please follow these guidelines:

- Dogs **MUST** be leashed outside of the off-leash area (e.g. parking lots and forest trails)
- Keep a distance of 2-metres from others
- Do not gather in groups
- Wear a cloth or non-medical mask where physical distancing may be challenging
- Do not smoke
- Stoop and scoop all pet waste
- Do not litter, include garbage, gloves and masks and pet waste
- Be aware of high-touch surfaces (e.g. gates and benches) and practice proper hand hygiene after touching

Visitors are reminded to use at their own risk.

Stop the spread.  
Stay informed.  
[york.ca/covid19](http://york.ca/covid19)  
[york.ca/yrf](http://york.ca/yrf)

 York Region

## YORK REGIONAL FOREST

### INCREASED MONITORING



**ALL** dogs **MUST** be on  
leash at all times.



Pick up pet waste,  
dispose of properly.  
**DO NOT LITTER!**

Stop the spread  
Stay informed  
[york.ca/covid19](http://york.ca/covid19)

 York Region

 York Region

## Sensitive Habitat

Grassland plants  
and wildlife are  
easily disturbed

Please Keep  
Out  
**No Dogs  
Allowed**

 York Region



Office of the Commissioner  
Environmental Services Department

## MEMORANDUM

To: Regional Chair Emmerson and Members of Regional Council

From: Erin Mahoney, M. Eng.  
Commissioner of Environmental Services

Date: February 10, 2022

Re: February Committee of the Whole Agenda Item F.2.1 – Designating an Additional York Regional Forest Tract for Off-leash Dog Walking Based on Future Demand

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This memo is a follow up to a discussion at the February 10 Committee of the Whole meeting and responds to Council inquiries about permitting off-leash dog walking at more than the two locations recommended.

### **Staff propose to monitor use of off-leash dog walking and designate an additional tract as off-leash if needed**

Staff propose monitoring off-leash use levels at the Bendor and Graves and Davis Drive Tracts to determine demand for an additional off-leash tract. Should use levels warrant designating an additional tract, staff will designate an additional tract based on anticipated level of use, suitability including parking availability and location.

### **Staff will report back to Council on the success and challenges with off-leash tracts**

Off-leash dog walking will be monitored over a 12-month period, including environmental impacts, visitor experience and incidents relating to off-leash dogs. Results of monitoring will be evaluated to determine the success of off-leash dog walking and results reported back to Council, including any changes to designated off-leash tracts.



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Erin Mahoney, M. Eng.  
Commissioner of Environmental Services



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Bruce Macgregor  
Chief Administrative Officer

eDocs#13673977

## **Regional Council Decision - Inflow and Infiltration Reduction Standard for Sewers Servicing New Development**

On February 24, 2022 Regional Council made the following decision:

1. Council approve implementation of the Inflow and Infiltration Reduction Standard for Sewers Servicing New Development
2. Council request that each of the nine local municipalities adopt the Inflow and Infiltration Reduction Standard for Sewer Servicing New Development by December 31, 2024
3. Council require local municipalities to include conditions of approval for development applications to ensure full implementation of the new standard by December 31, 2024
4. The Regional Clerk circulate this report to local municipalities, Building Industry and Land Development Association, Greater Toronto Sewer and Watermain Contractors Association, Ministry of the Environment, Conservation and Parks and Ministry of Municipal Affairs and Housing

The original staff report is attached for your information.

Please contact Wendy Kemp at 1-877-464-9675 ext. 74879 if you have any questions with respect to this matter.

Regards,

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

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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  
February 10, 2022

Report of the Commissioner of Environmental Services

## Inflow and Infiltration Reduction Standard for Sewers Servicing New Development

### 1. Recommendations

1. Council approve implementation of the Inflow and Infiltration Reduction Standard for Sewers Servicing New Development
2. Council request that each of the nine local municipalities adopt the Inflow and Infiltration Reduction Standard for Sewer Servicing New Development by December 31, 2024
3. Council require local municipalities to include conditions of approval for development applications to ensure full implementation of the new standard by December 31, 2024
4. The Regional Clerk circulate this report to local municipalities, Building Industry and Land Development Association, Greater Toronto Sewer and Watermain Contractors Association, Ministry of the Environment, Conservation and Parks and Ministry of Municipal Affairs and Housing

### 2. Summary

This report requests Council approve the [Inflow and Infiltration Reduction Standard for Sewers Servicing New Development \(the Standard\)](#) and request the nine local municipalities to adopt and enforce this Standard by December 2024. The Standard outlines consistent design and construction methods based on best management practices and introduces new inspection, testing and monitoring requirements to ensure new sanitary sewer systems are constructed to be watertight.

#### Key Points:

- Inflow and infiltration (I&I) happens when water other than sewage enters into sanitary sewer systems. I&I can lead to basement flooding, system surcharges or

overflows to the environment and consumes system capacity triggering early-stage servicing challenges

- A need for I&I reduction or prevention in new development was first identified in 2011 in York Region's I&I Reduction Strategy which was prepared in response to a condition of approval from the Ministry of the Environment, Conservation and Parks (MECP) on the Southeast Collector Sanitary Sewer
- The Standard will ensure sanitary sewers are watertight at the time of construction using sound engineering requirements in design and vigilant inspection during construction and before assumption
- Components of the Standard have already been tested and implemented through York Region's Servicing Incentive Program (SIP) and Town of East Gwillimbury Sustainable Development Incentive Program (SDIP)
- Once adopted, local municipalities will enforce the Standard as a condition of approval of development applications until local design and construction standards are updated to ensure new developments are built to watertight standards by December 2024

### 3. Background

#### **Inflow and infiltration reduction is a regulatory requirement and part of the Region's demand management program**

On February 17, 2011, Council approved the first Inflow and Infiltration Reduction Strategy (Strategy), developed in partnership with local municipalities as part of the Southeast Collector Sanitary Sewer Individual Environmental Assessment approval (SEC IEA). The condition of approval required the Region and its local municipalities to find and remove 40 million litres per day (MLD) of inflow and infiltration by 2031.

I&I reduction has been an integral part to York Region's One Water Approach and supports its goal of innovation, integration, and infra-stretching<sup>1</sup> by reducing extraneous flows and freeing up capacity. I&I reduction enhances system resilience to climate change and supports the Region's Climate Change Action Plan and Energy Conservation objectives by reducing energy consumption and associated pumping costs while improving the level of service to the public. The Strategy is required to be updated every five years as per SEC IEA condition of approval mandated by MECP. Most recently, the Province has directed the Region to incorporate this work through Master Plan updates, which follows the Municipal

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<sup>1</sup> Infra-stretching is maximizing the useful life and capacity of built infrastructure to defer capital investment.

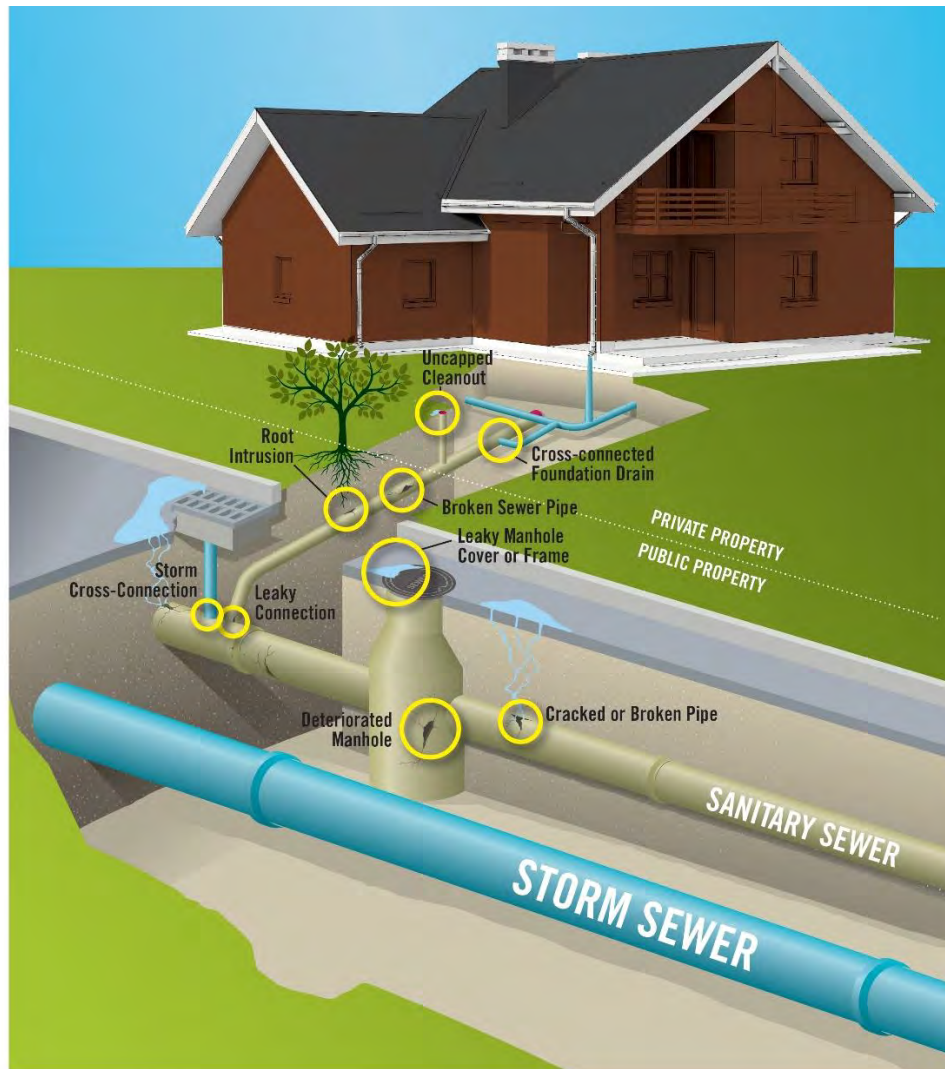


Class Environmental Assessment process. This directive also requires on-going implementation and monitoring to support other Regional initiatives, including capacity assessment, hydraulic modelling and system operation.

The [2021 Strategy Update](#) refined programming to enhance partnerships, leverage flow monitoring data to set local municipal I&I reduction targets, advance data collection and analytics, enhance programming for existing sanitary sewer systems, and expand programming for new systems. Updated programming will ensure continued success towards the 2031 target as part of the [draft Water and Wastewater Master Plan](#). Additionally, the draft York Region Official Plan (ROP) presented to Council on [November 11, 2021](#) with anticipated finalization in 2022, continues to provide strategic direction which strongly encourages that *“Local municipalities, developers, and public agencies shall work toward reducing the amount of inflow and infiltration in both local and Regional wastewater systems consistent with Regional programs and standards”*.

Figure 1 illustrates the various sources of I&I into sanitary sewers including those from private property.

**Figure 1**  
**Sources of Inflow and Infiltration**



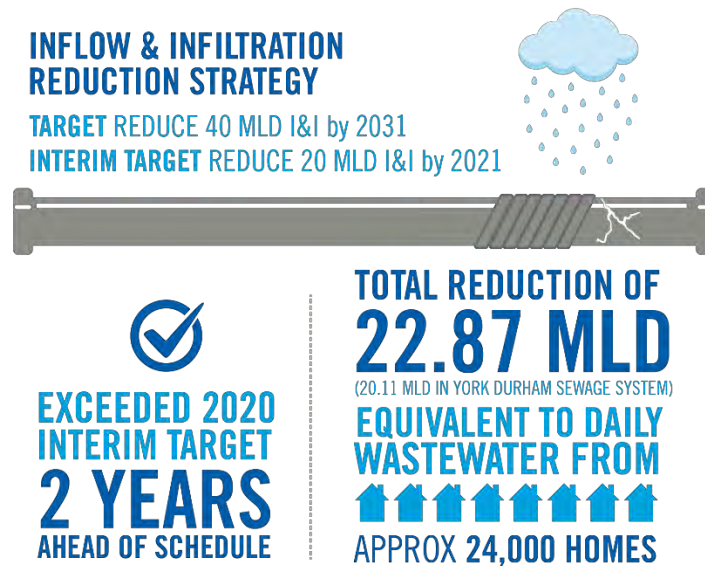
**About 23 million litres per day of inflow and infiltration have been removed, equivalent to daily wastewater from about 24,000 homes**

Since 2011, about 23 MLD of inflow and infiltration have been removed from the sewer system, representing more than 57% of the 2031 target (Figure 2). Reductions were achieved through operation and maintenance programs, capital works, and Public and Private Partnerships. Recent achievements include:

- Aurora Sewage Pumping Station outfall gate repair (2017) – 5.6 MLD

- Sewer rehabilitation projects in Markham, King, Vaughan, Whitchurch-Stouffville and Richmond Hill (2019) – collectively achieving 1.1 MLD
- Ninth Line sewer rehabilitation (2020) – 1.0 MLD
- Developer funded projects in Aurora and Newmarket (2015-2020) – collectively achieving 0.7 MLD

Achieving the remaining 17 MLD reduction will become more challenging as sources of I&I are more difficult and costly to locate and remediate as the majority of sewers are on private property. About 53% of sanitary sewer pipes in York Region are on private properties, 43% of sewers are owned and operated by local municipalities, and 4% of sewers are Region-owned. Sewers on private land (from property limit to building face) and local sewers are typically built by development industry and inspected by local municipalities. Upon determination of satisfactory completion, ownership of local sewers is transferred to local municipalities. Regional sewers are built, owned and operated by York Region. A collaborative effort with enhanced partnerships is imperative to build on the I&I reductions achieved to date and continue to drive future reductions in our new and existing sewer systems.

**Figure 2****Inflow and Infiltration Reduction Program Achievements (2011 to 2020)****4. Analysis****York Region has been tackling I&I in new developments since 2011 and has seen success through the Servicing Incentive Program**

The Region published its first [Sanitary Sewer System Inspection, Testing and Acceptance Guideline](#) in 2011 (2011 Guideline) with the objective to standardize procedures in new construction across York Region. Several local municipalities subsequently adopted this guideline for their sanitary sewer infrastructure, with over 5,000 units built, demonstrating that it is possible to meet low I&I rates. To further encourage implementation of the 2011 Guideline, Public and Private Partnership programs were adopted to provide capacity incentives through:

- York Region's Servicing Incentive Program for low rise residential buildings
- Town of East Gwillimbury Sustainable Development Incentive Program for low rise residential buildings

To date, 4,017 persons of additional wastewater capacity has been created through 32 participating projects with I&I reduction requirements and with 10 separate developer groups, across 4 municipalities (East Gwillimbury, Aurora, Newmarket and Richmond Hill). This capacity has been made available for specific new developments. This work has demonstrated the effectiveness of infra-stretching techniques implemented by the

development industry, our local municipalities and the Region. The rigour of implementing this work and verifying proven reductions has informed development of the new Standard presented in this Report. It also triggered a review of the Region's Servicing Incentive Program, currently under consultation with local municipalities, to be presented to Council in Q2 2022.

### **York Region has been a party to several developer-funded agreements that permit completion of inflow and infiltration reduction work in exchange for capacity allocation**

In addition to the Servicing Incentive Program, York Region has engaged in other Public and Private Partnership initiatives with development industry and local municipalities. Since 2010, York Region has been party to developer-funded agreements in Newmarket, Aurora, Richmond Hill, Markham and Vaughan. The agreements permit completion of I&I reduction work in exchange for capacity allocation at a predetermined ratio of achieved reductions to allocation credits. The program allows a level of planned growth to continue without additional infrastructure investment and to date 13,188 persons of additional wastewater capacity has been allocated as a result of 6 agreements with another agreement to be executed in 2022.

### **Newer sanitary sewer pipes are exhibiting inflow and infiltration rates above design thresholds**

Sanitary sewers in York Region are relatively new with 38% of the system being in service for less than 20 years (Attachment 1). This percentage is expected to increase with anticipated growth to 2051. Through a detailed analysis of wastewater flow and rainfall data across York Region, 24% of these newer sewers are found to already exceed average peak I&I; this level of leakage is more consistent with aged sewers of 40 years or greater. Almost 94% of newer sewers exceed the industry-accepted rate for new systems of 0.1.L/s/ha. By 2031, it is estimated 4.3 MLD of I&I, equivalent to wastewater flow from about 4,500 homes can be eliminated by adopting and enforcing the new Standard. Implementing the Standard will assist in achieving the overall reduction target of 40 MLD.

### **The new Standard adopts best management practices and will drive consistent I&I reduction requirements across all nine municipalities**

The Standard adopts best management practices and includes standardized practices and procedures for design and construction, testing and inspection, flow monitoring technologies and analysis methods. The Standard will update and replace the 2011 Guideline and complement existing municipal standards.

Current Provincial standards and guidelines set out minimum requirements for designing and constructing new sewers. The Standard aligns with these guidelines and provides specific

requirements stipulated in the MECP Design Guidelines for Sewage Works and the Ontario Building Code. New inspection requirements on private sanitary infrastructure in the Standard are introduced to supplement Ontario Building Code requirements. This new requirement ensures water tightness and enhances public and environmental health and safety given a significant portion of sewers within York Region are on private property. Highlights of the key requirements in the Standard and comparison with the Provincial guideline and standards are included in Attachment 2.

### **A need for consistent I&I requirements for new sewers was identified through Region-wide review and surveys of existing standards**

A [\*White Paper on Inflow and Infiltration in New Developments: A York Region Perspective\*](#) was circulated and presented to the industry in September of 2019, discussing the need and benefits in adopting best practices for reducing I&I from new developments. This white paper was presented to MECP through the Region's annual submission of our I&I reduction report in March of 2020. Overall, the Province and industry support moving towards consistent standards to reduce I&I in new sewers. The Region has also been proactive in submitting code changes to the Ontario Building Code and the National Research Council to advocate our work in best management practices in new development.

Analysis of the Region and local municipalities' experience in implementing the 2011 Guideline, and through literature review and surveys with all nine local municipalities and three other Regional municipalities, including the Region of Waterloo, Region of Durham and Region of Peel, the following areas within current standards and practices were identified:

- Lack of I&I reduction considerations in design, construction, inspection and testing of mainline sewers, maintenance holes, and lateral pipes;
- Sanitary pipe material and pipe selection not accounting for effects of groundwater table level and depth of pipe bury; and
- Inconsistent design, construction inspection and final sign off requirements across the Region.

Feedback from the development industry and direct field evidence were considered in developing improvements. These gaps have been addressed through development of the new Standard. Similar standards have already been implemented by Peel Region.

### **Consultation with key industry groups underscored the need for a uniform Standard across all 9 Local Municipalities**

Given the lack of consistency on standards across the local municipalities in York Region, the development industry requested a uniform standard for construction, design and testing standards. Industry stakeholders were also interested in better understanding I&I in York Region and how changes in new construction practices, pipe materials and inspections can

effectively reduce I&I in new developments. Through rigorous engagement with our local municipal and development industry partners, we have collectively developed the Standard that will lead to more watertight sewers and align practices to one uniform approach.

Building Industry and Land Development Association, Greater Toronto Sewer and Watermain Contractors Association, Ontario Concrete and Drain Contractors Association and Ontario Concrete Pipe Association have commended York Region for the extensive engagement and inclusion of industry partners in developing the final standards. This Standard is a product of public and private interests and expertise coming together to close the gaps.

### **Local Municipalities support adoption of a new Standard following a phased approach to implementation**

The new Standard applies to all new gravity sewer installations including those serving new subdivisions, site plans, industrial, commercial and institutional developments, and single service retrofit connections.

Local municipal staff support adoption of the Standard to be completed in four phases. It's anticipated that this new Standard will be incorporated into existing local design and construction standards in all local municipalities by December 2024. Key activities for each phase and associated timelines are presented in Table 1.

**Table 1**  
**Adoption Phases and Timelines**

Adoption Phases	Key Activity	Timelines
1 – Roll out Standard	<ul style="list-style-type: none"> <li>Municipalities to include requirements to adhere to the Standard as a condition of development approvals and tie to securities managed by local municipalities</li> </ul>	2022 – 2023
2 – Local municipalities to update existing standards with support from York Region	<ul style="list-style-type: none"> <li>Municipalities to adopt the Standard and incorporate into existing local design and construction standards</li> <li>York Region to provide support to local municipalities through guidance on training and field testing procedures</li> </ul>	2022 - 2024
3 – Evaluation through York Region flow monitoring	<ul style="list-style-type: none"> <li>York Region to pilot flow monitoring at one to two new developments per municipality</li> </ul>	2023 - 2024

Adoption Phases	Key Activity	Timelines
	to assess performance of new Standard and success of implementation	
4 – Full Adoption	<ul style="list-style-type: none"> <li>All new construction in York Region to be built to watertight standards</li> </ul>	By Q4 2024

New Regional sanitary sewers are large, deep trunk sewers which are typically constructed through various types of tunnel construction. These trunk sewers are designed and constructed in conformance with the York Region Environmental Services Capital Delivery Design Guidelines, which already implement components of the Standard. An update to these Design Guidelines for Regional trunk sewers is underway and will align with elements of Standard. The update is anticipated to be finalized in 2024, which is consistent with the adoption timeline for the Standard.

To measure effectiveness of the Standard and success of its implementation, flow monitoring will be piloted and managed by the Region between 2023 and 2024 in select subdivisions/site plans. This work will be completed in coordination with our local municipalities. A report back to Council on the effectiveness and program modifications will be shared.

### **2021 Strategy Update established targets to achieve the 2031 reduction target and drive implementation of the new Standard**

In the 2021 Strategy Update, I&I reduction targets, presented in Table 2 were agreed to with each of the local municipalities. Using extensive data collected from more than 290 flow meters and 70 rain gauges installed throughout the Region, reduction targets were developed with local municipalities to focus on those areas with known high I&I. Each municipality has a specific target to be achieved by 2026 as an incremental contribution to the overall goal of 40 MLD by 2031. Reducing or preventing I&I from new development through adopting the Standard will help contribute to these 5 year targets.

**Table 2**  
**2026 I&I reduction targets for each municipality**

Municipality	Million Litres per Day (MLD) reduction target
Town of Aurora	0.64
Town of East Gwillimbury	0.14
Town of Georgina	0.27
Township of King	0.12



Municipality	Million Litres per Day (MLD) reduction target
City of Markham	1.61
Town of Newmarket	0.52
City of Richmond Hill	1.55
City of Vaughan	1.36
Town of Whitchurch-Stouffville	0.21
York Region	2.15

## 5. Financial

### **Analysis shows that long-term benefits of implementing tighter sewer standards outweigh additional costs**

Data collected by our consultant and from industry experts indicate that implementing the new Standard is estimated to incur 15-20% higher costs than the current practice, mainly from additional waterproofing requirements and testing on public and private infrastructure. However, costs to investigate and rehabilitate leaking pipes and maintenance holes can be greater than 35% of the capital cost of the original construction. In addition, accounting for reduced maintenance, reduced energy and treatment and reduced greenhouse gas emissions, the long-term benefits outweigh the additional cost over the lifespan of infrastructure by almost three times.

Despite York Region's and local municipal proactive and conservative management of their wastewater system, extreme rainfall events such as the ones that occurred in June of 2017 and January of 2020 could result in overflows at pumping facilities and areas of basement flooding due to increased inflow and infiltration. Avoiding impacts associated with these extraneous sewer flows such as spills to surface waters, environmental fines, residential sewer backups and extra pumping and treatment can add up to savings of approximately \$258,000 per one kilometer of pipes.

This estimate does not account for additional indirect benefits such as avoided social and health impact costs associated with basement flooding, avoided rehabilitation costs and deferred capital investment for prematurely adding or expanding existing infrastructure. The risk of such wastewater overflows in York Region is expected to increase over time, due to forecasted growth rates and more frequent extreme rainfall events due to climate change. Implementing the Standard will enhance the system's sustainability and resiliency to climate change and help minimize costly impacts.

## 6. Local Impact

### **The Standard has been developed with full collaboration of all local municipalities and aligns with feedback from development industry**

During the initial phase, local municipalities will require applicants to meet this Standard as a condition of development approval secured through subdivision and site plan agreements and associated securities. The Standard will be used in conjunction with current local design and construction standards and specifications. Local municipal staff, including plumbing inspectors, will enforce the Standard.

By 2024, local municipalities will integrate the Standard into their local standards either by incorporating it into relevant sections or as an amendment to existing design and construction standards. Local municipalities can impose more stringent requirements for site specific needs. Adoption will ensure new sanitary sewers are constructed to watertight standards required to reduce or prevent I&I, avoiding unnecessary maintenance in the long term while freeing up capacity to accommodate growth.

### **York Region continues to collaborate with local municipalities to support local Council endorsement and adoption of the Standard**

A meeting with engineering, planning and operations staff from all nine local municipalities was held on July 9, 2021 to present the implementation plan and all concerns raised were resolved. All local municipal staff support this new tighter sewer Standard. Having a uniform standard Region-wide will assist in implementation with the development industry, construction contractors and other stakeholders. Region staff are working with local municipalities to report to their local Councils including sharing reports, presentations and communication materials.

Continued collaboration with local municipalities on I&I reduction efforts and commitment through local municipal inspections for early adoption of the Standard will help support local municipal I&I reduction targets and capacity management in the system to 2031 and beyond. It will save the Region and local municipalities costs for treating the additional flows, investigating and rehabilitating sources of I&I as systems age and reduce risks of basement flooding.

### **Additional resources may be required for enforcement of the Standard and can be recovered through engineering and development reviews fees**

While flow monitoring is part of the Standard, initial participation will be voluntary until 2025; cost associated with flow monitoring will be borne by members of the land development industry.

## 7. Conclusion

This report seeks Council approval to implement the Inflow and Infiltration Reduction Standard for Sewers Servicing New Development and requests local municipalities to adopt the Standard by December 2024. The Standard was developed through extensive engagement with local municipal staff and industry representatives to build watertight systems in new developments. Proactive management of I&I in new developments and preventative programming through standardized Region-wide requirements provides a significant return on investment, improved reliability and resiliency of public and private infrastructure and supports the achievement of 2031 40 MLD I&I reduction targets for Region and its local municipalities.

For more information on this report, please contact Wendy Kemp at 1-877-464-9675 ext. 74879. Accessible formats or communication supports are available upon request.



