

March 31, 2021

Housing Strategy Study

Phase 1: Research and Gap Analysis



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1.0 Introduction

1.1. Study Background

On June 29, 2020, Council directed City Development staff to undertake a study to prepare a comprehensive housing strategy (Resolution #352/20). This supports Council direction to report on an outline of a process to develop an age friendly affordable housing strategy (September 23, 2019, Resolution #140/19) and Action Item 1.1 of the City's Age Friendly Community Plan (endorsed in principle by Council on October 21, 2019), which states that the Urban should develop a comprehensive housing strategy that focuses on the need for delivering more lifecycle housing