Recommended by:

**Erin Mahoney, M. Eng.**  
Commissioner of Environmental Services

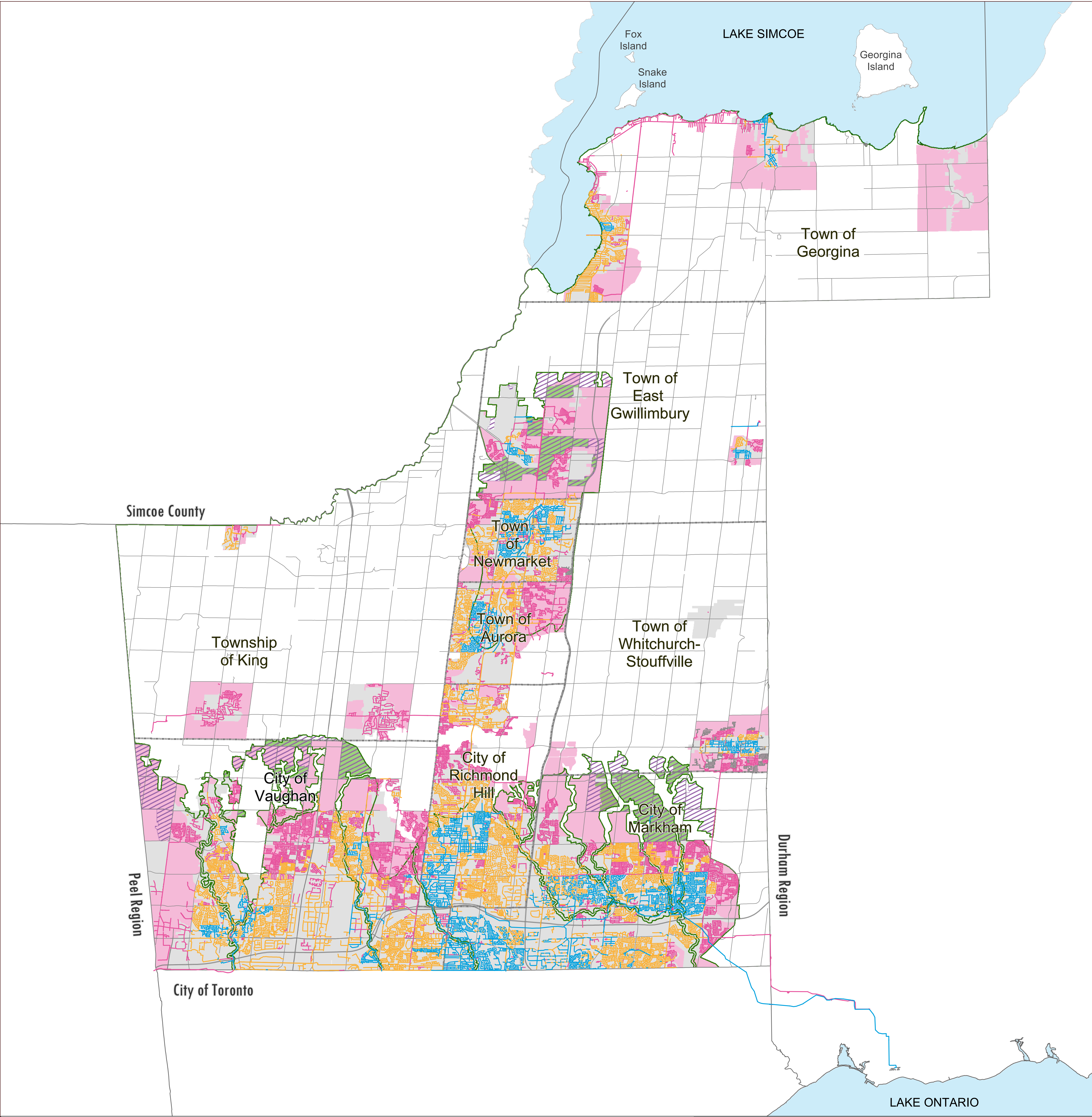


Approved for Submission:

**Bruce Macgregor**  
Chief Administrative Officer

January 5, 2022  
Attachments (2)  
eDOCS #13550584





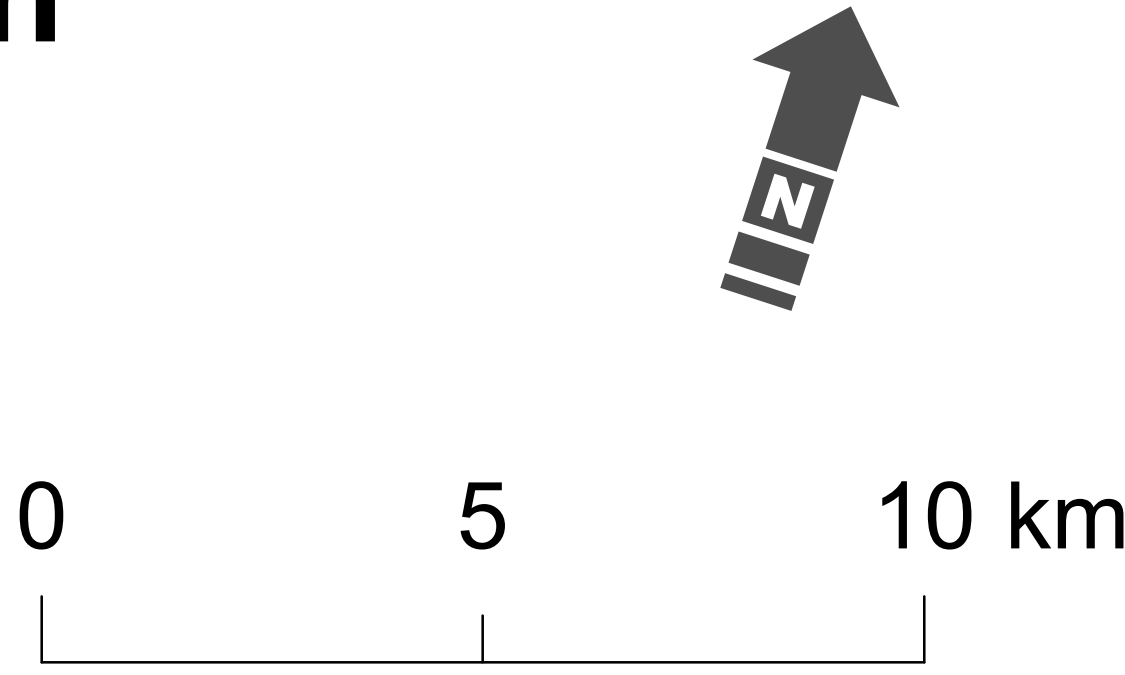
# Sanitary Sewer Pipe Age in York Region

## Inflow and Infiltration Reduction Standard for Sewers Servicing New Development

February 3, 2022

Produced by: The Regional Municipality of York  
Infrastructure Asset Management Branch,  
Environmental Services Department, December, 2021  
Data Sources:  
See York.ca for disclaimer information.

Path: \\Client\O\Solid\_Waste\Projects\2013\WWWMainAgeCouncil.mxd



**Pipe Age**

- Less than 20 years (37%)
- 20 to 40 years (44%)
- Greater than 40 years (18%)
- No Age Data (1%)

**Draft York Region Official Plan, November 2021**

- Future Urban Area
- Build Area
- New Community Area
- Designated Greenfield Area
- Greenbelt Boundary
- Road
- Municipal Boundary
- Regional Boundary



### Key Updates in the I&I Reduction Standard for Sewers Servicing New Development

	I&I Reduction Standard for Sewers Servicing New Development	MECP Design Criteria*	Ontario Building Code
Applicability	Public and private-side infrastructure	Public-side infrastructure	Private-side infrastructure
Design and Construction	<p>Includes detailed design and construction requirements for sanitary sewers, service connections, and maintenance holes focused on I&amp;I reduction</p> <p>Offers tables and decision charts for pipe material selection based on both depth of bury and groundwater pressures. It also standardizes requirements for pipe colour selection (green for sanitary and white for storm)</p> <p>Additional waterproofing requirements and specifications and consideration given to locating maintenance holes away from flood prone areas</p>	<p>Introduces high-level I&amp;I reduction related requirements in the design and construction of sanitary sewers, service connections and maintenance holes without specific requirement for material selection</p>	<p>Does not currently have specifications for proper lateral trench width and granular material type and compaction around the pipe</p> <p>Lack of appropriate standards for backfill, bedding and cover on the private side</p>
Inspection and Testing	<p>Requires public and private sanitary laterals to be CCTV inspected in accordance with local municipal standards</p> <p>Asks for air testing of new mainlines and private property laterals and provides detailed requirements on testing equipment, timing, frequency and procedures</p>	<p>Includes minimum testing and inspection requirements on public sanitary infrastructure only with no specific requirements on timing and frequency</p>	<p>Private lateral pipe tests (air test, visual inspection, water test) are in the OBC but not regularly enforced on all laterals</p> <p>CCTV inspection and in-person visual inspection of the laterals are not currently required in OBC</p>

	<b>I&amp;I Reduction Standard for Sewers Servicing New Development</b>	<b>MECP Design Criteria*</b>	<b>Ontario Building Code</b>
	<p>Expands on testing maintenance holes to ensure water tightness</p> <p>Updated York Region's Sanitary Sewer System Inspection, Testing and Acceptance Guideline (2011 Guideline)</p>		
<p>Monitoring and Acceptance</p>	<p>Minimum 1 year of flow monitoring capturing winter and summer seasons and a minimum number of large storms</p> <p>Volumetric analysis for wet weather events under a 25-year storm with newly established monitoring thresholds, developed based on studies and analyses completed using York Region's own datasets: Rainfall capture coefficient (Cv) during summer of a minimum of 0.5% and Cv during winter of a minimum of 1.0%</p> <p>Maximum groundwater infiltration (GWI) allowance shall be 1.8 liters per day per meter of public sewer</p> <p>Monitoring will be piloted by the Region at first to assess success of standard (and not conformity) – before it becomes a mandatory requirement</p>	<p>Requires a long-term I&amp;I rate not less than 0.26 L/s/ha for pipe sizing without specification of the design storm</p> <p>Specifies maintenance hole for provision of a flow monitor but no other requirements found</p>	<p>No requirements found</p>

\*MECP Design Criteria for Sanitary Sewers, Storm Sewers and Forcemains for Alterations Authorized under Environmental Compliance Approval (September 2021 Draft)

## **Regional Council Decision - Proposed Heritage Designation of the Administrative Centre - 17250 Yonge Street, Newmarket**

On February 24, 2022 Regional Council made the following decision:

1. Council supports the designation by the Town of Newmarket of 17250 Yonge Street (Administrative Centre), under Part IV of the Ontario Heritage Act based on the building's design, physical and contextual value, which includes but is not limited to:
  - The Administrative Centre displaying a high degree of artistic value with its striking scale and curvilinear massing including the nature of the horizontal waving bands of stone and glass;
  - The Administrative Centre demonstrating and reflecting the work and ideas of prominent postmodern Indigenous Canadian architect Douglas Cardinal with its curvilinear massing and organic forms; and,
  - The Administrative Centre being physically and visually linked to the topography of the land on which it is built. Architect Douglas Cardinal specifically designed the structure to harmonize with the natural features of the landscape.
2. The Regional Clerk circulate a copy of this report to the Town of Newmarket.

In addition to the civic buildings listed on page 1 of the Proposed Heritage Designation of the Administrative Centre – 17250 Yonge Street Newmarket report, we want to note that the City of Markham's Civic Centre was also designated under Part IV of the Ontario Heritage Act.

The original staff report is attached for your information.

Please contact Michael Shatil, Director, Property Services at 1-877-464-9675 ext. 71684 if you have any questions with respect to this matter.

Regards,

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

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# The Regional Municipality of York

Committee of the Whole  
Finance and Administration  
February 10, 2022

Report of the Commissioner of Corporate Services

## **Proposed Heritage Designation of the Administrative Centre 17250 Yonge Street, Newmarket**

### **1. Recommendations**

1. Council be advised that the Town of Newmarket is considering designating 17250 Yonge Street (Administrative Centre), under Part IV of the Ontario Heritage Act.
2. The Regional Clerk circulate a copy of this report to the Town of Newmarket.

### **2. Summary**

The Town of Newmarket proposes to designate the York Region Administrative Centre located at 17250 Yonge Street, Newmarket, as a Heritage Building in accordance with O. Reg. 9/06 of the Ontario Heritage Act on the basis of Design or Physical Value, Historical or Associative Value, and Contextual Value.

### **3. Background**

#### **The Administrative Centre was opened in 1994 and became a landmark building on Yonge Street**

The York Region Administrative Centre at 17250 Yonge Street, Newmarket, was officially opened on June 23, 1994. The building was designed by Canadian architect Douglas Cardinal, and was constructed by Milne & Nicholls Ltd. The four story building is the seat of government for The Regional Municipality of York, houses the Regional Archive, and contains the majority of the Region's administrative functions. Due to its artistic architecture and prominent location, the Administrative Centre has become a landmark on Yonge Street, Newmarket.

The proposed designation is coming 28 years after the Administrative Centre was officially opened. By comparison, the Toronto City Hall was also designated under Part IV of the Ontario Heritage Act on February 25, 1991, which was 26 years after it was originally constructed in 1965. Examples of other City Halls that are listed or designated include Mississauga City Hall, Brantford City Hall, and Hamilton City Hall.



## **Town of Newmarket Staff retained Archaeological Research Associates Ltd. (ARA) to evaluate the building's cultural heritage value**

In March 2020, the Town of Newmarket Staff notified Regional Staff that they are undertaking a study to determine whether a Heritage Designation is warranted for the Administrative Centre. The Town of Newmarket retained ARA who conducted a site visit and background research in the first half of 2020. Using the collected results, the cultural heritage value of the Administrative Centre was evaluated against the criteria prescribed in O. Reg. 9/06 of the Ontario Heritage Act, those being:

- Design or Physical Value
- Historical or Associative Value
- Contextual Value

### **4. Analysis**

#### **The Administrative Centre meets all three criteria for designation in accordance with the Ontario Heritage Act**

O. Reg. 9/06 of the Ontario Heritage Act requires that for a property to be designated, the property must meet one or more of the criteria below. ARA's evaluation revealed that the Administrative Centre meets all three criteria. The Cultural Heritage Attributes of the building are listed in Attachment 1, and are summarized as follows:

##### **Design or Physical Value**

- The Administrative Centre is a representative example of a postmodern style building, specifically, a Canadian Indigenous prairie variation of this style
- The Administrative Centre displays a high degree of artistic value with its striking scale and curvilinear massing including the nature of the horizontal waving bands of stone and glass

##### **Historical or Associative Value**

- The Administrative Centre demonstrates and reflects the work and ideas of prominent postmodern Indigenous Canadian architect Douglas Cardinal with its curvilinear massing and organic forms

##### **Contextual Value**

- The Administrative Centre is the founding property around which the Town of Newmarket and The Regional Municipality of York have created a civic campus within an established government district along Yonge Street in Newmarket

- The Administrative Centre is physically and visually linked to the topography of the land on which it is built. Architect Douglas Cardinal specifically designed the structure to harmonize with the natural features of the landscape
- The Administrative Centre is a landmark along Yonge Street in the Town of Newmarket

### **The Town of Newmarket would like to move ahead to consider a proposed Heritage Designation for the Administrative Centre in Q1 2022**

A Heritage Designation creates a requirement to consult with the local Heritage Committee when contemplating an architectural change to designated building elements. While it is unlikely that the Region will change the building's external appearance in the future, a Heritage Designation may limit the Region's options in that respect when compared to the existing Site Plan Approval process. Newmarket Staff confirmed that the designation will not prevent future internal renovations.

Subject to Newmarket Council approval scheduled for Q1 2022, the Town of Newmarket will issue Notice of Intention to Designate as per the requirements of the Ontario Heritage Act and prepare a designation by-law before Newmarket Council for adoption.

## **5. Financial**

The proposed designation does not have immediate financial implications to York Region; however, preservation of the building's designated heritage elements may increase future rehabilitation costs due to the expertise and specific materials that are required.

## **6. Local Impact**

The designation will enhance the profile of the Regional Administrative Centre and further establish it as a landmark on Yonge Street, Newmarket. The designation also coincides with the Region's 50th Anniversary celebration.

## **7. Conclusion**

The Administrative Centre was opened in 1994 and is a landmark building in the Town of Newmarket. Newmarket Staff evaluated the cultural heritage value or interest, and found the structure meeting all three criteria in accordance to the Ontario Heritage Act.

The Town of Newmarket is leading the designation process and Town of Newmarket anticipate providing a designation report to Newmarket Council for consideration in Q1 2022.

While it is possible for the Heritage Designation to carry a financial impact, and it may limit the Region's discretion in designing and implementing building alterations, neither one of these possibilities can be ascertained or quantified at this time.

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For more information on this report, please contact Michael Shatil, Director, Property Services at 1-877-464-9675 ext. 71684. Accessible formats or communication supports are available upon request.



Recommended by:

**Dino Basso**

Commissioner of Corporate Services



Approved for Submission:

**Bruce Macgregor**

Chief Administrative Officer

January 21, 2022

Attachments (1)

eDOCS # 12139741

## **Proposed Heritage Designation of the Administrative Centre at 17250 Yonge Street, Newmarket**

The Designation Report identifies the following as Cultural Heritage Attributes of the building:

- Four-storey postmodern Canadian Indigenous prairie style building
- Organic curvilinear plan
- Flat roof
- Rusticated and smooth stones laid in horizontal undulating bands
- Alternating horizontal lines of continuous glass ribbons
- Four radiating wings from a main circular driveway
- Two variable height towers at the terminus of the southeast, southwest and northwest wings
- Four clock towers of varying heights at the terminus of the northeast wing
  - Simple black on white round clock faces with Roman numerals
- Continuous lines of skylights through the centre of three wing
- Colonnades at main circular driveway and entryway
- Large glass wall at main entryway with two sets of tall double doors flanked by a shorter door on each side, all with semi-arched glass insert and semi-circular door handles
- Utility infrastructure sympathetically designed to harmonize with the building's stone material and treatment
- Visible recessed concrete foundation
- Situation on a rise in topography north of a ravine along Yonge Street
- Location in the government district of York Region

## **Regional Council Decision - Rate Structures for the 2022 Development Charges Bylaw**

On February 24, 2022 Regional Council made the following decision:

1. Council endorses in principle a uniform Region-wide development charge rate structure to recover the growth-related costs in the 2022 York Region Development Charges Bylaw and Background Study, with the exception of those wastewater services in the Village of Nobleton, currently recovered under Bylaw 2021-34.
2. The Regional Clerk circulate this report to the local municipalities and the Building Industry and Land Development Association (BILD) – York Chapter.

The original staff report is attached for your information.

Please contact Edward Hankins, Director, Treasury Office and Deputy Treasurer at 1-877-464-9675 ext. 71644 if you have any questions with respect to this matter.

Regards,

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

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# The Regional Municipality of York

Committee of the Whole  
Finance and Administration  
February 10, 2022

Report of the Commissioner of Finance

## Rate Structures for the 2022 Development Charges Bylaw

### 1. Recommendations

1. Council approve the use of a uniform Region-wide development charge rate structure to recover the growth-related costs in the 2022 York Region Development Charges Bylaw, with the exception of those wastewater services in the Village of Nobleton, currently recovered under Bylaw 2021-34.
2. The Regional Clerk circulate this report to the local municipalities and the Building Industry and Land Development Association (BILD) – York Chapter.

### 2. Summary

An update to the Region's development charges background study and bylaw is currently underway. The current bylaw will expire on June 16, 2022. The updated background study and bylaw will include the Region's share of the Yonge North Subway Extension (YNSE). This report seeks Council approval on the recommended rate structure for levying development charges in the new bylaw.

Key Points:

- Development charges rates can be either uniform across the Region, or area-specific, that is differentiated based on geography
- The Region has historically used uniform development charges and property taxes to fund growth-related infrastructure. The only exception has been the use of an area-specific development charge for the standalone wastewater system in the Village of Nobleton
- Municipalities are required to consider the use of area-specific development charges with every background study
- A uniform rate structure continues to be appropriate for all existing development charge eligible services
- YNSE will be discrete service that will be included for the first time in the 2022 Development Charges Background Study

- The YNSE is a strategic network asset that is integral to the Region’s transportation network. The Region’s contribution to the YNSE is estimated to be \$1.12 billion, and 75% is funded by development charges
- Three options were considered for levying development charges for the YNSE
  - Option 1: Uniform approach - All development across the Region within the same rate class would be charged the same DC rate for the YNSE
  - Option 2: Two zones, municipalities currently serviced by regional rapid transit versus those not serviced by rapid transit- All development across the Region would be charged a DC rate for the YNSE, but at different levels depending on which zone the development is in. Please see Appendix 1 for a map of each zone.
  - Option 3: Base rate with a YNSE Major Transit Station Area (MTSA) surcharge - All development across the Region would be charged a base DC rate for the YNSE. Development within the five subway MTSA’s would be charged an additional DC rate. Please see Appendix 2 for a map the YNSE MTSA areas.
- A uniform rate is recommended for all regional services in the 2022 Development Charges Background Study and Bylaw, including the YNSE. The York Region Rapid Transit Corporation Board of Directors has also endorsed a uniform rate structure for the YNSE
- Private attachments to this report will be considered in private session as they relate to solicitor client privilege information and/or potential litigation involving the Region and are a specified exception as per Section 239 (e) and (f) of the *Municipal Act, 2001*

### 3. Background

#### **Development charges are a cost recovery tool to fund a share of growth-related infrastructure costs**

Under the *Development Charges Act, 1997* (“Act”), Council can impose development charges to recover growth-related capital costs from development within the municipality. These fees are collected from developers to help fund growth-related regional services including water, wastewater, roads, transit, policing, paramedics, public health, social housing, and other general services.

Municipalities are required to make deductions for ineligible projects, service-level caps, and the portion of the infrastructure that benefit the existing residents and employees. Furthermore, deductions are made to reflect the extent to which a capital project benefits growth occurring outside of the planning horizon of the bylaw. Due to these deductions, development charges partially recover the cost of growth over a long period of time.

## **Development charges can be recovered through a uniform or area-specific rate**

Development charges (DC) can be levied on a uniform basis, where the same charge is applied across the municipality, or area-specific basis to reflect different needs for services in different areas.

Area-specific development charges (ASDC) can be applied to a localized area where the growth-related infrastructure provides a clear benefit to anticipated development in a clearly delineated geographic area.

ASDCs can also be applied to multiple large areas across a municipality to reflect differences in level of service. For example, Halton Region has two area-specific rates to their water and wastewater distribution services that spans the entire region. All developments would pay development charges for regional water and wastewater distribution service, but at different rates.

## **The Act requires municipalities to consider the use of area-specific development charges in every background study**

Under section 10 of the Act, before passing a development charges bylaw, Council must consider the use of area-specific development charges. With exception of the current stand-alone wastewater project in the Village of Nobleton, the Region has historically used a uniform approach for its infrastructure, including the Toronto-York Spadina Subway Extension (TYSSE) and the Upper York Water Reclamation Centre (UYWRC).

## **The current Nobleton Area-Specific Bylaw is not affected by the 2022 Development Charges Background Study and Bylaw**

Since 2006, the Region has levied area-specific development charges for wastewater servicing in the Village of Nobleton. This area-specific development charges bylaw was most recently updated in May 2021 and is due to expire in 2026 (Bylaw No. [2021-34](#)). Wastewater servicing for the Village of Nobleton, recovered through this area-specific bylaw, is not impacted by the 2022 Development Charges Background Study and Bylaw.

## **The Region's share of the YNSE will be included in the 2022 Development Charges Background Study and Bylaw as a discrete service**

The YNSE will be included in the 2022 Development Charges Background Study for the first time. As per the Ontario-York Region Transit Partnership Preliminary Agreement (May 2020), the Region is expected to contribute its pro-rata share to the subway's construction. In May of this year, the federal government announced up to \$2.24 billion for the project. Based on current estimated project budget of \$5.6 billion, the Region's share is expected to be \$1.12 billion.

In the fall of 2021, the Province amended the Act, through Bill 13, *Supporting People and Businesses Act, 2021* ("Bill 13"), to treat the YNSE as a discrete service with a forward-looking planned level of service, and extending the planning horizon from 10 to 20 years. Bill 13 received Royal Assent on December 2, 2021, with the changes coming into effect on



January 1, 2022. The 2022 Development Charges Background Study and Bylaw, including the associated development charges rates, will reflect the amended Act and associated supporting regulations.

The changes under Bill 13 allow the Region to recover development charges for the YNSE faster compared to if the subway is treated as a Transit Service, which is limited to a 10-year planning horizon. However, these changes will not impact how the DC-funded share of the YNSE is determined.

### **Three data-driven methodologies were used to determine that a 75% share of the Region's YNSE costs will be eligible for recovery through DCs**

Transportation Services developed three methodologies to estimate the DC funded share of the YNSE. These methodologies consider growth in ridership among existing versus future users, capacity of the infrastructure, and assessment of population and employment projections. These methodologies reflect land use planning and growth assumptions that consequentially underpins the development of the Transportation Master Plan. As a result, a 75% DC funded share will be used for the YNSE for the 2022 DC Background Study.

### **The Province announced the Transit-Oriented Communities initiative to deliver transit supportive development along priority transit infrastructure**

The Province's Transit-Oriented Communities (TOC) program has the potential to create high-density communities at transit stations along priority transit lines, including the YNSE. Under the provincially led TOC program, the Province is partnering with developers to plan and deliver integrated development with transit expansion. The Province has broad powers to pursue TOC arrangements, through the *Transit Oriented Communities Act, 2020*.

Details pertaining to TOC arrangements are to be worked out through agreements, including an "Agreement in Principle", which spells out, among other things, the roles and responsibilities pertaining to TOCs overall. In addition, site-by-site TOC agreements will outline technical details. At this time, the financial implications of TOCs are unknown.

### **Growth proposed for the TOCs at Bridge and High-Tech stations is well beyond the planned vision of the Regional Centres and Corridors**

The Province has announced two YNSE TOC sites in York Region, at Bridge and High-Tech stations located in the Richmond Hill/Langstaff Gateway Regional Centre. TOC proposals are also anticipated for Royal Orchard, Clark and Steeles stations.

The proposed densities by the Province and TOC proponents at the two TOC sites are notably higher than what is anticipated in the [Region's Draft Regional Official Plan \(November 2021\)](#). The Draft Official Plan underpins the Region's master plans and the 2022 Development Charges Bylaw. Uncertainty around the projected growth in the TOCs poses challenges to developing robust estimates for required capital costs and forecasted draw on services. Regional staff are working with the Province and TOC proponents to ensure proposals align with and advance Regional and local municipal interest.

Further details on the proposed TOCs at Bridge and High-Tech stations, including planning implications, were provided in the report entitled “Yonge North Subway Extension Transit-Oriented Communities Proposals Markham and Richmond Hill” for consideration by Regional Council on January 13, 2022.

## 4. Analysis

### **The Region has historically levied property taxes and DCs on a uniform basis**

The Region has historically levied uniform property taxes and DCs for growth-related infrastructure. The only exception is an area-specific development charge for the stand-alone wastewater system in the Village of Nobleton.

In December 2021, Council approved a 1% Rapid Transit Infrastructure Levy that would help fund the non-DC eligible portion of the YNSE. This levy is also applied and collected on a uniform region-wide basis.

From 2012 to 2021, the Region invested \$7.4 billion in infrastructure to service and enable growth across all nine local municipalities, and to ensure that assets are maintained in a state of good repair. Of this amount, \$2.6 billion was funded or financed through uniform region-wide development charges, with the rest funded through region-wide user rates, property taxes, and third-party funding. Major DC-funded projects include: TYSSE, Duffin Creek Water Pollution Control Plant, York-Durham Sewage System (YDSS), West Vaughan Sewage Servicing, the South East Collector and many others.

### **Area-specific development charges are typically used for infrastructure with a clearly delineated benefiting area**

An area-specific development charge is most appropriate when the population and employment growth benefiting from the infrastructure can be clearly delineated geographically. Area-specific development charges are most often used to recover costs for hard infrastructure or engineering projects such as water towers, water mains, sewer pumping stations, sewer mains and sometimes roads and related infrastructure.

Ontario municipalities do not typically levy area-specific development charges for “soft” services or protection services such as police, social housing, paramedic stations or others. These types of services are typically planned for and delivered on a municipality-wide basis and therefore a uniform approach would be the most appropriate.

### **A uniform development charge structure is the most common approach to recover costs among neighbouring upper and single-tier municipalities**

A review of the development charges treatment in neighboring municipalities was undertaken by staff. Based on this scan, neighboring municipalities rely predominantly on a uniform development charge rate structure to recover growth-related capital costs.

Table 1 summarizes this interjurisdictional scan, where a check mark (✓) indicates that the municipality uses a uniform approach, and an X (✗) indicates that the municipality uses an area-specific approach.

**Table 1**  
**Municipal Peers Rely Predominantly on Uniform Development Charges**

<b>Municipality</b>	<b>Water and Wastewater treatment</b>	<b>Water and Wastewater delivery/supply</b>	<b>Roads</b>	<b>Transit (Incl. higher order)</b>	<b>Police and other general services</b>
York	✓*	✓	✓	✓	✓
Toronto	✓	✓	✓	✓	✓
Peel	✓	✓	✓	✓**	✓**
Halton	✓	✗	✓	✓	✓
Durham	✓	✓*	✓	✓	✓
Waterloo	✓	✓	✓	✗***	✓***

\*York has one area-specific bylaw for wastewater service in Nobleton. Durham has one area-specific bylaw in Seaton for water supply and sanitary sewage services

\*\*The local municipalities in the Region of Peel provide Transit services. The Town of Caledon is serviced by the Ontario Provincial Police, not by Peel Regional Police, and is therefore not levied Peel Regional Police Services DCs

\*\*\*Townships of North Dumfries, Wilmot, Wellesley, and Woolwich have limited Transit service, and are not charged Transit DCs. Library DCs only apply in the Townships

Beginning in 1997, Toronto levied an area-specific development charge for the Sheppard Subway Extension. Due in part to limited DC collections, the City moved to a uniform municipal-wide rate structure in 1999. The City of Ottawa provides a non-DC funded reduction on transit DC rates in rural areas. Local municipalities in York Region levy uniform development charges and area specific development charges. Area specific development charges are typically employed by local municipalities to recover for local water, wastewater or stormwater services.

### **A uniform approach continues to be appropriate for all of the Region's DC-eligible services**

Staff evaluated the appropriateness of the DC rate model for all of the Region's growth-related infrastructure and recommend continuing with a uniform approach for the 2022 Development Charges Bylaw for the following key reasons:

- Regional services are managed as a network and the level of service is relatively consistent across the Region

- Aligns with the use of uniform Region-wide property taxes to fund the non-DC share of costs
- Deviation from a uniform approach may set a precedent for other services or projects (e.g., Upper York Water Reclamation Centre)
- Data and robust methodologies are available to demonstrate the need for growth-related infrastructure due to projected growth

## **YONGE NORTH SUBWAY EXTENSION CONSIDERATIONS**

### **The YNSE will be an integral part of the Region's Transportation network, providing transportation and societal benefits across the Region**

The YNSE will be an integral part of the Region's greater Transportation network, which includes the Region's transit and roads systems. The YNSE connects riders to the Region's greater transit network serviced by conventional transit, Bus Rapid Transit (BRTs) and the GO transit network. In this way, the YNSE helps to move residents and employees from outside and across the Region.

The YNSE could also help shift people from using automobiles to transit and active transportation. It is estimated that the automobile share of trips during the morning peak period could reduce from 65% in 2016 to 61% in 2041. This mode share reduction is mainly attributable to planned transit and road improvements including YNSE, BRTs and High Occupancy Vehicle (HOV) lanes along major corridors. As a result of this mode shift, vehicle kilometres travelled during the morning peak period in 2041 could be reduced by 186,400 and Green Houses Gases (GHG) emissions may be reduced by about 77,000 tonnes annually.

The economic benefits of the YNSE are expected to span across and out of the Region. The YNSE Federal Benefit Case prepared by Deloitte showed that from 2022 to 2041, the subway could generate over 52,000 new jobs and increase Canada's GDP by \$7.8 billion. It could also result in clustering of economic activities leading up to productivity increases.

### **An area-specific approach for the YNSE could set a precedent for other growth-related infrastructure**

Using an area-specific approach for the YNSE could set a precedent for the cost recovery approach for other growth-related infrastructure. For example, the Upper York Water Reclamation Centre, which would provide capacity to East Gwillimbury, Newmarket and Aurora, is a key piece of infrastructure to support growth in northern York Region. Currently, development charges for this project are levied on a uniform approach.

In addition, in areas where there is higher transit use, there may be lower automobile use. Implementing area-specific development charges for the YNSE could warrant consideration of complementary ASDCs for the roads service in the same areas.

### Three DC rate structure options have been developed for the YNSE

Three development charge rate structure options to collect for the YNSE have been developed and are summarized in the table below. Under each of these approaches, the portion of the subway that is funded by development charges remains the same.

**Table 2**  
**Development Charge Rate Structure Options for the YNSE**

Option	Description
1: Uniform Rate	Development within the same rate class would be charged the same YNSE DC rate across the Region
2: Two Zones, Municipalities currently serviced versus not serviced by rapid transit	All development across the Region would be charged a YNSE DC rate, but at differing levels depending on the zone  Please see Attachment 1 for a map of each zone.
3: Base Rate with a YNSE Major Transit Station Area (MTSA) surcharge	Development within the same rate class would be charged a common base YNSE DC rate  Development within the five YNSE MTSA's would be charged an additional DC rate  Please see Attachment 2 for a map of the YNSE MTSA areas.

### A uniform rate structure for YNSE is consistent with the Region's past practice

A uniform rate structure for the YNSE would be consistent with the other services in the 2022 DC Background Study and Bylaw. This approach reflects that the YNSE is integrated with the Region-wide transportation network, which provides benefits across the Region rather than contained in a clearly delineated area.

Under this approach, consistent with past practices, all development across the Region within the same rate class would be charged the same rate for the YNSE.

Private Attachment 1 provides additional material on each option for Council consideration. The attachment will be considered in private session because it contains analysis subject to solicitor/client privilege information and/or potential litigation.

### The "rapid transit zone" option would allow for differentiated rates based on anticipated draw on service

This option would charge two YNSE DC rates to reflect two zones: municipalities that are currently serviced by the Bus Rapid Transit (BRT) network would likely use the YNSE more frequently compared to those that do not. A map of the zones is included in Attachment 1.

Using this approach, all development in the Region would pay a YNSE development charge, but at different levels to reflect that municipalities with access to the BRTs are likely to have higher draw on service for the YNSE.

### **A surcharge at YNSE Major Transit Station Area would result in the highest DC rates in areas closest to YNSE subway stations**

As established through the ROP, the Major Transit Station areas are a key component of the Region's Intensification and Growth Management Strategy, delineating locations within walking distance of a higher order transit stations, suitable for higher density and mixed-use TOC development. Each MTSA is unique with its own growth potential and will be planned based on local context and conditions.

Currently, the ROP includes five Subway MTSA's that are used for determining the benefiting areas for the YNSE surcharge: Richmond Hill Centre Subway Station, Langstaff-Longbridge Subway Station, Clark Subway Station, Royal Orchard Subway Station, and Steeles Subway Station. Details for these MTSA's are to be finalized upon further approvals.

This option would levy two YNSE DC rates. Development within the same rate class would be charged a common base YNSE DC rate to reflect the share of the YNSE that provides region-wide benefits of the subway. Development within the YNSE five MTSA's would be charged an additional DC rate to reflect the anticipated higher draw on service by these developments.

MTSA boundaries are not intended for the levying of development charges. A map of the zones is included in Attachment 2 for illustrative purposes. Should Council select this option, those illustrative boundaries may need to be modified.

### **A uniform development charge rate structure is recommended for the YNSE**

It is recommended that the growth-related costs for the YNSE be recovered through a uniform approach (Option 1) in the forthcoming 2022 Development Charges Bylaw. This approach reflects the Region-wide benefits provided by the YNSE and is consistent with the Region's practice for funding Region-wide infrastructure.

### **The York Region Rapid Transit Corporation Board of Directors has endorsed a uniform rate structure for the YNSE**

At the January 18 meeting of the York Region Rapid Transit Corporation Board of Directors ("Board"), a presentation was provided on the rapid transit projects included in the 2022 Development Charges Background Study and Bylaw. The presentation also discussed potential rate structures for the YNSE, specifically the uniform, Region-wide structure as well as the two area-specific structures provided in this report. The Board endorsed the application of a uniform Region-wide rate to recover the growth-related costs for the YNSE.

### **A revised workplan requires tabling of the background study in March 2022**

In the [2022 Development Charges Bylaw – Status Update Report](#), Council approved a 2022 DC Bylaw process which included February 2022 tabling of the DC Background Study and

Bylaw. To provide Council additional consideration for area-specific development charges related to the YNSE, the timeline has been amended as per Table 3. This revised workplan would allow for the tabled background study to reflect Council's decision regarding the rate option for the YNSE.

This revised workplan complies with all statutory requirements.

**Table 3**  
**Key Dates in the 2022 DC Bylaw Process Timeline**

Date	Deliverable
February 10	Report seeking Council decision on uniform vs. area-specific rate structure
March 3, 2022	2022 Development Charges Background Study and Bylaw tabled at Committee of the Whole
May 26, 2022	2022 Development Charges Bylaw to Council for approval
<b>June 17, 2022</b>	<b>2022 Development Charges Bylaw and rates in effect</b>

## 5. Financial

### The DC rates for the YNSE would differ under each option

Table 4 below summarizes preliminary YNSE DC rates under each option. The figures below provide an order of magnitude estimate. The proposed rates pertaining to the Council approved option will be finalized at the tabling of the 2022 DC Background Study and Bylaw. Under each option, 75% of the YNSE would be DC funded.

**Table 4**  
**Preliminary Total YNSE DC Rate Estimates per Single or Semi-Detached Dwelling**

Option	Approximate Rates	
Option 1: Uniform Rate	Across the Region \$5,800	
Option 2: Two Zones, Municipalities currently serviced versus s not serviced by rapid transit	Zone 1: Rapid Transit Municipalities \$7,000	Zone 2: Outside of Rapid Transit Municipalities \$1,000
Option 3: Base rate with a YNSE Major Transit Station Area (MTSA) surcharge	Total YNSE Rate in MTSA \$12,000	Region-wide Base Rate \$5,000

## **If levied on a uniform basis, the YNSE DC rate would be approximately 0.4% of the anticipated price of a new single or semi-detached dwelling in 2022**

Regional development charges have consistently remained under 5% of the average new home price for a single or semi-detached dwelling in the Region since 2017. In 2021, regional development charges were about 4.6% of the average price of a new single or semi-detached dwelling in the Region, down from 6.4% in 2012. Preliminary estimates show that if levied on a uniform basis, the YNSE DC rate is approximately 0.4% of the estimated average price of new single or semi-detached dwelling in 2022.

## **6. Local Impact**

Most of the Region's DC eligible infrastructure services are managed as a network and support growth across local nine municipalities. These services also provide local benefits by connecting residents and businesses to the infrastructure network across the Region.

Since 2017, about half of the Region's DCs were collected by local municipalities and it is anticipated that this share will grow as the Region continues to intensify. Unlike Options 1 and 2, implementing Option 3 would require local staff to consult additional schedules to determine the application development charges rate.

## **7. Conclusion**

An update to the Region's 2022 Development Charges Background Study and Bylaw is underway and will include the YNSE for the first time. Development charges will fund 75% of the Region's share of the YNSE. This report analyzes three rate structure options for the YNSE and seeks Council's approval on the use of a uniform approach to recover for all Regional services in the 2022 York Region Development Charges Background Study and Bylaw, including the Yonge North Subway Extension.

The draft 2022 Development Charges Background Study and Bylaw is planned to be tabled in March. A final background study and bylaw would be provided for consideration of Council approval on May 26, 2022, with a proposed coming-into-force date of June 17, 2022.



---

For more information on this report, please contact Edward Hankins, Director, Treasury Office and Deputy Treasurer at 1-877-464-9675 ext. 71644. Accessible formats or communication supports are available upon request.



Recommended by:

**Kelly Strueby**

Acting Commissioner of Finance and Regional Treasurer



Approved for Submission:

**Bruce Macgregor**

Chief Administrative Officer

February 1, 2022

Attachments (2)

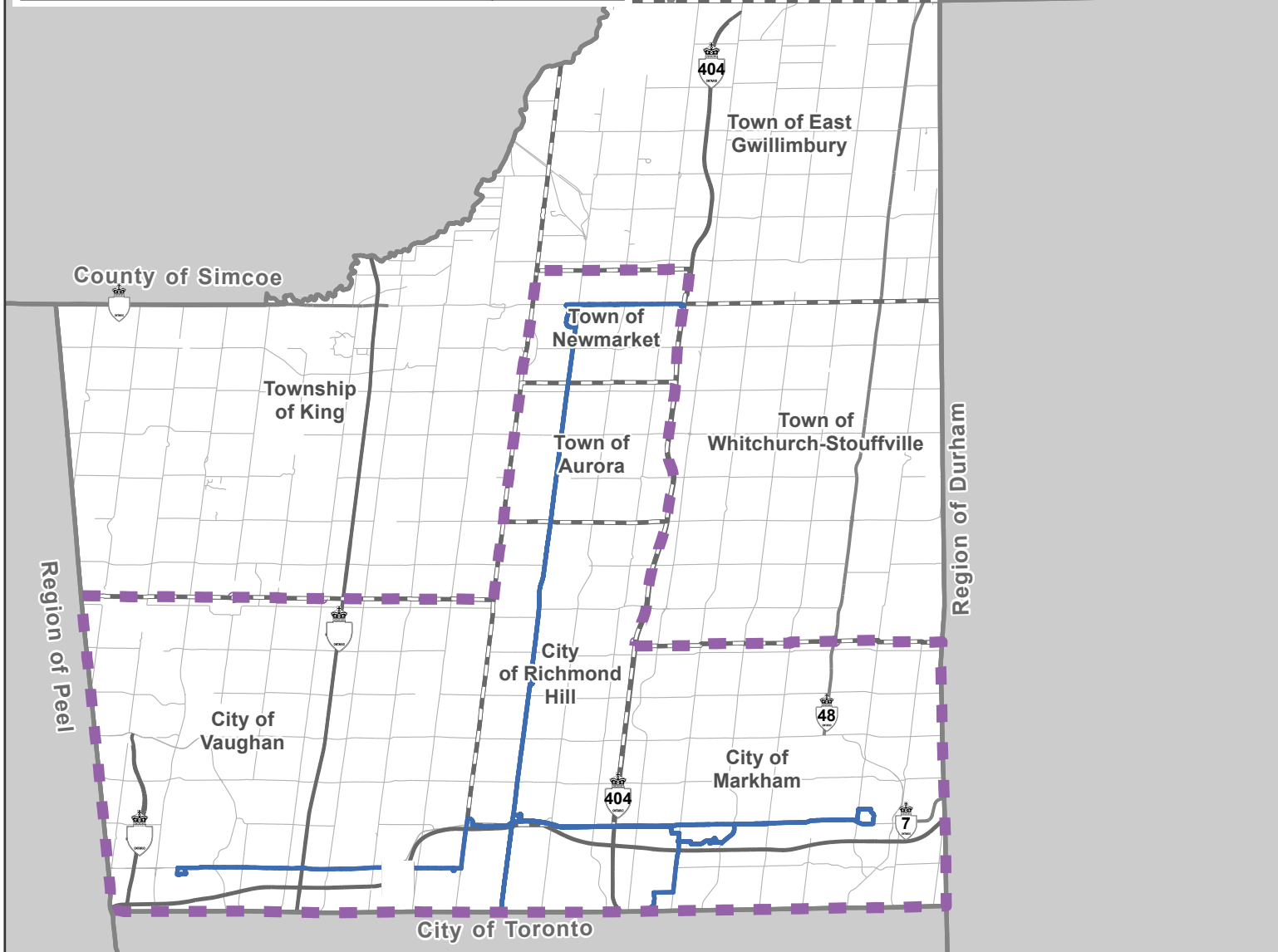
Private Attachment (1)

13263566

Zone Option	YNSE DC Rate	
	Single Family Dwelling	Large Apartment
Zone 1: Municipalities serviced by Rapid Transit	\$7,000	\$4,000
Zone 2: Rest of the Region	\$1,000	\$500



Recommended Option	YNSE DC Rate	
	Single Family Dwelling	Large Apartment
Uniform Region-Wide Rate	\$5,800	\$3,800

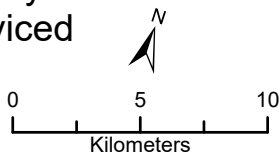


**Option 2: Two Zones**  
Municipalities Currently  
Serviced vs Not Serviced  
by Rapid Transit

- Rapid Transit Municipalities
- Bus Rapid Transit

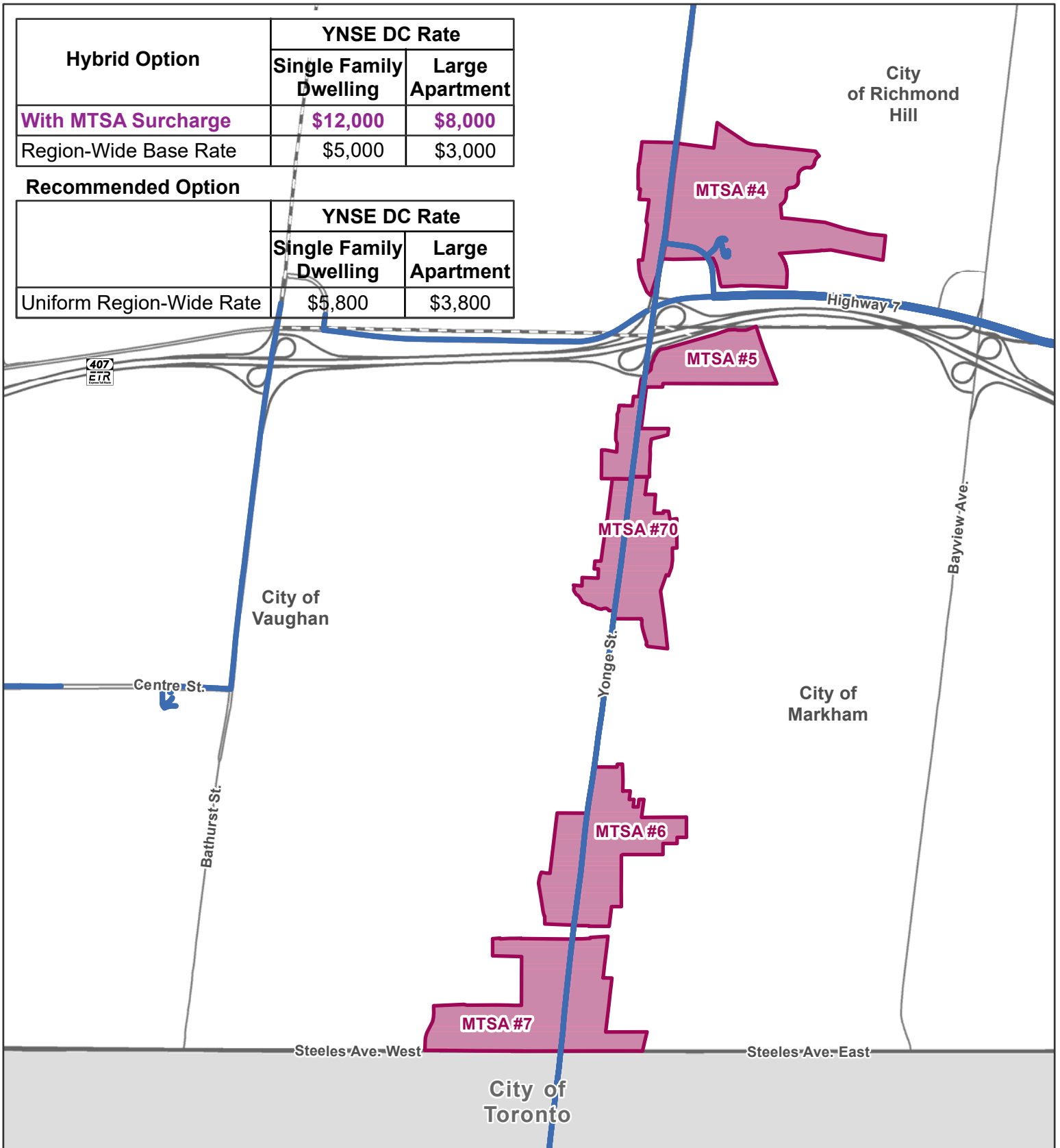
Produced by:  
The Regional Municipality of York,  
Corporate Services Department,  
Planning and Economic Development  
January 2022

Data: Queen's Printer for Ontario  
2003-2022



Hybrid Option	YNSE DC Rate	
	Single Family Dwelling	Large Apartment
<b>With MTSA Surcharge</b>	<b>\$12,000</b>	<b>\$8,000</b>
Region-Wide Base Rate	\$5,000	\$3,000

Recommended Option	YNSE DC Rate	
	Single Family Dwelling	Large Apartment
Uniform Region-Wide Rate	\$5,800	\$3,800

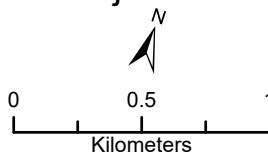


**Option 3:**  
Base Rate with a YNSE Major Transit Station Area (MTSA) Surcharge

- Major Transit Station Areas
- Bus Rapid Transit

Produced by:  
The Regional Municipality of York,  
Corporate Services Department,  
Planning and Economic Development  
January 2022

Data: Queen's Printer for Ontario  
2003-2022





Doug Ford, Premier of Ontario  
[doug.fordco@pc.ola.org](mailto:doug.fordco@pc.ola.org) (Sent via email)

February 25, 2022

**Re: Dissolve Ontario Land Tribunal**

Please be advised that on February 23<sup>rd</sup> 2022 the Town of Plympton-Wyoming Council passed the following motion supporting the Town of Halton Hills regarding Dissolving the Ontario Land Tribunal (correspondence attached).

***Motion 18***

*Moved by Netty McEwen*

*Seconded by Gary Atkinson*

*That Council support correspondence item 'N' from the Town of Halton Hills regarding Dissolving the Ontario Land Tribunal.*

***Motion Carried.***

If you have any questions regarding the above motion, please do not hesitate to contact me by phone or email at [dgiles@plympton-wyoming.ca](mailto:dgiles@plympton-wyoming.ca).

Sincerely,

Denny Giles  
 Deputy Clerk  
 Town of Plympton-Wyoming

Cc: (all sent via e-mail)

Honourable Steve Clark, Minister of Municipal Affairs and Housing [steve.clark@pc.ola.org](mailto:steve.clark@pc.ola.org)

Andrea Horwath, Leader of the Opposition [horwatha-qp@ndp.on.ca](mailto:horwatha-qp@ndp.on.ca)

All Ontario MPPs

Large Urban Mayor's Caucus of Ontario

Small Urban GTHA Mayors

Regional Chairs of Ontario

Association of Municipalities of Ontario

All Ontario Municipalities

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**The Corporation of the Town of Plympton-Wyoming**

P.O. Box 250, 546 Niagara Street, Wyoming Ontario N0N 1T0

Tel: 519-845-3939 Ontario Toll Free: 1-877-313-3939

[www.plympton-wyoming.com](http://www.plympton-wyoming.com)



February 9, 2022

The Honourable Doug Ford, Premier of Ontario  
Via Email

**Re: Dissolve Ontario Land Tribunal**

Please be advised that Council for the Town of Halton Hills at its meeting of Monday, February 7, 2022, adopted the following Resolution:

**Resolution No. 2022-0020**

WHEREAS Municipalities across this province collectively spend millions of dollars of taxpayer money and municipal resources developing Official Plans that meet current Provincial Planning Policy;

AND WHEREAS an Official Plan is developed through months of public consultation to ensure, "that future planning and development will meet the specific needs of the Town of Halton Hills community";

AND WHEREAS our Official Plan includes provisions that encourage development of the "missing middle" or "gentle density" to meet the need for attainable housing in our community;

AND WHEREAS our Official Plan is ultimately approved by the province;

AND WHEREAS it is within the legislative purview of Municipal Council to approve Official Plan amendments or Zoning By-law changes that better the community or fit within the vision of Town of Halton Hills Official Plan;

AND WHEREAS it is also within the legislative purview of Municipal Council to deny Official Plan amendments or Zoning By-law changes that do not better the community or do not fit within the vision of the Town of Halton Hills Official Plan;

AND WHEREAS municipal planning decisions may be appealed to the Ontario Land Tribunal (OLT; formerly the Ontario Municipal Board or "OMB"), an unelected, appointed body that is not accountable to the residents of the Town of Halton Hills;

AND WHEREAS the OLT has the authority to make a final decision on planning matters based on a "best planning outcome" and not whether the proposed development is in compliance with municipal Official Plans;

**1 Halton Hills Drive, Halton Hills, Ontario L7G 5G2**

Tel: 905-873-2600

Toll Free: 1-877-712-2205  
haltonhills.ca

Fax: 905-873-2347



AND WHEREAS all decisions—save planning decisions—made by Municipal Council are only subject to appeal by judicial review and such appeals are limited to questions of law and or process;

AND WHEREAS Ontario is the only province in Canada that empowers a separate adjudicative tribunal to review and overrule local decisions applying provincially approved plans;

AND WHEREAS towns and cities across this Province are repeatedly forced to spend millions of dollars defending Official Plans that have already been approved by the province in expensive, time consuming and ultimately futile OLT hearings;

AND WHEREAS lengthy, costly OLT hearings add years to the development approval process and act as a barrier to the development of attainable housing;

NOW THEREFORE BE IT RESOLVED THAT Council for the Town of Halton Hills requests the Government of Ontario to dissolve the OLT immediately thereby eliminating one of the most significant sources of red tape delaying the development of more attainable housing in Ontario;

AND FURTHER THAT a copy of this Motion be sent to the Honourable Doug Ford, Premier of Ontario, the Minister of Municipal Affairs and Housing, the Leader of the Opposition, the Leaders of the Liberal and Green Party, all MPPs in the Province of Ontario; the Large Urban Mayors' Caucus of Ontario, the Small Urban GTHA Mayors and Regional Chairs of Ontario;

AND FURTHER THAT a copy of this Motion be sent to the Association of Municipalities of Ontario (AMO) and all Ontario municipalities for their consideration.

**CARRIED**

Attached for your information is a copy of Resolution No. 2022-0020.

If you have any questions, please contact Valerie Petryniak, Town Clerk for the Town of Halton Hills at 905-873-2600 ext. 2331 or [valeriep@haltonhills.ca](mailto:valeriep@haltonhills.ca).

Yours truly,



Melissa Lawr  
Deputy Clerk – Legislation

**1 Halton Hills Drive, Halton Hills, Ontario L7G 5G2**

Tel: 905-873-2600

Toll Free: 1-877-712-2205  
[haltonhills.ca](http://haltonhills.ca)

Fax: 905-873-2347

- cc. Minister of Municipal Affairs and Housing  
Leader of the Opposition  
Leaders of the Liberal and Green Party  
MPPs in the Province of Ontario  
Large Urban Mayor's Caucus of Ontario  
Small Urban GTHA Mayors  
Regional Chairs of Ontario  
Association of Municipalities of Ontario (AMO)  
All Ontario Municipalities

**1 Halton Hills Drive, Halton Hills, Ontario L7G 5G2**

---

Tel: 905-873-2600

Toll Free: 1-877-712-2205  
haltonhills.ca

Fax: 905-873-2347



**THE CORPORATION  
OF  
THE TOWN OF HALTON HILLS**

**Resolution No.:** 2022-0020

**Title:** **Dissolve Ontario Land Tribunal**

**Date:** February 7, 2022

**Moved by:** **Mayor R. Bonnette**

**Seconded by:** **Councillor C. Somerville**

---

**Item No. 15.2**

WHEREAS Municipalities across this province collectively spend millions of dollars of taxpayer money and municipal resources developing Official Plans that meet current Provincial Planning Policy;

AND WHEREAS an Official Plan is developed through months of public consultation to ensure, “that future planning and development will meet the specific needs of the Town of Halton Hills community”;

AND WHEREAS our Official Plan includes provisions that encourage development of the “missing middle” or “gentle density” to meet the need for attainable housing in our community;

AND WHEREAS our Official Plan is ultimately approved by the province;

AND WHEREAS it is within the legislative purview of Municipal Council to approve Official Plan amendments or Zoning By-law changes that better the community or fit within the vision of Town of Halton Hills Official Plan;

AND WHEREAS it is also within the legislative purview of Municipal Council to deny Official Plan amendments or Zoning By-law changes that do not better the community or do not fit within the vision of the Town of Halton Hills Official Plan;



AND WHEREAS municipal planning decisions may be appealed to the Ontario Land Tribunal (OLT; formerly the Ontario Municipal Board or "OMB"), an unelected, appointed body that is not accountable to the residents of the Town of Halton Hills;

AN WHEREAS the OLT has the authority to make a final decision on planning matters based on a "best planning outcome" and not whether the proposed development is in compliance with municipal Official Plans;

AND WHEREAS all decisions—save planning decisions—made by Municipal Council are only subject to appeal by judicial review and such appeals are limited to questions of law and or process;

AND WHEREAS Ontario is the only province in Canada that empowers a separate adjudicative tribunal to review and overrule local decisions applying provincially approved plans;

AND WHEREAS towns and cities across this Province are repeatedly forced to spend millions of dollars defending Official Plans that have already been approved by the province in expensive, time consuming and ultimately futile OLT hearings;

AND WHEREAS lengthy, costly OLT hearings add years to the development approval process and act as a barrier to the development of attainable housing;

NOW THEREFORE BE IT RESOLVED THAT Council for the Town of Halton Hills requests the Government of Ontario to dissolve the OLT immediately thereby eliminating one of the most significant sources of red tape delaying the development of more attainable housing in Ontario;

AND FURTHER THAT a copy of this Motion be sent to the Honourable Doug Ford, Premier of Ontario, the Minister of Municipal Affairs and Housing, the Leader of the Opposition, the Leaders of the Liberal and Green Party, all MPPs in the Province of Ontario; the Large Urban Mayors' Caucus of Ontario, the Small Urban GTHA Mayors and Regional Chairs of Ontario;

AND FURTHER THAT a copy of this Motion be sent to the Association of Municipalities of Ontario (AMO) and all Ontario municipalities for their consideration.



---

Mayor Rick Bonnette



February 25, 2022

The Honourable David Piccini, Minister  
Ministry of Environment Conservation and Parks  
College Park 5th Floor, 777 Bay St.  
Toronto, ON M7A 2J3

**Re: Municipal Accommodation Tax and Crown Campgrounds**

On January 1<sup>st</sup>, 2022, the Town of South Bruce Peninsula implemented a Municipal Accommodation Tax (MAT). The tax equates to a 4% fee Levied on short term accommodations including, hotels, motels, rooming houses, bed & breakfast, cottage rentals and campgrounds, for all bookings of 30 days or less.

The Town of South Bruce Peninsula is the first jurisdiction in Ontario to levy the MAT on campgrounds. There are approximately 14 campgrounds within the Town of South Bruce Peninsula. Of those, one is a municipally owned campground, and one is a provincially owned campground, known as the Sauble Falls Provincial Park.

The Town recently amended the MAT program to confirm that our Town owned campground will contribute to MAT in the same manner as all of our privately owned campgrounds.

The Municipal Act states that “the Crown, any agency of the Crown in right of Ontario or any authority.....” Is exempt from MAT. As such, the Sable Falls Provincial Park is not participating in the MAT program.

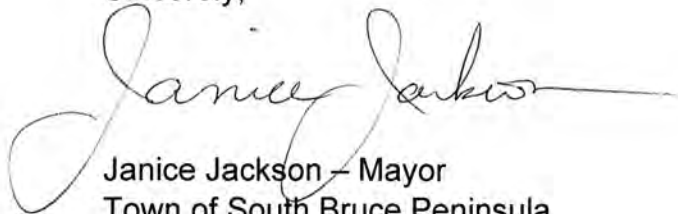
Several campground owners within the Town recently attended a Council meeting and stated their concerns and objections pertaining to the MAT exemption for the Sauble Falls Provincial Park. Town Council and private campground owners believe that this exemption creates an unfair competitive advantage for the provincially operated campground.

Council fully supports the position of our local campground owners and has passed the following resolution

*“And further that the Town sends a letter to the Ministry of Environment Conservation and Parks as well as to MPP Bill Walker requesting the removal of the Municipal Accommodation Tax exemption for all Crown owned campgrounds and that this letter is sent to all Ontario municipalities to seek their support”*

By way of this letter, we are asking the province to remove exemptions listed within section 400.1 (1) of the Municipal Act pertaining to Crown owned facilities, specifically campgrounds.

Sincerely,

A handwritten signature in black ink that reads "Janice Jackson". The signature is written in a cursive style with a long horizontal line extending to the right.

Janice Jackson – Mayor  
Town of South Bruce Peninsula  
Janice.jackson@southbrucepeninsula.com  
519-534-1400 ext. 200

cc. MPP Bill Walker



The Town of The Blue Mountains  
Council Meeting

**Title:** Township of Clearview  
**Date:** Monday, February 28, 2022

---

**Moved by:** Deputy Mayor Bordignon  
**Seconded by:** Councillor Hope

THAT Council of the Town of The Blue Mountains receives for information the February 9, 2022 correspondence from Township of Clearview regarding their letter to Premier Ford for funding support for infrastructure projects, bridge and culvert replacements in rural municipalities;  
AND THAT Council supports the Township of Clearview February 7, 2022 resolution requesting that Federal and Provincial Governments to provide more funding to rural municipalities to support infrastructure projects related to major bridge and culvert replacements;  
AND THAT Council direct that this resolution be forwarded to Ontario municipalities, AMO, Premier of Ontario, Provincial Minister of Finance, Federal Finance Minister and ROMA for support

**The motion is Carried**



CLEARVIEW

February 9, 2022

C00.2022

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

Sent by Email: [premier@ontario.ca](mailto:premier@ontario.ca)

**Re: Funding Support for Infrastructure Projects – Bridge/Culvert Replacements in Rural Municipalities**

---

Please be advised that Council of the Township of Clearview, at its meeting held on February 7, 2022, passed the following resolution regarding funding support for infrastructure projects:

**Resolution:**

Moved by Deputy Mayor Burton, Seconded by Councillor Broderick, Be It Resolved that Council of the Township of Clearview supports the requests from the Township of Adjala-Tosorontio, the Township of Adelaide-Metcalf, the Township of Lake of Bays, the Township of Amaranth, and Northumberland County for the Federal and Provincial Governments to provide more funding to rural municipalities to support infrastructure projects related to major bridge and culvert replacements; and,

That this resolution be forwarded to the Premier of Ontario, Provincial Minister of Finance, Federal Finance Minister, AMO, ROMA, and all Ontario municipalities.  
Motion Carried.

If you have any questions regarding the above, please do not hesitate to contact the undersigned.

Regards,

Sasha Helmkey, B.A., Dipl. M.A., AOMC  
Clerk/Director of Legislative Services

cc: Hon. Peter Bethenfalvy, Ontario Minister of Finance [minister.fin@ontario.ca](mailto:minister.fin@ontario.ca)  
Hon. Chrystia Freeland, Federal Minister of Finance [chrystia.freeland@fin.gc.ca](mailto:chrystia.freeland@fin.gc.ca)  
AMO [amo@amo.on.ca](mailto:amo@amo.on.ca)  
ROMA [roma@roma.on.ca](mailto:roma@roma.on.ca)  
All Ontario Municipalities



**The Town of The Blue Mountains  
Council Meeting**

**Title:**

Ontario Housing Affordability Task Force Report, PDS.22.037

**Date:**

Monday, February 28, 2022

---

**Moved by:** Councillor Matrosovs

**Seconded by:** Deputy Mayor Bordignon

THAT Council receive Staff Report PDS.22.037, entitled "Ontario Housing Affordability Task Force Recommendations – Information Report";  
AND THAT Council direct Town staff to monitor any provincial policy and legislative changes that may be proposed by the Province to address Housing and Affordability issues.

**The motion is Carried**





# Staff Report

## Planning & Development Services – Planning Division

<b>Report To:</b>	<b>Council</b>
<b>Meeting Date:</b>	February 28, 2022
<b>Report Number:</b>	PDS.22.037
<b>Title:</b>	Ontario Housing Affordability Task Force Report
<b>Prepared by:</b>	Nathan Westendorp, Director of Planning & Development Services

### A. Recommendations

THAT Council receive Staff Report PDS.22.037, entitled “Ontario Housing Affordability Task Force Recommendations – Information Report”;

AND THAT Council direct Town staff to monitor any provincial policy and legislative changes that may be proposed by the Province to address Housing and Affordability issues.

### B. Overview

This is an Information report to Council regarding Town staff’s response to the Ontario Housing Affordability Task Force Report and additional suggestions Town staff provided to the Province.

### C. Background

During its February 14, 2022 Council meeting, Town Council considered correspondence from the Minister of Municipal Affairs & Housing. Specifically, the Minister sent correspondence to all Heads of Council within the Province seeking feedback and suggestions regarding opportunities to increase the supply of housing and expand affordability. Staff also provided a high level verbal overview of the Ontario Housing Affordability Task Force Report that was attached to the Minister’s letter.

As background, the Provincial Government struck the Ontario Housing Affordability Task Force in late 2021 to look into the housing and affordability challenges that continue to impact many Ontarians. The Task Force’s process included consultation with various stakeholders involved in the planning, development and housing industries. For more information on the Task Force and its mandate, please refer to Attachment #1.

On February 8, 2022, the Task Force released a report containing fifty-five (55) recommendations for the Provincial government to consider as potential actions to help address housing supply and affordability issues that are very prevalent across the Province. The Minister’s letter to Heads of

Council provided the Town with an opportunity to give feedback on the Task Force Recommendations as well as to offer additional suggested solutions that could also be explored.

Given that the Minister requested municipal feedback to be submitted by Tuesday February 15, 2022, there was insufficient turnaround time for Town staff to provide a thorough analysis of the Task Force Report recommendations through a staff report that could be considered by Council prior to the Provincial deadline. Therefore, Town Council directed staff to prepare a comment letter to the Province on behalf of the Town, with a copy of the letter provided to Council. On February 15, 2022, Town staff provided a letter to the Province outlining primary feedback on the Task Force's recommendations as well as some additional ideas/suggestions for the Province to consider, please refer to Attachment 3.

#### **D. Analysis**

---

As Council is fully aware, the housing supply and affordability issues in the Province has reached dramatic levels exacerbated by several factors, and the Town is one of several municipal examples where the issues are very prevalent and impactful on current residents, future residents and the local economy. To be clear, there is no single "silver bullet" to address the issues that exist. To effectively address the issues requires a suite of changes to adjust the systems involved in planning, development, building, and financing homes. All levels of government have a role to play in facilitating change. However, because provincial legislation guides how municipalities function and the decisions they make regarding housing, it is critical that municipalities engage the province in constructive dialogue to drive change that municipalities can implement effectively.

The Province has indicated that it is committed to action and it is possible that the Province will move forward on some of the Task Force recommendation in the near future. However, it is important to note that the Task Force's Report is only the first step towards action. They are recommendations at this time and are not yet proposed policy or legislation. Town staff have no indication regarding which, if any, of the Task Force recommendations will be acted upon. As a next step, staff expect that the Province will take the recommendations that are considered actionable and then translate them into proposed policy and legislation. The true impact of the Task Force recommendations will be difficult to fully understand until draft policy and draft legislation is released for further review and comment. It will be critical for the Town to continue to monitor the Province's next actions and provide comments on proposed policy and/or legislation when released for consultation.

Looking ahead, Town staff expect a season of change in the near future which will very likely impact municipal planning documents, processes and possibly, municipal decision-making. The Town's Official Plan Review process naturally offers the opportunity (if needed) to integrate proposed changes in Provincial policy into an updated Official Plan in the future. As noted above shifts in provincial policy direction and legislation will need to be assessed in the future by Planning staff to fully understand how the Official Plan Review workplan and timelines could be impacted. Depending on the scale of the policy and/or legislation changes the Province brings forward, it is possible that Phase One of the Official Plan Review Project may not be complete before the municipal election in Fall of 2022. The Planning Division remains well



positioned to continue to evaluate the impacts of future Provincial actions, policies and legislation on the Town. Under the leadership of Trevor Houghton, Manager of Community Planning, alongside Shawn Postma, Senior Policy Planner, the Planning Division will monitor these matters and report back to Council accordingly.

## **E. Strategic Priorities**

---

### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders

### **3. Community**

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

## **F. Financial Impacts**

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There are no direct financial impacts on the Town as a result of this specific Staff Report. However, policy and/or legislative changes from the Province may have undetermined impacts on resources and projects in the future.

## **G. In Consultation With**

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Trevor Houghton, Manager of Community Planning

Shawn Postma, Senior Policy Planner

## **H. Public Engagement**

---

The topic of this Staff Report has not been the subject of a Public Meeting and/or a Public Information Centre as neither a Public Meeting nor a Public Information Centre are required. However, any comments regarding this report should be submitted to Nathan Westendorp, [directorplanningdevelopment@thebluemountains.ca](mailto:directorplanningdevelopment@thebluemountains.ca)

## **I. Attached**

---

1. Attachment 1 – Provincial Task Force Overview
2. Attachment 2 – Ontario Housing Affordability Task Force Report
3. Attachment 3 – Town Comment Letter to Province

Council  
PDS.22.037

February 28, 2022  
Page 4 of 4

Respectfully submitted,

Nathan Westendorp, RPP MCIP  
Director of Planning and Development Services

For more information, please contact:  
[directorplanningdevelopment@thebluemountains.ca](mailto:directorplanningdevelopment@thebluemountains.ca)  
519-599-3131 extension 246

## NEWS RELEASE

# Ontario Appoints Housing Affordability Task Force

Task Force of experts to provide recommendations on further opportunities to address housing affordability

December 06, 2021

[Municipal Affairs and Housing](#)

---

**TORONTO** — Ontario has appointed nine members to a new Housing Affordability Task Force who will provide the government with recommendations on additional measures to address market housing supply and affordability.

“Young families, seniors and all hardworking Ontarians are desperate for housing that meets their needs and budget,” said Premier Doug Ford. “At a time when our government is hard at work building an economy that works for everyone, this Task Force will provide us with concrete, expert advice that will support our government as we make it easier for more Ontarians to realize the dream of home ownership.”

The mandate of the Housing Affordability Task Force is to explore measures to address housing affordability by:

- Increasing the supply of market rate rental and ownership housing;
- Building housing supply in complete communities;
- Reducing red tape and accelerating timelines;
- Encouraging innovation and digital modernization, such as in planning processes;
- Supporting economic recovery and job creation; and
- Balancing housing needs with protecting the environment.

The Task Force, chaired by Jake Lawrence, CEO and Group Head, Global Banking and Markets at Scotiabank, represents a diverse range of experts in not-for-profit housing, Indigenous housing, real estate, home builders, financial markets and economics. The chair’s report outlining the Task Force’s recommendations will be published in early 2022.

“Our government’s policies under the Housing Supply Action Plan are working to address affordability, but more needs to be done at all levels of government,” said Steve Clark, Minister of Municipal Affairs and Housing. “The Housing Affordability Task Force will help our government build on our progress by identifying more opportunities to increase the supply of all kinds of housing, especially the missing middle. Under Mr. Lawrence’s strong leadership, I am confident in the expertise and experiences of this Task Force, and I thank them for their commitment to help us address the housing crisis.”

“I’m honoured to have been appointed as the Chair of Ontario’s new Housing Affordability Task Force,” said Lawrence. “I’m proud to work with a diverse team of experts who are committed to ensuring improved housing affordability for current and future Ontarians. We are eager to begin our work to identify and recommend actionable solutions and policies to support the government’s efforts to address the province’s housing affordability crisis.”

“Having a safe, affordable place to call home is an important building block in the foundation of success, which is why addressing housing supply and affordability is a key priority for our government,” said Peter Bethlenfalvy, Minister of Finance. “We are creating a Task Force to examine innovative policy solutions in order to ensure that the dream of home ownership is in reach for families in every corner of Ontario.”

The Housing Affordability Task Force was first announced as part of [the 2021 Ontario Economic Outlook and Fiscal Review: Build Ontario](#).

Everyone has a role to play in fixing Ontario’s housing crisis. Ontario will continue to work with municipal partners to help them use the tools the province has provided to unlock housing and make finding a home more affordable for hardworking Ontarians. This includes working with municipalities through the upcoming Provincial-Municipal Housing Summit and a special session with rural municipalities leading up to the ROMA conference in January 2022.

---

## Quick Facts

- The provincial government's housing policies under [More Homes, More Choice: Ontario's Housing Supply Action Plan](#) are working to make housing more affordable by increasing the supply of the full range of housing options, from single-family homes to midrise housing to apartment buildings.
  - In 2020, the year after More Homes, More Choice was implemented, Ontario saw the highest level of housing starts in a decade and the highest level of rental starts since 1992. Housing and rental starts in 2021 are on track to exceed these levels.
  - The province's ongoing work to address housing affordability complements our continued supports for affordable housing for our most vulnerable Ontarians. Through the [Community Housing Renewal Strategy](#) and Ontario's response to COVID-19, the province is providing more than \$3 billion in this fiscal year and last year. This includes over \$1 billion in flexible supports through the Social Services Relief Fund to municipal and Indigenous partners.
- 

## Additional Resources

- [Ontario Names Chair and Members of Housing Affordability Task Force](#)
- 

## Related Topics

### Government

Learn about the government services available to you and how government works. [Learn more](#)

### Home and Community

Information for families on major life events and care options, including marriage, births and child care. Also includes planning resources for municipalities. [Learn more](#)

---

## Media Contacts

Zoe Knowles

Minister's Office

[Zoe.Knowles@ontario.ca](mailto:Zoe.Knowles@ontario.ca)

Conrad Spezowka

Communications Branch

[mma.media@ontario.ca](mailto:mma.media@ontario.ca)

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Report of the  
**Ontario Housing  
Affordability Task Force**

February 8, 2022

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# Letter to Minister Clark

Dear Minister Clark,

Hard-working Ontarians are facing a housing crisis. For many years, the province has not built enough housing to meet the needs of our growing population. While the affordability crisis began in our large cities, it has now spread to smaller towns and rural communities.

Efforts to cool the housing market have only provided temporary relief to home buyers. The long-term trend is clear: house prices are increasing much faster than Ontarian's incomes. The time for action is now.

When striking the Housing Affordability Task Force, you and Premier Ford were clear: you wanted actionable, concrete solutions to help Ontarians and there was no time to waste. You asked us to be bold and gave us the freedom and independence to develop our recommendations.

In the past two months, we have met municipal leaders, planners, unions, developers and builders, the financial sector, academics, think tanks and housing advocates. Time was short, but solutions emerged consistently around these themes:

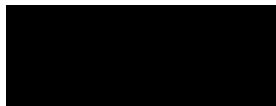
- More housing density across the province
- End exclusionary municipal rules that block or delay new housing
- Depoliticize the housing approvals process
- Prevent abuse of the housing appeals system
- Financial support to municipalities that build more housing

We present this report to you not as an “all or nothing” proposal, but rather as a list of options that the government has at its disposal to help address housing affordability for Ontarians and get more homes built. We propose an ambitious but achievable target: 1.5 million new homes built in the next ten years.

Parents and grandparents are worried that their children will not be able to afford a home when they start working or decide to start a family. Too many Ontarians are unable to live in their preferred city or town because they cannot afford to buy or rent.

The way housing is approved and built was designed for a different era when the province was less constrained by space and had fewer people. But it no longer meets the needs of Ontarians. The balance has swung too far in favour of lengthy consultations, bureaucratic red tape, and costly appeals. It is too easy to oppose new housing and too costly to build. We are in a housing crisis and that demands immediate and sweeping reforms.

It has been an honour to serve as Chair, and I am proud to submit this report on behalf of the entire Task Force.



**Jake Lawrence**

Chair, Housing Affordability Task Force

Chief Executive Officer and Group Head, Global Banking and Markets, Scotiabank



# Executive summary and recommendations

House prices in Ontario have almost tripled in the past 10 years, growing much faster than incomes. This has home ownership beyond the reach of most first-time buyers across the province, even those with well-paying jobs. Housing has become too expensive for rental units and it has become too expensive in rural communities and small towns. The system is not working as it should.

For too long, we have focused on solutions to “cool” the housing market. It is now clear that we do not have enough homes to meet the needs of Ontarians today, and we are not building enough to meet the needs of our growing population. If this problem is not fixed – by creating more housing to meet the growing demand – housing prices will continue to rise. We need to build more housing in Ontario.

This report sets out recommendations that would set a bold goal and clear direction for the province, increase density, remove exclusionary rules that prevent housing growth, prevent abuse of the appeals process, and make sure municipalities are treated as partners in this process by incentivizing success.

## Setting bold targets and making new housing the planning priority

**Recommendations 1 and 2** urge Ontario to set a bold goal of adding 1.5 million homes over the next 10 years and update planning guidance to make this a priority.

The task force then recommends actions in five main areas to increase supply:

### Require greater density

Land is not being used efficiently across Ontario. In too many neighbourhoods, municipal rules only allow single-family homes – not even a granny suite. Taxpayers have invested heavily in subway, light rail, bus and rail lines and highways, and the streets nearby are ideally suited for more mid- and high-rise housing. Underused or redundant commercial and industrial buildings are ripe to be redeveloped into housing or mixed commercial and residential use. New housing on undeveloped land should also be higher density than traditional suburbs, especially close to highways.

Adding density in all these locations makes better use of infrastructure and helps to save land outside urban boundaries. Implementing these recommendations will provide Ontarians with many more options for housing.

**Recommendations 3 through 11** address how Ontario can quickly create more housing supply by allowing more housing in more locations “as of right” (without the need for municipal approval) and make better use of transportation investments.

### Reduce and streamline urban design rules

Municipalities require numerous studies and set all kinds of rules for adding housing, many of which go well beyond the requirements of the provincial Planning Act. While some of this guidance has value for urban design, some rules appear to be arbitrary and not supported by evidence – for example, requiring condo buildings to include costly parking stalls even though many go unsold. These rules and requirements result in delays and extra costs that make housing either impossible to build or very expensive for the eventual home buyer or renter.

**Recommendation 12** would set uniform provincial standards for urban design, including building shadows and setbacks, do away with rules that prioritize preservation of neighbourhood physical character over new housing, no longer require municipal approval of design matters like a building’s colour, texture, type of material or window details, and remove or reduce parking requirements.



### Depoliticize the process and cut red tape

NIMBYism (not in my backyard) is a major obstacle to building housing. It drags out the approval process, pushes up costs, and keeps out new residents. Because local councillors depend on the votes of residents who want to keep the status quo, the planning process has become politicized. Municipalities allow far more public consultation than is required, often using formats that make it hard for working people and families with young children to take part. Too few technical decisions are delegated to municipal staff. Pressure to designate buildings with little or no heritage value as “heritage” if development is proposed and bulk listings of properties with “heritage potential” are also standing in the way of getting homes built. Dysfunction throughout the system, risk aversion and needless bureaucracy have resulted in a situation where Ontario lags the rest of Canada and the developed world in approval times. Ontarians have waited long enough.

**Recommendations 13 through 25** would require municipalities to limit consultations to the legislated maximum, ensure people can take part digitally, mandate the delegation of technical decisions, prevent abuse of the heritage process and see property owners compensated for financial loss resulting from designation, restore the right of developers to appeal Official Plans and Municipal Comprehensive Reviews, legislate timelines for approvals and enact several other common sense changes that would allow housing to be built more quickly and affordably.

### Fix the Ontario Land Tribunal

Largely because of the politicization of the planning process, many proponents look to the Tribunal, a quasi-judicial body, to give the go-ahead to projects that should have been approved by the municipality. Even when there is municipal approval, however, opponents appeal to the Tribunal – paying only a \$400 fee – knowing that this may well succeed in delaying a project to the point where it might no longer make economic sense. As a result, the Tribunal faces a backlog of more than 1,000 cases and is seriously under-resourced.

**Recommendations 26 through 31** seek to weed out or prevent appeals aimed purely at delaying projects, allow adjudicators to award costs to proponents in more cases, including instances where a municipality has refused an approval to avoid missing a legislated deadline, reduce the time to issue decisions, increase funding, and encourage the Tribunal to prioritize cases that would increase housing supply quickly as it tackles the backlog.

### Support municipalities that commit to transforming the system

Fixing the housing crisis needs everyone working together. Delivering 1.5 million homes will require the provincial and federal governments to invest in change. Municipalities that make the difficult but necessary choices to grow housing supply should be rewarded, and those that resist new housing should see funding reductions.

**Recommendations 49 and 50** call for Ontario government to create a large “Ontario Housing Delivery Fund” and encourage the federal government to match funding, and suggest how the province should reward municipalities that support change and reduce funding for municipalities that do not.

This executive summary focuses on the actions that will get the most housing units approved and built in the shortest time. Other recommendations in the report deal with issues that are important but may take more time to resolve or may not directly increase supply (recommendation numbers are indicated in brackets): improving tax and municipal financing (**32-37, 39, 42-44**); encouraging new pathways to home ownership (**38, 40, 41**); and addressing labour shortages in the construction industry (**45-47**).

This is not the first attempt to “fix the housing system”. There have been efforts for years to tackle increasing housing prices and find solutions. This time must be different. **Recommendations 50-55** set out ways of helping to ensure real and concrete progress on providing the homes Ontarians need.

# Introduction

Ontario is in a housing crisis. Prices are skyrocketing: the average price for a house across Ontario was \$923,000 at the end of 2021.<sup>[1]</sup> Ten years ago, the average price was \$329,000.<sup>[2]</sup> Over that period, average house prices have climbed 180% while average incomes have grown roughly 38%.<sup>[3][4]</sup>

Not long ago, hard-working Ontarians – teachers, construction workers, small business owners – could afford the home they wanted. In small towns, it was reasonable to expect that you could afford a home in the neighbourhood you grew up in. Today, home ownership or finding a quality rental is now out of reach for too many Ontarians. The system is not working as it should be.

Housing has become too expensive for rental units and it has become too expensive in rural communities and small towns.

While people who were able to buy a home a decade or more ago have built considerable personal equity, the benefits of having a home aren't just financial. Having a place to call home connects people to their community, creates a gathering place for friends and family, and becomes a source of pride.

Today, the reality for an ever-increasing number of Ontarians is quite different. Everyone in Ontario knows people who are living with the personal and financial stress of not being able to find housing they can afford. The young family who can't buy a house within two hours of where they work. The tenant with a good job who worries about

where she'll find a new apartment she can afford if the owner decides to sell. The recent graduate who will have to stay at home for a few more years before he can afford to rent or buy.

While the crisis is widespread, it weighs more heavily on some groups than on others. Young people starting a family who need a larger home find themselves priced out of the market. Black, Indigenous and marginalized people face even greater challenges. As Ontarians, we have only recently begun to understand and address the reality of decades of systemic racism that has resulted in lower household incomes, making the housing affordability gap wider than average.

The high cost of housing has pushed minorities and lower income Ontarians further and further away from job markets. Black and Indigenous homeownership rates are less than half of the provincial average.<sup>[5]</sup> And homelessness rates among Indigenous Peoples are 11 times the national average. When housing prevents an individual from reaching their full potential, this represents a loss to every Ontarian: lost creativity, productivity, and revenue. Lost prosperity for individuals and for the entire Ontario economy.





As much as we read about housing affordability being a challenge in major cities around the world, the depth of the challenge has become greater in Ontario and Canada than almost anywhere in the developed world.



Canada has the lowest amount of housing per population of any G7 country.

### How did we get here? Why do we have this problem?

A major factor is that there just isn't enough housing. A 2021 Scotiabank study showed that Canada has the fewest housing units per population of any G7 country – and, our per capita housing supply has *dropped* in the past five years.<sup>[6]</sup> An update to that study released in January 2022 found that two thirds of Canada's housing shortage is in Ontario.<sup>[7]</sup> Today, Ontario is 1.2 million homes – rental or owned – short of the G7 average. With projected population growth, that huge gap is widening, and bridging it will take immediate, bold and purposeful effort. And to support population growth in the next decade, we will need one million more homes.

While governments across Canada have taken steps to “cool down” the housing market or provide help to first-time buyers, these demand-side solutions only work if there is enough supply. Shortages of supply in any market have a direct impact on affordability. Scarcity breeds price increases. Simply put, if we want more Ontarians to have housing, we need to build more housing in Ontario.

### Ontario must build 1.5 million homes over the next 10 years to address the supply shortage

The housing crisis impacts all Ontarians. The ripple effect of the crisis also holds back Ontario reaching its full potential.

#### Economy

Businesses of all sizes are facing problems finding and retaining workers. Even high-paying jobs in technology and manufacturing are hard to fill because there's not enough housing nearby. This doesn't just dampen the economic growth of cities, it makes them less vibrant, diverse, and creative, and strains their ability to provide essential services.

#### Public services

Hospitals, school boards and other public service providers across Ontario report challenges attracting and retaining staff because of housing costs. One town told us that it

could no longer maintain a volunteer fire department, because volunteers couldn't afford to live within 10 minutes drive of the firehall.

#### Environment

Long commutes contribute to air pollution and carbon emissions. An international survey of 74 cities in 16 countries found that Toronto, at 96 minutes both ways, had the longest commute times in North America and was essentially tied with Bogota, Colombia, for the longest commute time worldwide.<sup>[8]</sup> Increasing density in our cities and around major transit hubs helps reduce emissions to the benefit of everyone.

Ontario must build

# 1.5M

homes over the next 10 years  
to address the supply shortage.



### Our mandate and approach

Ontario's Minister of Municipal Affairs and Housing tasked us with recommending ways to accelerate our progress in closing the housing supply gap to improve housing affordability.

Time is of the essence. Building housing now is exactly what our post-pandemic economy needs. Housing construction creates good-paying jobs that cannot be outsourced to other countries. Moreover, the pandemic gave rise to unprecedented levels of available capital that can be invested in housing – if we can just put it to work.

We represent a wide range of experience and perspectives that includes developing, financing and building homes, delivering affordable housing, and researching housing market trends, challenges and solutions. Our detailed biographies appear as [Appendix A](#).



We acknowledge that every house in Ontario is built on the traditional territory of Indigenous Peoples.





People in households that spend 30% or more of total household income on shelter expenses are defined as having a “housing affordability” problem. Shelter expenses include electricity, oil, gas, coal, wood or other fuels, water and other municipal services, monthly mortgage payments, property taxes, condominium fees, and rent.

Our mandate was to focus on how to increase market housing supply and affordability. By market housing, we are referring to homes that can be purchased or rented without government support.

**Affordable housing (units provided at below-market rates with government support) was not part of our mandate.**

The Minister and his cabinet colleagues are working on that issue. Nonetheless, almost every stakeholder we spoke with had ideas that will help deliver market housing and also make it easier to deliver affordable housing. However, affordable housing is a societal responsibility and will require intentional investments and strategies to bridge the significant affordable housing gap in this province. We have included a number of recommendations aimed at affordable housing in the body of this report, but have also included further thoughts in [Appendix B](#).

We note that government-owned land was also outside our mandate. Many stakeholders, however, stressed the value of surplus or underused public land and land associated with major transit investments in finding housing solutions. We agree and have set out some thoughts on that issue in [Appendix C](#).

**How we did our work**

Our Task Force was struck in December 2021 and mandated to deliver a final report to the Minister by the end of January 2022. We were able to work to that tight timeline because, in almost all cases, viewpoints and feasible solutions are well known. In addition, we benefited from insights gleaned from recent work to solve the problem in other jurisdictions.

During our deliberations, we met with and talked to over 140 organizations and individuals, including industry associations representing builders and developers, planners, architects, realtors and others; labour unions; social justice advocates; elected officials at the municipal level; academics and research groups; and municipal planners. We also received written submissions from many of these participants. In addition, we drew on the myriad public reports and papers listed in the [References](#).

We thank everyone who took part in sessions that were uniformly helpful in giving us a deeper understanding of the housing crisis and the way out of it. We also thank the staff of the Ministry of Municipal Affairs and Housing who provided logistical and other support, including technical briefings and background.

**The way forward**

The single unifying theme across all participants over the course of the Task Force’s work has been the urgency to take decisive action. Today’s housing challenges are incredibly complex. Moreover, developing land, obtaining approvals, and building homes takes years.

Some recommendations will produce immediate benefits, others will take years for the full impact.

This is why there is no time to waste. We urge the Minister of Municipal Affairs and Housing and his cabinet colleagues to continue measures they have already taken to accelerate housing supply and to move quickly in turning the recommendations in this report into decisive new actions.

**The province must set an ambitious and bold goal to build 1.5 million homes over the next 10 years.** If we build 1.5 million new homes over the next ten years, Ontario can fill the housing gap with more affordable choices, catch up to the rest of Canada and keep up with population growth.

By working together, we can resolve Ontario’s housing crisis. In so doing, we can build a more prosperous future for everyone.

The balance of this report lays out our recommendations.

## Focus on getting more homes built

Resolving a crisis requires intense focus and a clear goal. The province is responsible for the legislation and policy that establishes the planning, land use, and home building goals, which guide municipalities, land tribunals, and courts. Municipalities are then responsible for implementing provincial policy in a way that works for their communities. The province is uniquely positioned to lead by shining a spotlight on this issue, setting the tone, and creating a single, galvanizing goal around which federal support, provincial legislation, municipal policy, and the housing market can be aligned.

In 2020, Ontario built about 75,000 housing units.<sup>[9]</sup> For this report, we define a housing unit (home) as a single dwelling (detached, semi-detached, or attached), apartment, suite, condominium or mobile home. Since 2018, housing completions have grown every year as a result of positive measures that the province and some municipalities have implemented to encourage more home building. But we are still 1.2 million homes short when compared to other G7 countries and our population is growing. The goal of 1.5 million homes feels daunting – but reflects both the need and what is possible. In fact, throughout the 1970s Ontario built more housing units each year than we do today.<sup>[10]</sup>

The second recommendation is designed to address the growing complexity and volume of rules in the legislation, policy, plans and by-laws, and their competing priorities, by providing clear direction to provincial agencies, municipalities, tribunals, and courts on the overriding priorities for housing.

1. Set a goal of building 1.5 million new homes in ten years.
2. Amend the Planning Act, Provincial Policy Statement, and Growth Plans to set “growth in the full spectrum of housing supply” and “intensification within existing built-up areas” of municipalities as the most important residential housing priorities in the mandate and purpose.



The “missing middle” is often cited as an important part of the housing solution. We define the missing middle as mid-rise condo or rental housing, smaller houses on subdivided lots or in laneways and other additional units in existing houses.



# Making land available to build

The Greater Toronto Area is bordered on one side by Lake Ontario and on the other by the protected Greenbelt. Similarly, the Ottawa River and another Greenbelt constrain land supply in Ottawa, the province's second-largest city.

But a shortage of land isn't the cause of the problem. Land is available, both inside the existing built-up areas and on undeveloped land outside greenbelts.

We need to make better use of land. Zoning defines what we can build and where we can build. If we want to make better use of land to create more housing, then we need to modernize our zoning rules. We heard from planners, municipal councillors, and developers that "as of right" zoning – the ability to by-pass long, drawn out consultations and zoning by-law amendments – is the most effective tool in the provincial toolkit. We agree.

## Stop using exclusionary zoning that restricts more housing

Too much land inside cities is tied up by outdated rules. For example, it's estimated that 70% of land zoned for housing in Toronto is restricted to single-detached or semi-detached homes.<sup>[11]</sup> This type of zoning prevents homeowners from adding additional suites to create housing for Ontarians and income for themselves. As one person said, "my neighbour can tear down what was there to build a monster home, but I'm not allowed to add a basement suite to my home."

It's estimated that  
**70%**

of land zoned for housing in Toronto is restricted to **single-detached** or **semi-detached** homes.



While less analysis has been done in other Ontario communities, it's estimated that about half of all residential land in Ottawa is zoned for single-detached housing, meaning nothing else may be built on a lot without public consultation and an amendment to the zoning by-law. In some suburbs around Toronto, single unit zoning dominates residential land use, even close to GO Transit stations and major highways.

One result is that more growth is pushing past urban boundaries and turning farmland into housing. Undeveloped land inside and outside existing municipal boundaries must be part of the solution, particularly in northern and rural communities, but isn't nearly enough on its own. Most of the solution must come from densification. Greenbelts and other environmentally sensitive areas must be protected, and farms provide food and food security. Relying too heavily on undeveloped land would whittle away too much of the already small share of land devoted to agriculture.

Modernizing zoning would also open the door to more rental housing, which in turn would make communities more inclusive.

Allowing more gentle density also makes better use of roads, water and wastewater systems, transit and other public services that are already in place and have capacity, instead of having to be built in new areas.

The Ontario government took a positive step by allowing secondary suites (e.g., basement apartments) across the province in 2019. However, too many municipalities still place too many restrictions on implementation. For the last three years, the total number of secondary suites in Toronto has actually declined each year, as few units get permitted and owners convert two units into one.<sup>[12]</sup>

These are the types of renovations and home construction performed by small businesses and local trades, providing them with a boost.

Underused and vacant commercial and industrial properties are another potential source of land for housing. It was suggested to us that one area ripe for redevelopment into a mix of commercial and residential uses is the strip mall, a leftover from the 1950s that runs along major suburban streets in most large Ontario cities.

“As of right” zoning allows more kinds of housing that are accessible to more kinds of people. It makes neighbourhoods stronger, richer, and fairer. And it will get more housing built in existing neighbourhoods more quickly than any other measure.

**3. Limit exclusionary zoning in municipalities through binding provincial action:**

- a) Allow “as of right” residential housing up to four units and up to four storeys on a single residential lot.
  - b) Modernize the Building Code and other policies to remove any barriers to affordable construction and to ensure meaningful implementation (e.g., allow single-staircase construction for up to four storeys, allow single egress, etc.).
- 4.** Permit “as of right” conversion of underutilized or redundant commercial properties to residential or mixed residential and commercial use.
  - 5.** Permit “as of right” secondary suites, garden suites, and laneway houses province-wide.
  - 6.** Permit “as of right” multi-tenant housing (renting rooms within a dwelling) province-wide.
  - 7.** Encourage and incentivize municipalities to increase density in areas with excess school capacity to benefit families with children.

## Align investments in roads and transit with growth

Governments have invested billions of dollars in highways, light rail, buses, subways and trains in Ontario. But without ensuring more people can live close to those transit routes, we’re not getting the best return on those infrastructure investments.

Access to transit is linked to making housing more affordable: when reliable transit options are nearby, people can get to work more easily. They can live further from the centre of the city in less expensive areas without the added cost of car ownership.

The impacts of expanding public transit go far beyond serving riders. These investments also spur economic growth and reduce traffic congestion and emissions. We all pay for the cost of transit spending, and we should all share in the benefits.

If municipalities achieve the right development near transit – a mix of housing at high- and medium-density, office space and retail – this would open the door to better ways of funding the costs. Other cities, like London, UK and Hong Kong, have captured the impacts of increased land value and business activity along new transit routes to help with their financing.

Ontario recently created requirements (residents/hectare) for municipalities to zone for higher density in transit corridors and “major transit station areas”,<sup>[13a] [13b]</sup> These are areas surrounding subway and other rapid transit stations and hubs. However, we heard troubling reports that local opposition is blocking access to these neighbourhoods and to critical public transit stations. City staff, councillors, and the province need to stand up to these tactics and speak up for the Ontarians who need housing.

The Province is also building new highways in the Greater Golden Horseshoe, and it’s important to plan thoughtfully for the communities that will follow from these investments, to make sure they are compact and liveable.

8. Allow “as of right” zoning up to unlimited height and unlimited density in the immediate proximity of individual major transit stations within two years if municipal zoning remains insufficient to meet provincial density targets.
9. Allow “as of right” zoning of six to 11 storeys with no minimum parking requirements on any streets utilized by public transit (including streets on bus and streetcar routes).
10. Designate or rezone as mixed commercial and residential use all land along transit corridors and redesignate all Residential Apartment to mixed commercial and residential zoning in Toronto.
11. Support responsible housing growth on undeveloped land, including outside existing municipal boundaries, by building necessary infrastructure to support higher density housing and complete communities and applying the recommendations of this report to all undeveloped land.

## Start saying “yes in my backyard”

Even where higher density is allowed in theory, the official plans of most cities in Ontario contain conflicting goals like maintaining “prevailing neighbourhood character”. This bias is reinforced by detailed guidance that often follows from the official plan. Although requirements are presented as “guidelines”, they are often treated as rules.

Examples include:

- Angular plane rules that require successively higher floors to be stepped further back, cutting the number of units that can be built by up to half and making many projects uneconomic
- Detailed rules around the shadows a building casts
- Guidelines around finishes, colours and other design details

One resident’s desire to prevent a shadow being cast in their backyard or a local park frequently prevails over concrete proposals to build more housing for multiple families. By-laws and guidelines that preserve “neighbourhood character” often prevent simple renovations to add new suites to existing homes. The people who suffer are mostly young, visible minorities, and marginalized people. It is the perfect

example of a policy that appears neutral on its surface but is discriminatory in its application.<sup>[14]</sup>

Far too much time and money are spent reviewing and holding consultations for large projects which conform with the official plan or zoning by-law and small projects which would cause minimal disruption. The cost of needless delays is passed on to new home buyers and tenants.

Minimum parking requirements for each new unit are another example of outdated municipal requirements that increase the cost of housing and are increasingly less relevant with public transit and ride share services. Minimum parking requirements add as much as \$165,000 to the cost of a new housing unit, even as demand for parking spaces is falling: data from the Residential Construction Council of Ontario shows that in new condo projects, one in three parking stalls goes unsold. We applaud the recent vote by Toronto City Council to scrap most minimum parking requirements. We believe other cities should follow suit.

While true heritage sites are important, heritage preservation has also become a tool to block more housing. For example, some municipalities add thousands of properties at a time to a heritage register because they have “potential” heritage value. Even where a building isn’t heritage designated or registered, neighbours increasingly demand it be as soon as a development is proposed.

This brings us to the role of the “not in my backyard” or NIMBY sentiment in delaying or stopping more homes from being built.



### New housing is often the last priority

A proposed building with market and affordable housing units would have increased the midday shadow by 6.5% on a nearby park at the fall and spring equinox, with no impact during the summer months. To conform to a policy that does not permit “new net shadow on specific parks”, seven floors of housing, including 26 affordable housing units, were sacrificed.

Multiple dry cleaners along a transit route were designated as heritage sites to prevent new housing being built. It is hard not to feel outrage when our laws are being used to prevent families from moving into neighbourhoods and into homes they can afford along transit routes.



## NIMBY versus YIMBY

NIMBYism (not in my backyard) is a large and constant obstacle to providing housing everywhere. Neighbourhood pushback drags out the approval process, pushes up costs and discourages investment in housing. It also keeps out new residents. While building housing is very costly, opposing new housing costs almost nothing.

Unfortunately, there is a strong incentive for individual municipal councillors to fall in behind community opposition – it's existing residents who elect them, not future ones. The outcry of even a handful of constituents (helped by the rise of social media) has been enough, in far too many cases, to persuade their local councillor to vote against development even while admitting its merits in private. There is a sense among some that it's better to let the Ontario Land Tribunal approve the development on appeal, even if it causes long delays and large cost increases, then to take the political heat.

Mayors and councillors across the province are fed up and many have called for limits on public consultations and more “as of right” zoning. In fact, some have created a new term for NIMBYism: BANANAs – Build Absolutely Nothing Anywhere Near Anything, causing one mayor to comment “NIMBYism has gone BANANAs”. We agree. In a growing, thriving society, that approach is not just bad policy, it is exclusionary and wrong.

As a result, technical planning decisions have become politicized. One major city has delegated many decisions to senior staff, but an individual councillor can withdraw the delegation when there is local opposition and force a vote at Council. We heard that this situation is common across the province, creating an electoral incentive for a councillor to delay or stop a housing proposal, or forcing a councillor to pay the electoral cost of supporting it. Approvals of individual housing applications should be the role of professional staff, free from political interference.

The pressure to stop any development is now so intense that it has given rise to a counter-movement – YIMBYism, or “yes in my backyard,” led by millennials who recognize entrenched opposition to change as a huge obstacle to finding a home. They provide a voice at public consultations for young people, new immigrants and refugees, minority groups, and Ontarians struggling to access housing by connecting our ideals to the reality of housing. People who welcome immigrants to Canada should welcome them to the neighbourhood, fighting climate change means supporting higher-density housing, and “keeping the neighbourhood the way it is” means keeping it off-limits. While anti-housing voices can be loud,

a member of More Neighbours Toronto, a YIMBY group that regularly attends public consultations, has said that the most vocal opponents usually don't represent the majority in a neighbourhood. Survey data from the Ontario Real Estate Association backs that up, with almost 80% of Ontarians saying they are in favour of zoning in urban areas that would encourage more homes.

Ontarians want a solution to the housing crisis. We cannot allow opposition and politicization of individual housing projects to prevent us from meeting the needs of all Ontarians.

### 12. Create a more permissive land use, planning, and approvals system:

- a) Repeal or override municipal policies, zoning, or plans that prioritize the preservation of physical character of neighbourhood
- b) Exempt from site plan approval and public consultation all projects of 10 units or less that conform to the Official Plan and require only minor variances
- c) Establish province-wide zoning standards, or prohibitions, for minimum lot sizes, maximum building setbacks, minimum heights, angular planes, shadow rules, front doors, building depth, landscaping, floor space index, and heritage view cones, and planes; restore pre-2006 site plan exclusions (colour, texture, and type of materials, window details, etc.) to the Planning Act and reduce or eliminate minimum parking requirements; and
- d) Remove any floorplate restrictions to allow larger, more efficient high-density towers.

### 13. Limit municipalities from requesting or hosting additional public meetings beyond those that are required under the Planning Act.

### 14. Require that public consultations provide digital participation options.

### 15. Require mandatory delegation of site plan approvals and minor variances to staff or pre-approved qualified third-party technical consultants through a simplified review and approval process, without the ability to withdraw Council's delegation.

- 16.** Prevent abuse of the heritage preservation and designation process by:
  - a) Prohibiting the use of bulk listing on municipal heritage registers
  - b) Prohibiting reactive heritage designations after a Planning Act development application has been filed
- 17.** Requiring municipalities to compensate property owners for loss of property value as a result of heritage designations, based on the principle of best economic use of land.
- 18.** Restore the right of developers to appeal Official Plans and Municipal Comprehensive Reviews.

We have heard mixed feedback on Committees of Adjustment. While they are seen to be working well in some cities, in others they are seen to simply add another lengthy step in the process. We would urge the government to first implement our recommendation to delegate minor variances and site plan approvals to municipal staff and then assess whether Committees of Adjustment are necessary and an improvement over staff-level decision making.

# Cut the red tape so we can build faster and reduce costs

One of the strongest signs that our approval process is not working: of 35 OECD countries, only the Slovak Republic takes longer than Canada to approve a building project. The UK and the US approve projects three times faster without sacrificing quality or safety. And they save home buyers and tenants money as a result, making housing more affordable.<sup>[15]</sup>

A 2020 survey of development approval times in 23 Canadian cities shows Ontario seriously lagging: Hamilton (15th), Toronto (17th), Ottawa (21st) with approval times averaging between 20-24 months. These timelines do not include building permits, which take about two years for an apartment building in Toronto. Nor did they count the time it takes for undeveloped land to be designated for housing, which the study notes can take five to ten years.<sup>[16]</sup>

Despite the good intentions of many people involved in the approvals and home-building process, decades of dysfunction in the system and needless bureaucracy have made it too difficult for housing approvals to keep up with the needs of Ontarians. There appear to be numerous reasons why Ontario performs so poorly against other Canadian cities and the rest of the developed world. We believe that the major problems can be summed up as:

- Too much complexity in the planning process, with the page count in legislation, regulation, policies, plans, and by-laws growing every year
- Too many studies, guidelines, meetings and other requirements of the type we outlined in the previous section, including many that go well beyond the scope of Ontario's Planning Act
- Reviews within municipalities and with outside agencies that are piecemeal, duplicative (although often with conflicting outcomes) and poorly coordinated
- Process flaws that include reliance on paper
- Some provincial policies that are more relevant to urban development but result in burdensome, irrelevant requirements when applied in some rural and northern communities.



All of this has contributed to widespread failure on the part of municipalities to meet required timelines. The provincial Planning Act sets out deadlines of 90 days for decisions on zoning by-law amendments, 120 days for plans of subdivision, and 30 days for site plan approval, but municipalities routinely miss these without penalty. For other processes, like site plan approval or provincial approvals, there are no timelines and delays drag on. The cost of delay falls on the ultimate homeowner or tenant.

The consequences for homeowners and renters are enormous. Ultimately, whatever cost a builder pays gets passed on to the buyer or renter. As one person said: "Process is the biggest project killer in Toronto because developers have to carry timeline risk."

Site plan control was often brought up as a frustration. Under the Planning Act, this is meant to be a technical review of the external features of a building. In practice, municipalities often expand on what is required and take too long to respond.

**Then:** In 1966, a draft plan of subdivision in a town in southwestern Ontario to provide 529 low-rise and mid-rise housing units, a school site, a shopping centre and parks was approved by way of a two-page letter setting out 10 conditions. It took seven months to clear conditions for final approval.

**And now:** In 2013, a builder started the approval process to build on a piece of serviced residential land in a seasonal resort town. Over the next seven years, 18 professional consultant reports were required, culminating in draft plan approval containing 50 clearance conditions. The second approval, issued by the Local Planning Appeals Board in 2020, ran to 23 pages. The developer estimates it will be almost 10 years before final approval is received.

An Ontario Association of Architects study calculating the cost of delays between site plan application and approval concluded that for a 100-unit condominium apartment building, each additional month of delay costs the applicant an estimated \$193,000, or \$1,930 a month for each unit.<sup>[17]</sup>

A 2020 study done for the Building Industry and Land Development Association (BILD) looked at impacts of delay on low-rise construction, including single-detached homes. It estimated that every month an approval is delayed adds, on average, \$1.46 per square foot to the cost of a single home. A two-year delay, which is not unusual for this housing type, adds more than \$70,000 to the cost of a 2,000-square-foot house in the GTA.<sup>[16]</sup>

Getting rid of so much unnecessary and unproductive additional work would significantly reduce the burden on staff.<sup>[16b]</sup> It would help address the widespread shortages of planners and building officials. It would also bring a stronger sense among municipal staff that they are part of the housing solution and can take pride in helping cut approval times and lower the costs of delivering homes.

### **Adopt common sense approaches that save construction costs**

Wood using “mass timber” – an engineer compressed wood, made for strength and weight-bearing – can provide a lower-cost alternative to reinforced concrete in many mid-rise projects, but Ontario’s Building Code is hampering its use. Building taller with wood offers advantages beyond cost:

- Wood is a renewable resource that naturally sequesters carbon, helping us reach our climate change goals

- Using wood supports Ontario’s forestry sector and creates jobs, including for Indigenous people

British Columbia’s and Quebec’s building codes allow woodframe construction up to 12 storeys, but Ontario limits it to six. By amending the Building Code to allow 12-storey woodframe construction, Ontario would encourage increased use of forestry products and reduce building costs.

Finally, we were told that a shift in how builders are required to guarantee their performance would free up billions of dollars to build more housing. Pay on demand surety bonds are a much less onerous option than letters of credit, and are already accepted in Hamilton, Pickering, Innisfil, Whitchurch-Stouffville and other Ontario municipalities. We outline the technical details in [Appendix D](#).

- 19.** Legislate timelines at each stage of the provincial and municipal review process, including site plan, minor variance, and provincial reviews, and deem an application approved if the legislated response time is exceeded.
- 20.** Fund the creation of “approvals facilitators” with the authority to quickly resolve conflicts among municipal and/or provincial authorities and ensure timelines are met.
- 21.** Require a pre-consultation with all relevant parties at which the municipality sets out a binding list that defines what constitutes a complete application; confirms the number of consultations established in the previous recommendations; and clarifies that if a member of a regulated profession such as a professional engineer has stamped an application, the municipality has no liability and no additional stamp is needed.
- 22.** Simplify planning legislation and policy documents.
- 23.** Create a common, province-wide definition of plan of subdivision and standard set of conditions which clarify which may be included; require the use of standard province-wide legal agreements and, where feasible, plans of subdivision.
- 24.** Allow wood construction of up to 12 storeys.
- 25.** Require municipalities to provide the option of pay on demand surety bonds and letters of credit.



## Prevent abuse of the appeal process

Part of the challenge with housing approvals is that, by the time a project has been appealed to the Ontario Land Tribunal (the Tribunal), it has usually already faced delay and compromises have been made to reduce the size and scope of the proposal. When an approved project is appealed, the appellant – which could just be a single individual – may pay \$400 and tie up new housing for years.

The most recent published report showed 1,300 unresolved cases.<sup>[18]</sup> While under-resourcing does contribute to delays, this caseload also reflects the low barrier to launching an appeal and the minimal risks if an appeal is unsuccessful:

- After a builder has spent time and money to ensure a proposal conforms with a municipality’s requirements, the municipal council can still reject it – even if its own planning staff has given its support. Very often this is to appease local opponents.
- Unlike a court, costs are not automatically awarded to the successful party at the Tribunal. The winning side must bring a motion and prove that the party bringing the appeal was unreasonable, clearly trying to delay the project, and/or being vexatious or frivolous. Because the bar is set so high, the winning side seldom asks for costs in residential cases.

This has resulted in abuse of the Tribunal to delay new housing. Throughout our consultations, we heard from municipalities, not-for-profits, and developers that affordable housing was a particular target for appeals which, even if unsuccessful, can make projects too costly to build.

Clearly the Tribunal needs more resources to clear its backlog. But the bigger issue is the need for so many appeals: we believe it would better to have well-defined goals and rules for municipalities and builders to avoid this costly and time-consuming quasi-judicial process. Those who bring appeals aimed at stopping development that meets established criteria should pay the legal costs of the successful party and face the risk of a larger project being approved.

The solution is not more appeals, it’s fixing the system. We have proposed a series of reforms that would ensure only meritorious appeals proceeded, that every participant faces some risk and cost of losing, and that abuse of the Tribunal will be penalized. We believe that if Ontario accepts our recommendations, the Tribunal will not face the same volume of appeals. But getting to that point will take time, and the Tribunal needs more resources and better tools now.

Recommendation 1 will provide legislative direction to adjudicators that they must prioritize housing growth and intensification over competing priorities contained in provincial and municipal policies. We further recommend the following:

- 26.** Require appellants to promptly seek permission (“leave to appeal”) of the Tribunal and demonstrate that an appeal has merit, relying on evidence and expert reports, before it is accepted.
- 27.** Prevent abuse of process:
  - a) Remove right of appeal for projects with at least 30% affordable housing in which units are guaranteed affordable for at least 40 years.
  - b) Require a \$10,000 filing fee for third-party appeals.
  - c) Provide discretion to adjudicators to award full costs to the successful party in any appeal brought by a third party or by a municipality where its council has overridden a recommended staff approval.
- 28.** Encourage greater use of oral decisions issued the day of the hearing, with written reasons to follow, and allow those decisions to become binding the day that they are issued.
- 29.** Where it is found that a municipality has refused an application simply to avoid a deemed approval for lack of decision, allow the Tribunal to award punitive damages.
- 30.** Provide funding to increase staffing (adjudicators and case managers), provide market-competitive salaries, outsource more matters to mediators, and set shorter time targets.
- 31.** In clearing the existing backlog, encourage the Tribunal to prioritize projects close to the finish line that will support housing growth and intensification, as well as regional water or utility infrastructure decisions that will unlock significant housing capacity.

# Reduce the costs to build, buy and rent

The price you pay to buy or rent a home is driven directly by how much it costs to build a home. In Ontario, costs to build homes have dramatically increased at an unprecedented pace over the past decade. In most of our cities and towns, materials and labour only account for about half of the costs. The rest comes from land, which we have addressed in the previous section, and government fees.

A careful balance is required on government fees because, as much as we would like to see them lowered, governments need revenues from fees and taxes to build critically needed infrastructure and pay for all the other services that make Ontario work. So, it is a question of balance and of ensuring that our approach to government fees encourages rather than discourages developers to build the full range of housing we need in our Ontario communities.

## Align government fees and charges with the goal of building more housing

### Improve the municipal funding model

Housing requires more than just the land it is built on. It requires roads, sewers, parks, utilities and other infrastructure. The provincial government provides municipalities with a way to secure funding for this infrastructure through development charges, community benefit charges and parkland dedication (providing 5% of land for public parks or the cash equivalent).

These charges are founded on the belief that growth – not current taxpayers – should pay for growth. As a concept, it is compelling. In practice, it means that new home buyers pay the entire cost of sewers, parks, affordable housing, or colleges that will be around for generations and may not be located in their neighbourhood. And, although building

affordable housing is a societal responsibility, because affordable units pay all the same charges as a market unit, the cost is passed to new home buyers in the same building or the not-for-profit organization supporting the project. We do not believe that government fees should create a disincentive to affordable housing.

If you ask any developer of homes – whether they are for-profit or non-profit – they will tell you that development charges are a special pain point. In Ontario, they can be as much as \$135,000 per home. In some municipalities, development charges have increased as much as 900% in less than 20 years.<sup>[20]</sup> As development charges go up, the prices of homes go up. And development charges on a modest semi-detached home are the same as on a luxury 6,000 square foot home, resulting in a disincentive to build housing that is more affordable. Timing is also a challenge as development charges have to be paid up front, before a shovel even goes into the ground.

To help relieve the pressure, the Ontario government passed recent legislation allowing builders to determine development charges earlier in the building process. But they must pay interest on the assessed development charge to the municipality until a building permit is issued, and there is no cap on the rate, which in one major city is 13% annually.

Cash payments to satisfy parkland dedication also significantly boost the costs of higher-density projects, adding on average \$17,000 to the cost of a high-rise condo across the GTA.<sup>[21]</sup> We heard concerns not just about the amount of cash collected, but also about the money not being spent in the neighbourhood or possibly not being spent on parks at all. As an example, in 2019 the City of Toronto held \$644 million in parkland cash-in-lieu payments.<sup>[22]</sup> Everyone can agree that we need to invest in parks as our communities grow, but if the funds are not being spent, perhaps it means that more money is being collected for parklands than is needed and we could lower the cost of housing if we adjusted these parkland fees.



A 2019 study carried out for BILD showed that in the Greater Toronto Area, development charges for low-rise housing are on average more than three times higher per unit than in six comparable US metropolitan areas, and roughly 1.75-times higher than in the other Canadian cities.

For high-rise developments the average per unit charges in the GTA are roughly 50% higher than in the US areas, and roughly 30% higher than in the other Canadian urban areas.<sup>[19]</sup>



## Modernizing HST Thresholds

Harmonized sales tax (HST) applies to all new housing – including purpose-built rental. Today, the federal component is 5% and provincial component is 8%. The federal and provincial government provide a partial HST rebate. Two decades ago, the maximum home price eligible for a rebate was set at \$450,000 federally and \$400,000 provincially, resulting in a maximum rebate of \$6,300 federally and \$24,000 provincially, less than half of today’s average home price. Buyers of new homes above this ceiling face a significant clawback. Indexing the rebate would immediately reduce the cost of building new homes, savings that can be passed on to Ontarians. When both levels of government agree that we are facing a housing crisis, they should not be adding over 10% to the cost of almost all new homes.

- 32.** Waive development charges and parkland cash-in-lieu and charge only modest connection fees for all infill residential projects up to 10 units or for any development where no new material infrastructure will be required.
- 33.** Waive development charges on all forms of affordable housing guaranteed to be affordable for 40 years.
- 34.** Prohibit interest rates on development charges higher than a municipality’s borrowing rate.
- 35.** Regarding cash in lieu of parkland, s.37, Community Benefit Charges, and development charges:
  - a) Provincial review of reserve levels, collections and drawdowns annually to ensure funds are being used in a timely fashion and for the intended purpose, and, where review points to a significant concern, do not allow further collection until the situation has been corrected.
  - b) Except where allocated towards municipality-wide infrastructure projects, require municipalities to spend funds in the neighbourhoods where they were collected. However, where there’s a significant community need in a priority area of the City, allow for specific ward-to-ward allocation of unspent and unallocated reserves.
- 36.** Recommend that the federal government and provincial governments update HST rebate to reflect current home prices and begin indexing the thresholds to housing prices, and that the federal government match the provincial 75% rebate and remove any clawback.

Government charges on a new single-detached home averaged roughly \$186,300, or almost 22% of the price, across six municipalities in southcentral Ontario. For a new condominium apartment, the average was almost \$123,000, or roughly 24% of a unit’s price.

## Make it easier to build rental

In cities and towns across Ontario, it is increasingly hard to find a vacant rental unit, let alone a vacant rental unit at an affordable price. Today, 66% of all purpose-built rental units in the City of Toronto were built between 1960 and 1979. Less than 15% of Toronto’s purpose-built rentals were constructed over the ensuing 40 years in spite of the significant population growth during that time. In fact, between 2006 and 2016, growth in condo apartments increased by 186% while purpose-built rental only grew by 0.6%.<sup>[22]</sup> In 2018, the Ontario government introduced positive changes that have created growth in purpose-built rental units – with last year seeing 18,000 units under construction and 93,000 proposed against a 5-year average prior to 2020 of 3,400 annually.<sup>[23]</sup>

Long-term renters often now feel trapped in apartments that don’t make sense for them as their needs change. And because they can’t or don’t want to move up the housing ladder, many of the people coming up behind them who would gladly take those apartments are instead living in crowded spaces with family members or roommates. Others feel forced to commit to rental units at prices way beyond what they can afford. Others are trying their luck in getting on the wait list for an affordable unit or housing co-op – wait lists that are years long. Others are leaving Ontario altogether.

# 66%

of all purpose-built rental units  
in the City of Toronto were  
built between **1960** and **1979**.



A pattern in every community, and particularly large cities, is that the apartments and rented rooms that we do have are disappearing. Apartment buildings are being converted to condos or upgraded to much more expensive rental units. Duplexes get purchased and turned into larger single-family homes.

A major challenge in bridging the gap of rental supply is that, more often than not, purpose-built rental projects don't make economic sense for builders and investors. Ironically, there is no shortage of Canadian investor capital seeking housing investments, particularly large pension funds – but the economics of investing in purpose-built rental in Ontario just don't make sense. So, investments get made in apartment projects in other provinces or countries, or in condo projects that have a better and safer return-on-investment. What can governments do to get that investor capital pointed in the right direction so we can create jobs and get more of the housing we need built?

Some of our earlier recommendations will help, particularly indexing the HST rebate. So will actions by government to require purpose-built rental on surplus government land that is made available for sale. ([Appendix C](#))

Municipal property taxes on purpose-built rental can be as much as 2.5 times greater than property taxes for condominium or other ownership housing.<sup>[24]</sup>

The Task Force recommends:

**37. Align property taxes for purpose-built rental with those of condos and low-rise homes.**

## Make homeownership possible for hardworking Ontarians who want it

Home ownership has always been part of the Canadian dream. You don't have to look far back to find a time when the housing landscape was very different. The norm was for young people to rent an apartment in their twenties, work hard and save for a down payment, then buy their first home in their late twenties or early thirties. It was the same for many new Canadians: arrive, rent, work hard and buy. The house might be modest, but it brought a sense of ownership, stability and security. And after that first step onto the ownership ladder, there was always the possibility of selling and moving up. Home ownership felt like a real possibility for anyone who wanted it.

That's not how it works now. Too many young people who would like their own place are living with one or both parents well into adulthood.

The escalation of housing prices over the last decade has put the dream of homeownership out of reach of a growing number of aspiring first-time home buyers. While 73% of Canadians are homeowners, that drops to 48% for Black people, 47% for LGBTQ people<sup>[5]</sup> (StatsCan is studying rates for other populations, including Indigenous People who are severely underhoused). This is also an issue for younger adults: a 2021 study showed only 24% of Torontonians aged 30 to 39 are homeowners.<sup>[25]</sup>

In Canada, responsibility for Indigenous housing programs has historically been a shared between the federal and provincial governments. The federal government works closely with its provincial and territorial counterparts to improve access to housing for Indigenous peoples both on and off reserve. More than 85% of Indigenous people live in urban and rural areas, are 11 times more likely to experience homelessness and have incidence of housing need that is 52% greater than all Canadians. The Murdered and Missing Indigenous Women and Girls report mentions housing 299 times – the lack of which being a significant, contributing cause to violence and the provision of which as a significant, contributing solution. The Province of Ontario has made significant investments in Urban Indigenous Housing, but we need the Federal Government to re-engage as an active partner.

While measures to address supply will have an impact on housing prices, many aspiring homeowners will continue to face a gap that is simply too great to bridge through traditional methods.

The Task Force recognizes the need for caution about measures that would spur demand for housing before the supply bottleneck is fixed. At the same time, a growing number of organizations – both non-profit and for-profit are proposing a range of unique home equity models. Some of these organizations are aiming at households who have sufficient income to pay the mortgage but lack a sufficient down payment. Others are aiming at households who fall short in both income and down payment requirements for current market housing.



The Task Force heard about a range of models to help aspiring first-time home buyers, including:

- Shared equity models with a government, non-profit or for-profit lender holding a second “shared equity mortgage” payable at time of sale of the home
- Land lease models that allow residents to own their home but lease the land, reducing costs
- Rent-to-own approaches in which a portion of an occupant’s rent is used to build equity, which can be used as a down payment on their current unit or another market unit in the future
- Models where the equity gain is shared between the homeowner and the non-profit provider, such that the non-profit will always be able to buy the home back and sell it to another qualified buyer, thus retaining the home’s affordability from one homeowner to the next.

Proponents of these models identified barriers that thwart progress in implementing new solutions.

- The Planning Act limits land leases to a maximum of 21 years. This provision prevents home buyers from accessing the same type of mortgages from a bank or credit union that are available to them when they buy through traditional homeownership.
- The Perpetuities Act has a similar 21-year limit on any options placed on land. This limits innovative non-profit models from using equity formulas for re-sale and repurchase of homes.
- Land Transfer Tax (LTT) is charged each time a home is sold and is collected by the province; and in Toronto, this tax is also collected by the City. This creates a double-tax in rent-to-own/equity building models where LTT ends up being paid first by the home equity organization and then by the occupant when they are able to buy the unit.
- HST is charged based on the market value of the home. In shared equity models where the homeowner neither owns nor gains from the shared equity portion of their home, HST on the shared equity portion of the home simply reduces affordability.
- Residential mortgages are highly regulated by the federal government and reflective of traditional homeownership. Modifications in regulations may be required to adapt to new co-ownership and other models.

The Task Force encourages the Ontario government to devote further attention to avenues to support new homeownership options. As a starting point, the Task Force offers the following recommendations:

- 38.** Amend the Planning Act and Perpetuities Act to extend the maximum period for land leases and restrictive covenants on land to 40 or more years.
- 39.** Eliminate or reduce tax disincentives to housing growth.
- 40.** Call on the Federal Government to implement an Urban, Rural and Northern Indigenous Housing Strategy.
- 41.** Funding for pilot projects that create innovative pathways to homeownership, for Black, Indigenous, and marginalized people and first-generation homeowners.
- 42.** Provide provincial and federal loan guarantees for purpose-built rental, affordable rental and affordable ownership projects.

# Support and incentivize scaling up housing supply

Our goal of building 1.5 million homes in ten years means doubling how many homes Ontario creates each year. As much as the Task Force’s recommendations will remove barriers to realizing this ambitious goal, we also need to ensure we have the capacity across Ontario’s communities to deliver this new housing supply. This includes capacity of our housing infrastructure, capacity within our municipal planning teams, and boots on the ground with the skills to build new homes.

There is much to be done and the price of failure for the people of Ontario is high. This is why the provincial government must make an unwavering commitment to keeping the spotlight on housing supply. This is also why the province must be dogged in its determination to galvanize and align efforts and incentives across all levels of government so that working together, we all can get the job done.

Our final set of recommendations turns to these issues of capacity to deliver, and the role the provincial government can play in putting the incentives and alignment in place to achieve the 1.5 million home goal.

## Invest in municipal infrastructure

### Housing can’t get built without water, sewage, and other infrastructure

When the Task Force met with municipal leaders, they emphasized how much future housing supply relies on having the water, storm water and wastewater systems, roads, sidewalks, fire stations, and all the other parts of community infrastructure to support new homes and new residents.

Infrastructure is essential where housing is being built for the first time. And, it can be a factor in intensification when added density exceeds the capacity of existing infrastructure, one of the reasons we urge new infrastructure in new developments to be designed for future capacity. In Ontario, there are multiple municipalities where the number one barrier to approving new housing projects is a lack of infrastructure to support them.

Municipalities face a myriad of challenges in getting this infrastructure in place. Often, infrastructure investments are required long before new projects are approved and funding must be secured. Notwithstanding the burden development charges place on the price of new housing, most municipalities report that development charges are still not enough to fully cover the costs of building new infrastructure and retrofitting existing infrastructure in neighbourhoods that are intensifying. Often infrastructure crosses municipal boundaries creating complicated and time-consuming “who pays?” questions. Municipal leaders also shared their frustrations with situations where new housing projects are approved and water, sewage and other infrastructure capacity is allocated to the project – only to have the developer land bank the project and put off building. Environmental considerations with new infrastructure add further cost and complexity. The Task Force recommends:

- 43. Enable municipalities, subject to adverse external economic events, to withdraw infrastructure allocations from any permitted projects where construction has not been initiated within three years of build permits being issued.**
- 44. Work with municipalities to develop and implement a municipal services corporation utility model for water and wastewater under which the municipal corporation would borrow and amortize costs among customers instead of using development charges.**

## Create the Labour Force to meet the housing supply need

### The labour force is shrinking in many segments of the market

You can't start to build housing without infrastructure. You can't build it without people – skilled trades people in every community who can build the homes we need.

The concern that we are already facing a shortage in skilled trades came through loud and clear in our consultations. We heard from many sources that our education system funnels young people to university rather than colleges or apprenticeships and creates the perception that careers in the skilled trades are of less value. Unions and builders are working to fill the pipeline domestically and recruit internationally, but mass retirements are making it challenging to maintain the workforce at its current level, let alone increase it.

Increased economic immigration could ease this bottleneck, but it appears difficult for a skilled labourer with no Canadian work experience to qualify under Ontario's rules. Moreover, Canada's immigration policies also favour university education over skills our economy and society desperately need. We ought to be welcoming immigrants with the skills needed to build roads and houses that will accommodate our growing population.

The shortage may be less acute, however, among smaller developers and contractors that could renovate and build new "missing middle" homes arising from the changes in neighbourhood zoning described earlier. These smaller companies tap into a different workforce from the one needed to build high rises and new subdivisions. Nonetheless, 1.5 million more homes will require a major investment in attracting and developing the skilled trades workforce to deliver this critically needed housing supply. We recommend:

45. Improve funding for colleges, trade schools, and apprenticeships; encourage and incentivize municipalities, unions and employers to provide more on-the-job training.
46. Undertake multi-stakeholder education program to promote skilled trades.
47. Recommend that the federal and provincial government prioritize skilled trades and adjust the immigration points system to strongly favour needed trades and expedite immigration status for these workers, and encourage the federal government to increase from 9,000 to 20,000 the number of immigrants admitted through Ontario's program.

## Create a large Ontario Housing Delivery Fund to align efforts and incent new housing supply

### Build alignment between governments to enable builders to deliver more homes than ever before

All levels of government play a role in housing.

The federal government sets immigration policy, which has a major impact on population growth and many tax policies. The province sets the framework for planning, approvals, and growth that municipalities rely upon, and is responsible for many other areas that touch on housing supply, like investing in highways and transit, training workers, the building code and protecting the environment. Municipalities are on the front lines, expected to translate the impacts of federal immigration policy, provincial guidance and other factors, some very localized, into official plans and the overall process through which homes are approved to be built.

The efficiency with which home builders can build, whether for-profit or non-profit, is influenced by policies and decisions at every level of government. In turn, how many home developers can deliver, and at what cost, translates directly into the availability of homes that Ontarians can afford.

Collectively, governments have not been sufficiently aligned in their efforts to provide the frameworks and incentives that meet the broad spectrum of housing needs in Ontario. Much action, though, has been taken in recent years.

- The Ontario government has taken several steps to make it easier to build additional suites in your own home: reduced disincentives to building rental housing, improved the appeal process, focused on density around transit stations, made upfront development charges more predictable, and provided options for municipalities to create community benefits through development.
- The federal government has launched the National Housing Strategy and committed over \$70 billion in funding.<sup>[26]</sup> Most recently, it has announced a \$4 billion Housing Accelerator Fund aimed at helping municipalities remove barriers to building housing more quickly.<sup>[27]</sup>
- Municipalities have been looking at ways to change outdated processes, rules, and ways of thinking that create delays and increases costs of delivering homes. Several municipalities have taken initial steps towards eliminating exclusionary zoning and addressing other barriers described in this report.

All governments agree that we are facing a housing crisis. Now we must turn the sense of urgency into action and alignment across governments.

### **Mirror policy changes with financial incentives aligned across governments**

The policy recommendations in this report will go a long way to align efforts and position builders to deliver more homes.

Having the capacity in our communities to build these homes will take more than policy. It will take money. Rewarding municipalities that meet housing growth and approval timelines will help them to invest in system upgrades, hire additional staff, and invest in their communities. Similarly, municipalities that resist new housing, succumb to NIMBY pressure, and close off their neighbourhoods should see funding reductions. Fixing the housing crisis is a societal responsibility, and our limited tax dollars should be directed to those municipalities making the difficult but necessary choices to grow housing supply.

In late January 2022, the provincial government announced \$45 million for a new *Streamline Development Approval Fund* to “unlock housing supply by cutting red tape and improving processes for residential and industrial developments”.<sup>[28]</sup> This is encouraging. More is needed.

Ontario should also receive its fair share of federal funding but today faces a shortfall of almost \$500 million,<sup>[29]</sup> despite two thirds of the Canadian housing shortage being in Ontario. We call on the federal government to address this funding gap.

**48.** The Ontario government should establish a large “Ontario Housing Delivery Fund” and encourage the federal government to match funding. This fund should reward:

- a) Annual housing growth that meets or exceeds provincial targets
- b) Reductions in total approval times for new housing
- c) The speedy removal of exclusionary zoning practices

**49.** Reductions in funding to municipalities that fail to meet provincial housing growth and approval timeline targets.

We believe that the province should consider partial grants to subsidize municipalities that waive development charges for affordable housing and for purpose-built rental.

## **Sustain focus, measure, monitor, improve**

### **Digitize and modernize the approvals and planning process**

Some large municipalities have moved to electronic tracking of development applications and/or electronic building permits (“e-permits”) and report promising results, but there is no consistency and many smaller places don’t have the capacity to make the change.

Municipalities, the provincial government and agencies use different systems to collect data and information relevant to housing approvals, which slows down processes and leaves much of the “big picture” blank. This could be addressed by ensuring uniform data architecture standards.

### **Improve the quality of our housing data to inform decision making**

Having accurate data is key to understanding any challenge and making the best decisions in response. The Task Force heard from multiple housing experts that we are not always using the best data, and we do not always have the data we need.

Having good population forecasts is essential in each municipality as they develop plans to meet future land and housing needs. Yet, we heard many concerns about inconsistent approaches to population forecasts. In the Greater Golden Horseshoe, the forecast provided to municipalities by the province is updated only when the Growth Plan is updated, generally every seven years; but federal immigration policy, which is a key driver of growth, changes much more frequently. The provincial Ministry of Finance produces a population forecast on a more regular basis than the Growth Plan, but these are not used consistently across municipalities or even by other provincial ministries.

Population forecasts get translated into housing need in different ways across the province, and there is a lack of data about how (or whether) the need will be met. Others pointed to the inconsistent availability of land inventories. Another challenge is the lack of information on how much land is permitted and how much housing is actually getting built once permitted, and how fast. The Task Force also heard that, although the Provincial Policy Statement requires municipalities to maintain a three-year supply of short-term (build-ready) land and report it each year to the province, many municipalities are not meeting that requirement.<sup>[30]</sup>

At a provincial and municipal level, we need better data on the housing we have today, housing needed to close the gap, consistent projections of what we need in the future, and data on how we are doing at keeping up. Improved data will help anticipate local and provincial supply bottlenecks and constraints, making it easier to determine the appropriate level and degree of response.

It will also be important to have better data to assess how much new housing stock is becoming available to groups that have been disproportionately excluded from home ownership and rental housing.

### **Put eyes on the crisis and change the conversation around housing**

Ours is not the first attempt to “fix the housing system”. There have been efforts for years to tackle increasing housing prices and find solutions so everyone in Ontario can find and afford the housing they need. This time must be different.

The recommendations in this report must receive sustained attention, results must be monitored, significant financial investment by all levels of government must be made. And, the people of Ontario must embrace a housing landscape in which the housing needs of tomorrow’s citizens and those who have been left behind are given equal weight to the housing advantages of those who are already well established in homes that they own.

- 50.** Fund the adoption of consistent municipal e-permitting systems and encourage the federal government to match funding. Fund the development of common data architecture standards across municipalities and provincial agencies and require municipalities to provide their zoning bylaws with open data standards. Set an implementation goal of 2025 and make funding conditional on established targets.
- 51.** Require municipalities and the provincial government to use the Ministry of Finance population projections as the basis for housing need analysis and related land use requirements.
- 52.** Resume reporting on housing data and require consistent municipal reporting, enforcing compliance as a requirement for accessing programs under the Ontario Housing Delivery Fund.
- 53.** Report each year at the municipal and provincial level on any gap between demand and supply by housing type and location, and make underlying data freely available to the public.
- 54.** Empower the Deputy Minister of Municipal Affairs and Housing to lead an all-of-government committee, including key provincial ministries and agencies, that meets weekly to ensure our remaining recommendations and any other productive ideas are implemented.
- 55.** Commit to evaluate these recommendations for the next three years with public reporting on progress.

# Conclusion

We have set a bold goal for Ontario: building 1.5 million homes in the next 10 years.

We believe this can be done. What struck us was that everyone we talked to – builders, housing advocates, elected officials, planners – understands the need to act now. As one long-time industry participant said, “for the first time in memory, everyone is aligned, and we need to take advantage of that.”

Such unity of purpose is rare, but powerful.

To leverage that power, we offer solutions that are bold but workable, backed by evidence, and that position Ontario for the future.

Our recommendations focus on ramping up the supply of housing. Measures are already in place to try to cool demand, but they will not fill Ontario’s housing need. More supply is key. Building more homes will reduce the competition for our scarce supply of homes and will give Ontarians more housing choices. It will improve housing affordability across the board.

Everyone wants more Ontarians to have housing. So let’s get to work to build more housing in Ontario.

## APPENDIX A:

# Biographies of Task Force Members

**Lalit Aggarwal** is President of Manor Park Holdings, a real estate development and operating company active in Eastern Ontario. Previously, Lalit was an investor for institutional fund management firms, such as H.I.G. European Capital Partners, Soros Fund Management, and Goldman Sachs. He is a past fellow of the C.D. Howe Institute and a former Director of both Bridgepoint Health and the Centre for the Commercialization of Regenerative Medicine. Lalit holds degrees from the University of Oxford and the University of Pennsylvania. He is also a current Director of the Hospital for Sick Children Foundation, the Sterling Hall School and the Chair of the Alcohol & Gaming Commission of Ontario.

**David Amborski** is a professional Urban Planner, Professor at Ryerson University's School of Urban and Regional Planning and the founding Director of the Centre for Urban Research and Land Development (CUR). His research and consulting work explore topics where urban planning interfaces with economics, including land and housing markets. He is an academic advisor to the National Executive Forum on Public Property, and he is a member of Lambda Alpha (Honorary Land Economics Society). He has undertaken consulting for the Federal, Provincial and a range of municipal governments. Internationally, he has undertaken work for the Canadian International Development Agency (CIDA), the World Bank, the Inter-American Development Bank, the Lincoln Institute of Land Policy, and several other organizations in Eastern Europe, Latin America, South Africa, and Asia. He also serves on the editorial boards of several international academic journals.

**Andrew Garrett** is a real estate executive responsible for growing IMCO's \$11+ Billion Global Real Estate portfolio to secure public pensions and insurance for Ontario families. IMCO is the only Ontario fund manager purpose built to onboard public clients such as pensions, insurance, municipal reserve funds, and endowments. Andrew has significant non-profit sector experience founding a B Corp certified social enterprise called WeBuild to help incubate social purpose real estate projects. He currently volunteers on non-profit boards supporting social purpose real estate projects, youth programs and the visual arts at Art Gallery

of Ontario. Andrew sits on board advisory committees for private equity firms and holds a Global Executive MBA from Kellogg School Management and a Real Estate Development Certification from MIT Centre for Real Estate.

**Tim Hudak** is the CEO of the Ontario Real Estate Association (OREA). With a passion and voice for championing the dream of home ownership, Tim came to OREA following a distinguished 21-year career in politics, including five years as Leader of the Progressive Conservative Party of Ontario.

In his role, Tim has focused on transforming OREA into Ontario's most cutting-edge professional association at the forefront of advocacy on behalf of REALTORS® and consumers, and providing world-class conferences, standard forms, leadership training and professional guidance to its Members. As part of his work at OREA, Tim was named one of the most powerful people in North American residential real estate by Swanepoel Power 200 for the last five years. Tim is married to Deb Hutton, and together they have two daughters, Miller and Maitland. In his spare time, Tim enjoys trails less taken on his mountain bike or hiking shoes as well as grilling outdoors.

**Jake Lawrence** was appointed Chief Executive Officer and Group Head, Global Banking and Markets in January 2021. In this role, Jake is responsible for the Bank's Global Banking and Markets business line and strategy across its global footprint. Jake joined Scotiabank in 2002 and has held progressively senior roles in Finance, Group Treasury and Global Banking and Markets. From December 2018 to January 2021, Jake was Co-Group Head of Global Banking and Markets with specific responsibility for its Capital Markets businesses, focused on building alignment across product groups and priority markets to best serve our clients throughout our global footprint. Previously, Jake was Executive Vice President and Head of Global Banking and Markets in the U.S., providing overall strategic direction and execution of Scotiabank's U.S. businesses. Prior to moving into GBM, Jake served as Senior Vice President and Deputy Treasurer, responsible for Scotiabank's wholesale funding activities and liquidity management as well as Senior Vice President, Investor Relations.



**Julie Di Lorenzo** (GPLLM, University of Toronto 2020), is self-employed since 1982, operates one of the largest female-run Real Estate Development Companies in North America. She was instrumental in the Daniel Burnham award-winning Ontario Growth Management Plan (2004) as President of BILD. Julie served as the first female-owner President of GTHBA (BILD) and on the boards of the Ontario Science Centre, Harbourfront Toronto, Tarion (ONHWP), St. Michael's Hospital, NEXT36, Waterfront Toronto, Chair of IREC Committee WT, Havergal College (Co-Chair of Facilities), York School (interim Vice-Chair), and Canadian Civil Liberties Association Board. Julie has served various governments in advisory capacity on Women's issues, Economic Development, Innovation and Entrepreneurship. Awards include Lifetime Achievement BILD 2017, ICCO Business Excellence 2005 & ICCO Businesswoman of the Year 2021.

**Justin Marchand** (CIHCM, CPA, CMA, BComm) is Métis and was appointed Chief Executive Officer of Ontario Aboriginal Housing Services (OAHS) in 2018. Justin has over 20 years of progressive experience in a broad range of sectors, including two publicly listed corporations, a large accounting and consulting firm, and a major crown corporation, and holds numerous designations across financial, operations, and housing disciplines. He was most recently selected as Chair of the Canadian Housing and Renewal Association's (CHRA's) Indigenous Caucus Working Group and is also board member for CHRA. Justin is also an active board member for both the Coalition of Hamilton Indigenous Leadership (CHIL) as well as Shingwauk Kinoomaage Gamig, located in Bawaating. Justin believes that Housing is a fundamental human right and that when Indigenous people have access to safe, affordable, and culture-based Housing this provides the opportunity to improve other areas of their lives.

**Ene Underwood** is CEO of Habitat for Humanity Greater Toronto Area), a non-profit housing developer that helps working, lower income families build strength, stability and self-reliance through affordable homeownership. Homes are delivered through a combination of volunteer builds, contractor builds, and partnerships with non-profit and for-profit developers. Ene's career began in the private sector as a strategy consultant with McKinsey & Company before transitioning to not-for-profit sector leadership. Ene holds a Bachelor of Arts (Honours) from the University of Waterloo and a Master of Business Administration from Ivey Business School.

**Dave Wilkes** is the President and CEO of the Building Industry and Land Development Association of the GTA (BILD). The Association has 1,300 members and proudly represents builders, developers, professional renovators and those who support the industry.

Dave is committed to supporting volunteer boards and organizations. He has previously served on the George Brown College Board of Directors, Ontario Curling Association, and is currently engaged with Black North Initiative (Housing Committee) and R-Labs I+T Council.

Dave received his Bachelor of Arts (Applied Geography) from Ryerson.



## APPENDIX B:

# Affordable Housing

Ontario's affordable housing shortfall was raised in almost every conversation. With rapidly rising prices, more lower-priced market rental units are being converted into housing far out of reach of lower-income households. In parallel, higher costs to deliver housing and limited government funding have resulted in a net decrease in the number of affordable housing units run by non-profits. The result is untenable: more people need affordable housing after being displaced from the market at the very time that affordable supply is shrinking.

Throughout our consultations, we were reminded of the housing inequities experienced by Black, Indigenous and marginalized people. We also received submissions describing the unique challenges faced by off-reserve Indigenous Peoples both in the province's urban centres and in the north.

While many of the changes that will help deliver market housing will also help make it easier to deliver affordable housing, affordable housing is a societal responsibility. We cannot rely exclusively on for-profit developers nor on increases in the supply of market housing to fully solve the problem.

The non-profit housing sector faces all the same barriers, fees, risks and complexities outlined in this report as for-profit builders. Several participants from the non-profit sector referred to current or future partnerships with for-profit developers that tap into the development and construction expertise and efficiencies of the private sector. Successful examples of leveraging such partnerships were cited with Indigenous housing, supportive housing, and affordable homeownership.

We were also reminded by program participants that, while partnerships with for-profit developers can be very impactful, non-profit providers have unique competencies in the actual delivery of affordable housing. This includes confirming eligibility of affordable housing applicants, supporting independence of occupants of affordable housing, and ensuring affordable housing units remain affordable from one occupant to the next.

One avenue for delivering more affordable housing that has received much recent attention is inclusionary zoning. In simple terms, inclusionary zoning (IZ) requires developers to deliver a share of affordable units in new

housing developments in prescribed areas. The previous Ontario government passed legislation in April 2018 providing a framework within which municipalities could enact Inclusionary Zoning bylaws.

Ontario's first inclusionary zoning policy was introduced in fall 2021 by the City of Toronto and applies to major transit station areas. Internationally, inclusionary zoning has been used successfully to incentivize developers to create new affordable housing by providing density bonuses (more units than they would normally be allowed, if some are affordable) or reductions in government fees. Unfortunately, the City's approach did not include any incentives or bonuses. Instead, Toronto requires market-rate fees and charges for below-market affordable units. This absence of incentives together with lack of clarity on the overall density that will be approved for projects has led developers and some housing advocates to claim that these projects may be uneconomic and thus will not get financed or built. Municipalities shared with us their concerns regarding the restriction in the provincial IZ legislation that prohibits "cash in lieu" payments. Municipalities advised that having the option of accepting the equivalent value of IZ units in cash from the developer would enable even greater impact in some circumstances (for example, a luxury building in an expensive neighbourhood, where the cost of living is too high for a low-income resident).

Funding for affordable housing is the responsibility of all levels of government. The federal government has committed to large funding transfers to the provinces to support affordable housing. The Task Force heard, however, that Ontario's share of this funding does not reflect our proportionate affordable housing needs. This, in turn, creates further financial pressure on both the province and municipalities, which further exacerbates the affordable housing shortages in Ontario's communities.

Finally, many participants in Task Force consultations pointed to surplus government lands as an avenue for building more affordable housing and this is discussed in [Appendix C](#).

We have made recommendations throughout the report intended to have a positive impact on new affordable housing supply. We offer these additional recommendations specific to affordable housing:

- Call upon the federal government to provide equitable affordable housing funding to Ontario.
  - Develop and legislate a clear, province-wide definition of “affordable housing” to create certainty and predictability.
  - Create an Affordable Housing Trust from a portion of Land Transfer Tax Revenue (i.e., the windfall resulting from property price appreciation) to be used in partnership with developers, non-profits, and municipalities in the creation of more affordable housing units. This Trust should create incentives for projects serving and brought forward by Black- and Indigenous-led developers and marginalized groups.
- Amend legislation to:
    - Allow cash-in-lieu payments for Inclusive Zoning units at the discretion of the municipality.
    - Require that municipalities utilize density bonusing or other incentives in all Inclusionary Zoning and Affordable Housing policies that apply to market housing.
    - Permit municipalities that have not passed Inclusionary Zoning policies to offer incentives and bonuses for affordable housing units.
  - Encourage government to closely monitor the effectiveness of Inclusionary Zoning policy in creating new affordable housing and to explore alternative funding methods that are predictable, consistent and transparent as a more viable alternative option to Inclusionary Zoning policies in the provision of affordable housing.
  - Rebate MPAC market rate property tax assessment on below-market affordable homes.

**APPENDIX C:****Government Surplus Land**

Surplus government lands fell outside the mandate of the Task Force. However, this question came up repeatedly as a solution to housing supply. While we take no view on the disposition of specific parcels of land, several stakeholders raised issues that we believe merit consideration:

- Review surplus lands and accelerate the sale and development through RFP of surplus government land and surrounding land by provincially pre-zoning for density, affordable housing, and mixed or residential use.
- All future government land sales, whether commercial or residential, should have an affordable housing component of at least 20%.
- Purposefully upzone underdeveloped or underutilized Crown property (e.g., LCBO).
- Sell Crown land and reoccupy as a tenant in a higher density building or relocate services outside of major population centres where land is considerably less expensive.
- The policy priority of adding to the housing supply, including affordable units, should be reflected in the way surplus land is offered for sale, allowing bidders to structure their proposals accordingly.

## APPENDIX D: Surety Bonds

### Moving to surety bonds would free up billions of dollars for building

When a development proposal goes ahead, the developer typically needs to make site improvements, such as installing common services. The development agreement details how the developer must perform to the municipality's satisfaction.

Up until the 1980s, it was common practice for Ontario municipalities to accept bonds as financial security for subdivision agreements and site plans. Today, however, they almost exclusively require letters of credit from a chartered bank. The problem with letters of credit is that developers are often required to collateralize the letter of credit dollar-for-dollar against the value of the municipal works they are performing.

Often this means developers can only afford to finance one or two housing projects at a time, constraining housing supply. The Ontario Home Builders' Association estimates that across Ontario, billions of dollars are tied up in collateral or borrowing capacity that could be used to advance more projects.

Modern "pay on demand surety bonds" are proven to provide the same benefits and security as a letter of credit, while not tying up private capital the way letters of credit do. Moving to this option would give municipalities across Ontario access to all the features of a letter of credit with the added benefit of professional underwriting, carried out by licensed bonding companies, ensuring that the developer is qualified to fulfill its obligations under the municipal agreement.

Most important from a municipal perspective, the financial obligation is secured. If a problem arises, the secure bond is fully payable by the bond company on demand. Surety companies, similar to banks, are regulated by Ontario's Office of the Superintendent of Financial Institutions to ensure they have sufficient funds in place to pay out bond claims.

More widespread use of this instrument could unlock billions of dollars of private sector financial liquidity that could be used to build new infrastructure and housing projects, provide for more units in each development and accelerate the delivery of housing of all types.

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## Town of The Blue Mountains

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Via Email (housingsupply@ontario.ca)

February 15, 2022

Hon. Steve Clark  
Minister of Municipal Affairs & Housing  
College Park 17<sup>th</sup> Floor, 777 Bay Street  
Toronto, ON M7A2J3

**RE: Opportunities & Feedback to Increase the Supply & Affordability of Market Housing  
Town of The Blue Mountains Submission**

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Dear Minister Clark,

Thank you for your recent email correspondence to municipal Heads of Council on February 7, 2022 seeking further advice from municipalities regarding opportunities to increase the supply and affordability of market housing. Like many municipalities in Ontario, the Town of The Blue Mountains is experiencing significant growth, pressure to grow more, and market housing prices that have vastly outpaced the incomes of so many local residents.

We appreciate your willingness to ask tough questions regarding the current housing crisis and your openness to act swiftly on some of the answers you receive through your consultations. It should be noted that municipal staff and Councils would be better able to provide well-thought out, constructive comments and suggestions with additional time. It is concerning that some innovative thoughts, ideas, and potential needed changes to Ontario's Housing System may not be heard through an accelerated consultation period.

On behalf of the Town of The Blue Mountains, the following represents Town staff's suggested opportunities for the Province's consideration as well as comments pertaining to the Housing Task Force Report Recommendations:

*General Comment* – The Town supports the Province in setting a target for new dwellings to be built. Without a target, neither the Province, nor municipalities will know the magnitude of the goal or how each can do their part in achieving it.

*General Comment* – The Town supports a municipality's ability to deliver a range of housing options that both meet local context and serviceability, while pursuing achievement of provincial priorities, objectives, and policies. Definition of terms such as "missing middle" and "attainable" may assist municipalities in understanding and what we are collectively striving towards.

*General Comment* – The current Planning System in Ontario is multi-tiered, complex and lengthy. In rural and small urban communities, plans, policies, and bylaws can articulate a community’s vision of a sustainable yet prosperous future. However substantial amounts of information that guide development on the ground is left to landowners and applicants to provide for review. This “back-ending” of information to support development proposals results in time and money required for both preparation and review of those materials. The result: a land development process that is often consumed with ground-truthing, review, technical assessment, and professional debate. While detailed information is critical to good decision-making, the current reactive structure does not lend itself to accelerated delivery of market housing. Municipalities need to be equipped to identify and clearly delineate areas that are available for development at the Official Plan and Zoning Bylaw stage. Mandating the use of the Community Planning Permit System may assist in bringing clarity and expediency to the process.

*Suggestion: Pursue Clarity & Predictability* – A new Planning System in Ontario needs to be based on clarity and predictability. Properties that are designated and zoned for uses that are deemed appropriate through Official Plan and Zoning Bylaw processes should be able to realize the community’s vision without further draw-out processes. Similarly, community residents should have the confidence that lands that are designated and zoned for protection will stay that way until the next Official Plan Review and Zoning Bylaw Review without concern that technical evaluations will reveal opportunity for unexpected change.

*Suggestion: Stable & Sufficient Resources to Plan Ahead* – It is recommended that a portion of the Land Transfer Tax collected within a municipality be directed to fund municipal planning and development resources. This approach stabilizes funding for many smaller municipalities. This approach also ensures that municipalities with higher land sale volumes (a potential sign of growth) can benefit from that growth by investing in resources to manage it. Finally, this approach also lessens the burden of municipal planning resources on the tax levy, freeing up much needed tax income to be dedicated to other municipal services.

*Suggestion: Non-primary dwelling surtax to fund Community Improvement Plans* – Seasonal homes, second homes, vacation homes and short-term accommodation units make up a critical mass in the Provincial housing stock. Ontarians should always have the freedom to buy real estate. However, when not occupied as a principal residence by either the owner or a long-term tenant, this housing stock consumes land without helping satisfy the market’s demand for housing. It is recommended that the Province investigate a surtax or unit levy on dwellings that are not used as a principal residence by the owner or a long-term tenant. Legislation could be introduced to require the surtax revenues to support municipal Community Improvement Programs that support attainable housing.

*Suggestion: Attainable Unit Density Offset* – We recommend that the Province allow municipalities to require up to 10% of development proposals over 10 units to be attainable in exchange for a 10% increase in density. Effectively, bonus density can be provided for the attainable housing. This takes advantage of the critical mass/cost efficiency of a development that is already constructing market-priced dwellings.

*Suggestion: Minimum Density Plans* -- To help achieve a provincial goal of dwelling creation, each region and municipality must understand what their respective contribution of new dwellings needs to be in the next 10 years. We recommend that the Province work with planning authorities to identify what the regional and local municipal dwelling targets shall be. The minimum densities required to achieve these dwelling targets should be outlined in Minimum Density Plans for serviced settlement areas with no threat of appeal to the Ontario Land Tribunal. This will ensure the densities required to achieve dwelling targets are put into place in a timely manner and sites are pre-zoned for development.



*Housing Task Force Report Recommendations 3 through 11* – Town staff generally support pursuit of “as-of-right” permissions. We support the Province furthering legislative change to permit two additional residential units on a lot, to a maximum of 3 units. However, we question the liveability of 4 units on a single residential lot. Issues related to amenity space, parking, and waste collection could be exacerbated, particularly in smaller communities with little to no access to transit or public parkland within walking distance. Also, we do not support Recommendation 11 in its entirety as it suggests supporting housing growth outside municipal boundaries and may lead to unnecessary sprawl and premature extension of costly municipal infrastructure.

*Housing Task Force Report Recommendation 12* – We caution against a complete repeal or override of municipal documents that prioritize the preservation of physical character of neighbourhood. However, we acknowledge that character does not equate to “the same”. Municipalities that wish to address character should be required to develop community design standards how development should compliment existing character, albeit at a higher density.

*Housing Task Force Report Recommendation 13 through 25* -- Blanket exemptions of developments <10 units may create unintended confusion regarding critical issues (i.e. infrastructure ownership, access, etc.) and may allow poor quality design. This concept should only be entertained if the Province identified strict requirements outlining the site level details that are typically dealt with through the site plan process. Also, we caution the Province in its consideration of restoring all rights of developers to appeals Official Plans and Municipal Comprehensive Reviews. This could result in additional appeals resulting in further time and money directed towards matters at the Tribunal rather than devoted to building communities.

We do not support automatic approvals of applications that exceed legislative timelines. Often lengthened timelines result from professional differences of opinion over policy interpretation or technical substance. Instead, we recommend the Province engage with professional associations involved in the development process (planners, engineers, etc.) to develop clear and comprehensive criteria for technical information associated with developments.

Thank you again for the opportunity to convey our suggestions and provide feedback. We look forward to further collaboration with the Province and remain available if you require additional information or clarity.

Sincerely,

**The Town of The Blue Mountains**



Nathan Westendorp, MCIP RPP  
Director of Planning & Development Services

cc.	Council	Town of The Blue Mountains
	Shawn Everitt, CAO	Town of The Blue Mountains
	Randy Scherzer, Deputy CAO	County of Grey





February 28, 2022

**The Honorable Doug Ford**

Premier of Ontario

Room 281, Legislative Building, Queen's Park

Toronto, ON M7A 1A1

**RE: DISSOLVE ONTARIO LAND TRIBUNAL (OLT) (13.2)**

Dear Premier:

This will confirm that at its February 23, 2022 meeting, Markham City Council adopted the following resolution:

Whereas Municipalities across this province collectively spend millions of dollars of taxpayer money and municipal resources developing Official Plans that meet current Provincial Planning Policy; and,

Whereas an Official Plan is developed through months of public consultation to ensure, “that future planning and development will meet the specific needs of our community”; and,

Whereas our Official Plan includes zoning provisions that encourage development of the “missing middle” or “gentle density” to meet the need for attainable housing in our community; and,

Whereas our Official Plan is ultimately approved by the province; and,

Whereas it is within the legislative purview of Municipal Council to approve Official Plan amendments or Zoning By-law changes that better the community or fit within the vision of the City of Markham Official Plan; and,

Whereas it is also within the legislative purview of Municipal Council to deny Official Plan amendments or Zoning By-law changes that do not better the community or do not fit within the vision of the City of Markham Official Plan; and

Whereas municipal planning decisions may be appealed to the Ontario Land Tribunal (OLT; formerly the Ontario Municipal Board or “OMB”), an unelected, appointed body that is not accountable to the residents of the City of Markham; and,

Whereas the OLT has the authority to make a final decision on planning matters based on a “best planning outcome” and not whether the proposed development is in compliance with municipal Official Plans and Provincial Planning Policy; and,

Whereas Ontario is the only province in Canada that empowers a separate adjudicative tribunal to review and overrule local decisions applying provincially approved plans; and,

Whereas towns and cities across this Province are repeatedly forced to spend millions of dollars defending Official Plans that have already been approved by the province in expensive, time consuming and ultimately futile OLT hearings; and,

Whereas lengthy, costly OLT hearings act as a barrier to the development of all housing and commercial properties.

1. Now Therefore Be It Resolved That the City of Markham requests the Government of Ontario to instruct the OLT to immediately cease accepting new cases and then dissolve the OLT once its current caseload has been addressed, thereby eliminating one of the most significant sources of red tape delaying the development of housing in Ontario; and,
2. Be It Further Resolved That a copy of this Motion be sent to the Honourable Doug Ford, Premier of Ontario, the Minister of Municipal Affairs and Housing, the Leader of the Opposition, the Leaders of the Liberal and Green Party, all MPPs in the Province of Ontario; the Large Urban Mayors' Caucus of Ontario, the Small Urban GTHA Mayors and Regional Chairs of Ontario; and,
3. Be It Further Resolved That a copy of this Motion be sent to the Association of Municipalities of Ontario (AMO) and all Ontario municipalities for their consideration.

Yours sincerely,



Kimberley Kitteringham  
City Clerk

cc: Hon. Steve Clark, Minister of Municipal Affairs and Housing  
Andrea Horwath, Leader of the Opposition, New Democratic Party  
Steven Del Duca, Leader, Ontario Liberal Party  
Mike Schreiner, Leader, Green Party of Ontario  
All MPPs in the Province of Ontario  
Large Urban Mayors' Caucus of Ontario  
Small Urban GTHA Mayors  
Regional Chairs of Ontario  
Association of Municipalities of Ontario (AMO)  
All Ontario Municipalities

---

**CLERKS DEPARTMENT**

March 1, 2022

Hon. Doug Ford, Premier of Ontario  
Premier's Office  
Room 281  
Legislative Building, Queen's Park  
Toronto, ON  
M7A 2J3

Sent via email: [doug.fordco@p.ola.org](mailto:doug.fordco@p.ola.org)

Dear Premier Ford,

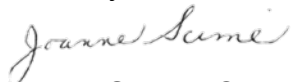
Re: Dissolution of the Ontario Land Tribunal

This is to confirm that at the Feb 28, 2022 Council Meeting the following resolution was adopted with respect to the above noted matter:

That, the Township Clerk be and is hereby authorized to advise the Regional That, the resolution adopted by the Town of Halton Hills Council at their meeting of February 7, 2022, regarding the request for the Government of Ontario to Dissolve the Ontario Land Tribunal; be received and supported.

If you have any questions or concerns regarding the above, do not hesitate to contact the undersigned.

Sincerely,



Joanne Scime, Clerk

cc. Hon. Steve Clark, Minister of Municipal Affairs and Housing  
Andrea Horwath, Leader of the Official Opposition  
Mike Schreiner, Leader of the Green Party  
Steven Del Duca, Leader of the Liberal Party  
All Ontario MPPs  
Large Urban Mayors' Caucus of Ontario  
Small Urban GTHA Mayors of Ontario  
Regional Chairs of Ontario  
AMO  
All Ontario Municipalities



## **NOTICE OF PASSING**

### **EXTENSION OF INTERIM CONTROL BY-LAW 2021-023-ZO**

**TAKE NOTICE** that the Council of the Corporation of the Town of Whitchurch-Stouffville passed By-law No. 2022-018-ZO on the **2nd day of March, 2022**, to amend **Interim Control By-law No. 2021-023-ZO** which lapses on March 23rd, 2022, to extend the period of interim control pursuant to Section 38(2) of the Planning Act, R.S.O., 1990, as amended.

**AND TAKE NOTICE** that Interim Control By-law No. 2022-018-ZO will be in effect for a period of one (1) additional year, lapsing March 23rd, 2023.

#### **PURPOSE AND EFFECT OF INTERIM CONTROL BY-LAW NO. 2021-023-ZO**

Interim Control By-law No. 2021-023-ZO prohibits the development of any new Cannabis (Marijuana) Production Facilities on all lands within the Agricultural (AG); Environmental (ENV); Flood Hazard (FH); Oak Ridges Moraine-Countryside (ORM-C); Oak Ridges Moraine-Linkage (ORM-L); Oak Ridges Moraine-Natural Core (ORM-NC); Employment Extractive (EX); and Development Reserve (D) Zones in the Town of Whitchurch-Stouffville Zoning By-law 2010-001-ZO, as amended. A key map has not been provided due to the large number of properties in these zones throughout the Town.

Extension of the Cannabis Interim Control By-law No. 2021-023-ZO will enable the staff to complete a study of the Town's policy and zoning framework with respect to the use of lands for Cannabis (Marijuana) Production Facilities within the Town of Whitchurch-Stouffville.

The Council of the Corporation of the Town of Whitchurch-Stouffville has the authority, pursuant to Section 38(2) of the Planning Act, R.S.O., 1990, as amended to extend the period during which the By-law will be in effect to a total period not exceeding two (2) years.

#### **Filing of the Appeal**

**PLEASE NOTE** that any person or public body may appeal to the Ontario Land Tribunal (OLT) in respect of the extension of the Interim Control By-law by filing with the Clerk of the Corporation of the Town of Whitchurch-Stouffville.

The last date for filing a Notice of Appeal is 6th day of April, 2022. If no appeal is received by this time, the decision is final. A Notice of Appeal must:

- i. Be filed with the Clerk of the Town of Whitchurch-Stouffville;
- ii. Set out the reasons for the appeal;
- iii. Be accompanied with an appeal fee in the amount of \$1,100.00 for each appeal filed. A certified cheque or money order must be made payable to the MINISTER OF

- FINANCE. A copy of the appeal form is available from the OLT website at <http://olt.gov.on.ca/tribunals/lpat/forms/appellant-applicant-forms/>; and
- iv. In addition, pursuant to the Town By-law No. 2021-112-FI, a processing fee of \$251 per OLT appeal, payable to the Town of Whitchurch-Stouffville, is required to be paid at the time of filing a Notice of Appeal.

Only individuals, corporations and public bodies may appeal an interim control by-law to the Ontario Land Tribunal. A notice of appeal may not be filed by an unincorporated association or group. However, a notice of appeal may be filed in the name of an individual who is a member of the association or the group on its behalf.

For further information regarding this matter please contact Zahrah Khan, Policy Planner II by phone at (905) 640-1910 ext. 2329 or by email: [cannabis.study@townofws.ca](mailto:cannabis.study@townofws.ca).

**DATED** at the Town of Whitchurch-Stouffville this 10th day of March 2022.

Dwayne Tapp  
Director, Development Services



March 3, 2022

**BY E-MAIL**

Ontario Municipal Water Association  
61 Meadowlark Blvd.,  
Wasaga Beach, ON L9Z 3B3

Attn: Mike Mortimer, President & Board of Directors

Dear President Mortimer & Board,

Re: Termination of the Town of Collingwood's Membership in the OMWA

Please be advised that Council of the Corporation of the Town of Collingwood, respectfully wishes to advise you that the Town of Collingwood can no longer remain a member of the Ontario Municipal Water Association. At the regular meeting of Council held January 24<sup>th</sup>, 2022, Council passed the following motion:

**WHEREAS** Collingwood is a member of the Ontario Municipal Water Association (OMWA);

**AND WHEREAS** the OMWA website lists Mr. Ed Houghton as the Executive Director of OMWA;

**AND WHEREAS** Mr. Houghton was the CEO of Collus Power Corporation and the Acting CAO for the Town of Collingwood when the Town closed the sale of 50% of its interest in Collus Power Corporation to Powerstream Incorporated in 2012 and subsequently used the proceeds to purchase 2 Sprung buildings for the Town's recreation facilities through a sole-sourced procurement;

**AND WHEREAS** the Town of Collingwood Council of 2014-2018 asked the Chief Justice of the Superior Court of Ontario to strike a Judicial Inquiry into these 2 transactions in 2018 and the then Associate Chief Justice Frank Marrocco was appointed the Commissioner of the Collingwood Judicial Inquiry;

**AND WHEREAS** Justice Marrocco released his report on November 2, 2020, in which he found that, "undisclosed conflicts, unfair procurements, and lack of transparency stained both transactions;"

**AND WHEREAS** Justice Marrocco found that when, "the answers to legitimate questions are dismissive, spun, or obfuscated, public trust further erodes" and that, "the relationship between the public and its municipal government may never be the same;"

**AND WHEREAS** Justice Marrocco found that Mr. Houghton, "enjoyed unusual influence and freedom in his roles with the Town and Collus corporations" and that Mr. Houghton was a central figure in both transactions;

**AND WHEREAS** Mr. Houghton's actions during these two transactions, as found by Justice Marrocco in his report, undermined the credibility and integrity of the Town of Collingwood and had a profound, devastating and lasting impact on our community.

**NOW THEREFORE BE IT RESOLVED THAT** Council terminate the Town's membership in OMWA effectively immediately;

**AND FURTHER THAT** a letter be sent to the OMWA Board and copied to all members of OMWA attaching this motion and the link to Justice Marrocco's Report, "Transparency and the Public Trust: Report of the Collingwood Judicial Inquiry."

**CARRIED.**

Please find here the link to the [Transparency and the Public Trust: Report of the Collingwood Judicial Inquiry](#). Should you require anything further, please do not hesitate to contact the undersigned by email at [clerk@collingwood.ca](mailto:clerk@collingwood.ca).

Yours truly,

TOWN OF COLLINGWOOD

Sara Almas, *CMM III*  
Director of Legislative Services / Clerk

CC: Mike Mortimer, President, OMWA Board of Directors  
OMWA Member Municipalities



**Town of Bradford West Gwillimbury**  
100 Dissette St., Unit 7&8  
P.O. Box 100, Bradford, Ontario, L3Z 2A7  
Telephone: 905-775-5366  
Fax: 905-775-0153  
[www.townofbwg.com](http://www.townofbwg.com)

March 4, 2022

VIA EMAIL

Hon. Chrystia Freeland PC MP  
Ministry of Finance  
90 Elgin Street  
Ottawa, Ontario K1A 0G5

Dear Hon. Chrystia Freeland,

**Re: Federal Support for Lake Simcoe Clean Up Fund**

---

At its Regular Meeting of Council held on March 1, 2022, the Town of Bradford West Gwillimbury Council approved the following resolution regarding federal funding for the Lake Simcoe Cleanup Fund.

Resolution 2022-12 Scott/Ferragine

*WHEREAS Lake Simcoe is one of Ontario's largest watersheds, home to First Nations since time immemorial, and situated in the growing communities of Simcoe County, York Region, Durham Region, and the cities of Barrie and Orillia;*

*AND WHEREAS the watershed faces threats due to eutrophication, largely from phosphorus runoff and other contaminants into the lake and its tributaries;*

*AND WHEREAS the lake is a significant source of drinking water, as well as being integral for local recreation, tourism, agriculture and other key economic drivers;*

*AND WHEREAS the previous federal government funded a "Lake Simcoe Clean-Up Fund" of \$65 million over 10 years between 2007-2017, but that fund has not been renewed;*

*AND WHEREAS during the 2019 federal election, the Hon. Chrystia Freeland committed \$40 million over 5 years towards Lake Simcoe;*

*AND WHEREAS during the 2021 federal election, the Liberal Party of Canada committed to "Implement a strengthened Freshwater Action Plan, including an historic investment of \$1 billion over 10 years. This plan will provide essential funding to protect and restore large lakes and river systems, starting with the Great Lakes-St. Lawrence River System, Lake Simcoe...";*

*AND WHEREAS the Conservative Party of Canada also committed to re-funding the Lake Simcoe Clean-Up Fund in the 2019 and 2021 general elections with an investment of \$30 million over five years;*

*Further to the Minister of the Environment and Climate Change's mandate letter, which directs the Minister to "...establish a Canada Water Agency and implement a strengthened Freshwater Action Plan, including a historic investment to provide funding to protect and restore large lakes and river systems, starting with the Great Lakes-St. Lawrence River System, Lake Simcoe..."*

*THEREFORE be it resolved that the Town of Bradford West Gwillimbury:*

- 1. Supports federal funding for a Lake Simcoe Restoration Fund that represents a significant percentage of the overall Freshwater Action Plan Fund, with funding in excess of previous commitments, beginning in the 2022 budget;*
- 2. Asks that such funding be used to undertake:*
  - a. Shoreline mitigation and restoration, including in the tributaries of the Holland River, Maskinonge River and Black River, and the Holland Marsh,*
  - b. Projects to ameliorate contaminated sites in the watershed,*
  - c. Upgrades to help retrofit municipal infrastructure such as wastewater and stormwater facilities to decrease total current discharges from existing facilities,*
  - d. Planting of 250,000 trees in the watershed, and purchasing and conservation of more forests and wetlands under the auspices of the Lake Simcoe Region Conservation Authority (LSRCA), to make significant progress towards the Lake Simcoe Protection Plan goal of 40% of the watershed area being protected natural land; and*
- 3. That a copy of this resolution, along with a letter from the Mayor, be sent to the federal Minister of Finance; the Minister of the Environment and Climate Change; the President of the Treasury Board; the Members of Parliament for York—Simcoe, Newmarket—Aurora, Barrie—Springwater—Oro-Medonte, Barrie—Innisfil, Simcoe North, Haliburton—Kawartha Lakes—Brock, and Durham; and to all Lake Simcoe-region municipalities and the LSRCA, with a request for their endorsement.*

**CARRIED.**

Thank you for your consideration of this request.

Regards,



Tara Reynolds  
Deputy Clerk, Town of Bradford West Gwillimbury  
(905) 775-5366 Ext 1104  
[treynolds@townofbwg.com](mailto:treynolds@townofbwg.com)

CC: Hon. Steven Guilbeault, Minister of the Environment and Climate Change  
Hon. Mona Fortier, President of the Treasury Board  
Scot Davidson, MP York-Simcoe  
Tony Van Bynen, MP Newmarket—Aurora  
Doug Shipley, MP Barrie—Springwater—Oro-Medonte  
John Brassard, MP Barrie—Innisfil  
Adam Chambers, MP Simcoe North  
Jamie Schmale, MP Haliburton—Kawartha Lakes—Brock  
Hon. Erin O'Toole, MP Durham  
Lake Simcoe Region Municipalities  
LSRCA



**Town of Bradford West Gwillimbury**  
100 Dissette St., Unit 4  
P.O. Box 100, Bradford, Ontario, L3Z 2A7  
Telephone: 905-775-5366  
Fax: 905-775-0153

[www.townofbwg.com](http://www.townofbwg.com)

March 4, 2022

VIA EMAIL

Hon. Chrystia Freeland PC MP  
Ministry of Finance  
90 Elgin Street  
Ottawa, Ontario K1A 0G5

Dear Deputy Prime Minister:

I am writing to you today to make a pre-budget submission in accordance with a motion presented by my colleague Councillor Jonathan Scott and passed unanimously by our Town Council asking that the federal government fulfil bipartisan commitments towards creating a Lake Simcoe Restoration Fund in the upcoming federal budget.

The motion is enclosed for your reference.

As you know, both local Liberal and Conservative MPs ran on the promise of restoring and exceeding funding that used to exist to help protect Lake Simcoe under the auspices of the Lake Simcoe Clean-up Fund. You yourself made such a commitment of a \$40-million fund during the 2019 election in Barrie. The commitment to a billion-dollar Freshwater Action Fund, which would include funding for Lake Simcoe, is in the Hon. Steven Guibeault's mandate letter as Minister of the Environment and Climate Change.

We ask that funding greater than previous commitments be invested to protect the Lake Simcoe watershed in this year's budget. Such funding should be over and above previous commitments given that funding for the Lake has been in hiatus since the previous fund expired in 2017, and due to inflationary pressures. As the motion outlines, such funding could be used for land conservation, shoreline restoration, cleaning up contaminated sites, reducing discharges from existing wastewater treatment plants, and other tangible means to restore the health of the watershed.

Our region, and Bradford West Gwillimbury in particular, is growing, and so we need to take environmental mitigation and restoration efforts seriously, alongside a federal partner.

I understand this motion has also passed in the Town of Georgina, and is being considered by other municipalities across our region, demonstrating, I believe, the great unity in our area for federal action to protect Lake Simcoe.



Thank you for considering this request.

Sincerely yours,

A handwritten signature in black ink that reads "Rob Keffer". The signature is written in a cursive style with a large, stylized initial "R".

Rob Keffer  
Mayor  
Town of Bradford West Gwillimbury

cc. Hon. Steven Guibeault PC MP  
Hon. Mona Fortier PC MP  
Tony Van Bynen MP  
Scot Davidson MP  
Lake Simcoe Region Conservation Authority  
Lake Simcoe Region Mayors and Councils



THE TOWNSHIP OF  
WOOLWICH

BOX 158, 24 CHURCH ST. W.  
ELMIRA, ONTARIO N3B 2Z6  
TEL. 519-669-1647 / 1-877-969-0094  
COUNCIL/CAO/CLERKS FAX 519-669-1820  
PLANNING/ENGINEERING/BUILDING FAX 519-669-4669  
FINANCE/RECREATION/FACILITIES FAX 519-669-9348

March 8, 2022

Prime Minister of Canada  
Hon. Justin Trudeau  
Office of the Prime Minister  
80 Wellington Street  
Ottawa, ON  
K1A 0A2

Premier of Ontario  
Hon. Doug Ford  
Legislative Building  
Queen's Park  
Toronto, ON  
M7A 1A1

Honorable Prime Minister Trudeau and Premier Ford:

RE: Resolution Passed by Woolwich Township Council – Mental Health Supports

This letter is to inform you that the Council of the Township of Woolwich endorsed the following resolution at their meeting held on March 7, 2022:

**WHEREAS the Council of the Township of Woolwich (the "Township") has been an annual funding partner of Woolwich Counselling Centre to support local mental health counselling; and**

**WHEREAS Woolwich Counselling Centre is part of the broader Counselling Collaborative of Waterloo Region, a community-based partnership between six community counselling service providers within Waterloo Region; and**

**WHEREAS the COVID-19 pandemic has had a significant impact on individuals and families, both globally and locally, including immediate and ongoing mental health concerns; and**

**WHEREAS the Township is aware that there has been an average 39% increase in total client referrals, which includes a 71% increase in child and youth referrals, for government funded programs in 2021 across member organizations of the Counselling Collaborative of Waterloo Region, which has led to difficulty for the member organizations to keep up with the demand in terms of bringing on new qualified staff to support the substantial increase in local client needs; and**

**WHEREAS** the Township believes local needs for mental health supports and difficulties in responding to this increased need is indicative of a broader issue across Ontario and is expected to continue in the future; and

**WHEREAS** the current provincial funding model for mental health support is fragmented across several ministries and programs;

**NOW THEREFORE BE IT RESOLVED THAT** the Council of the Township of Woolwich requests that the Government of Canada ensure appropriate and sustained funding is transferred to provinces for mental health purposes in their 2022 budget; and

**THAT** the Council of the Township of Woolwich requests the Government of Ontario to provide stable, reliable and predictable funding for mental health organizations in their 2022 budget; and

**THAT** this resolution be forwarded to the Prime Minister, the Federal Minister of Finance, the local Member of Parliament, the Federation of Canadian Municipalities (FCM), the Premier of Ontario, the Ontario Minister of Finance, the local Member of Provincial Parliament, the Association of Municipalities of Ontario (AMO) and other municipalities in Ontario.

Should you have any questions, please contact Alex Smyth, by email at [asmith@woolwich.ca](mailto:asmith@woolwich.ca) or by phone at 519-669-6004.

Yours truly,



Jeff Smith  
Municipal Clerk  
Corporate Services  
Township of Woolwich

cc. Chrystia Freeland, Deputy Prime Minister and Minister of Finance  
Tim Louis, MP Kitchener-Conestogo  
Federation of Canadian Municipalities  
Peter Bethlenfalvy, Ontario Minister of Finance  
Mike Harris, MPP Kitchener-Conestogo  
Association of Municipalities in Ontario (AMO)  
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 POA 1H0

March 8, 2022

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

Lori McDonald, Director of Corporate Services/Clerk  
Town of Bracebridge  
100 Taylor Court  
Bracebridge, ON  
P1L 1R6

Dear Ms. McDonald,

**RE: Motion 22-PD-014 regarding Hospital Capital Funding, dated February 24, 2022**

---

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 Council meeting on March 8, 2022 and the following resolution was passed.

**“Resolution #7(a)/03/08/22**

**BE IT RESOLVED THAT the Council of the Corporation of the Township of Lake of Bays received correspondence from Lori McDonald, Director of Corporate Services/Clerk, Town of Bracebridge re: Motion 22-PD-014 regarding Hospital Capital Funding, dated February 24, 2022 and supports their requests for a provincial re-examination of the “local share” hospital capital calculation methodology, to better reflect the limited fiscal capacity of municipalities, and the contributions to health care services they already provide to a community;**

**AND FURTHER THAT a copy of this resolution be forwarded to the Premier of Ontario, the Minister of Health, the Minister of Municipal Affairs and Housing, the Local member of Provincial Parliament, the Association of Municipalities, and all Ontario Municipalities.**

**Carried.”**

....Page 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 POA 1H0

-Page 2-

In accordance with Council's direction, I am forwarding you a copy of the resolution for your reference. Please do not hesitate to contact the undersigned to provide any additional clarification in this regard.

Sincerely,

A handwritten signature in blue ink, appearing to read 'CSykes', is written over the printed name of Carrie Sykes.

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

CS/lv

Copy to: Premier of Ontario  
Minister of Health  
Minister of Affairs and Housing  
Local member of Provincial Parliament  
Association of Municipalities  
All Ontario Municipalities



**Jaclyn Grossi**  
Acting Deputy Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: [jgrossi@newmarket.ca](mailto:jgrossi@newmarket.ca)  
Tel: 905-953-5300 ext. 2207  
Fax: 905-953-5100

March 10, 2022

Sent to: [REDACTED]

Dear Brian Johns:

**RE: Proclamation Request – March 22 – World Water Day**

---

I am writing to advise that your request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#), and the Riverwalk Commons and Fred A. Lundy Bridge located on Water Street will be illuminated in blue on March 22, 2022 to recognize World Water Day. Please note that the lighting will occur from sunset until 11:00 PM. Your request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

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 "JGrossi".

Jaclyn Grossi

Acting Deputy Clerk





**Jaclyn Grossi**  
Acting Deputy Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: [jgrossi@newmarket.ca](mailto:jgrossi@newmarket.ca)  
Tel: 905-953-5300 ext. 2207  
Fax: 905-953-5100

March 11, 2022

Sent to: [REDACTED]

Dear Abygail Berg:

**RE: Lighting Request – April 77, 2022 World Hemophilia Day**

---

I am writing to advise that your lighting request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#). The Riverwalk Commons and Fred A. Lundy Bridge located on Water Street will be illuminated in red on April 17, 2022 to recognize World Hemophilia Day. Please note that the lighting will occur from sunset until 11:00 PM.

Your request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

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 "JGrossi".

Jaclyn Grossi

Acting Deputy Clerk

/cb



**Jaclyn Grossi**  
Acting Deputy Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: [jgrossi@newmarket.ca](mailto:jgrossi@newmarket.ca)  
Tel: 905-953-5300 ext. 2207  
Fax: 905-953-5100

March 11, 2022

Sent to: [REDACTED]

Dear Jennifer Ramsay:

**RE: Lighting Request – April 27, 2022 Canadian Infertility Awareness Week**

---

I am writing to advise that your lighting request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#). The Riverwalk Commons and Fred A. Lundy Bridge located on Water Street will be illuminated in green on April 27, 2022 to recognize Canadian Infertility Awareness Week. Please note that the lighting will occur from sunset until 11:00 PM.

Your request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

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 "JGrossi".

Jaclyn Grossi

Acting Deputy Clerk

/cb



**Jaclyn Grossi**  
Acting Deputy Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: [jgrossi@newmarket.ca](mailto:jgrossi@newmarket.ca)  
Tel: 905-953-5300 ext. 2207  
Fax: 905-953-5100

March 11, 2022

Sent to: [REDACTED]

Dear Nancy Galaski:

**RE: Proclamation Request – May 2022 GBS/CIDP Awareness Month**

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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 May 2022 as GBS/CIDP Awareness Month. 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.

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 "JGrossi".

Jaclyn Grossi

Acting Deputy Clerk

/cb



*March 11, 2022*

Sent to: [REDACTED]

Dear Nancy Galaski:

**RE: Proclamation Request – May 2022 GBS & CIDP Awareness Month**

On behalf of the Town of Newmarket Council I am pleased to recognize May 2022 as GBS & CIDP Awareness Month.

Thank you for submitting your request and for your contributions to the community.

Yours sincerely,

John Taylor  
Mayor



### Proclamation

WHEREAS, The Month of May, has been internationally designated as "GBS and CIDP Awareness Month" to educate the public and to focus attention on Guillain-Barré Syndrome (GBS) and Chronic Inflammatory Demyelinating Polyneuropathy (CIDP), rare, paralyzing and potentially catastrophic disorders of the peripheral nerves; and

WHEREAS Guillain-Barré Syndrome (GBS), Chronic Inflammatory Demyelinating Polyneuropathy (CIDP), and their variants such as Multifocal Motor Neuropathy (MMN), are rare conditions which are paralyzing and potentially catastrophic inflammatory disorders of the peripheral nerves, which can be characterized by rapid onset of weakness and, often, paralysis of the legs, arms, breathing muscles and face, in some cases leading to complete paralysis and requiring life-sustaining hospital care, and

WHEREAS the cause of GBS, CIDP, and MMN is unknown, and these conditions can develop in any person, regardless of age, gender or ethnic background, and

WHEREAS GBS, CIDP, and MMN have a slow and unpredictable recovery, patients and their families face an uncertain future, usually requiring months of hospital care without knowing if or when they will recover, or whether they will face long-term disabilities. Earlier diagnosis, treatment, and access to rehabilitation services can improve the chances of avoiding permanent lifelong residual damage of the nerves, and

WHEREAS in 2003, GBS/CIDP Foundation of Canada, a patient organization providing support, education, research, and advocacy, was founded so that no patient or family would go through GBS, CIDP, MMN or their variants alone.





**Jaclyn Grossi**  
Acting Deputy Clerk  
Town of Newmarket  
395 Mulock Drive  
P.O. Box 328 Station Main  
Newmarket, ON L3Y 4X7  
Email: [jgrossi@newmarket.ca](mailto:jgrossi@newmarket.ca)  
Tel: 905-953-5300 ext. 2207  
Fax: 905-953-5100

March 11, 2022

Sent to: [admin@fibrocanada.ca](mailto:admin@fibrocanada.ca)

Dear Trudy Flynn:

**RE: Lighting Request – May 12, 2022 Fibromyalgia Awareness Day**

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I am writing to advise that your lighting request has been approved in accordance with the Council-approved [Proclamation, Lighting Request and Community Flag Raising Policy](#). The Riverwalk Commons and Fred A. Lundy Bridge located on Water Street will be illuminated in red on May 12, 2022 to recognize Fibromyalgia Day. Please note that the lighting will occur from sunset until 11:00 PM.

Your request will be communicated on the Town's Twitter account, and on the Town's website on the Proclamation and Lighting Request page.

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 "JGrossi".

Jaclyn Grossi

Acting Deputy Clerk

/cb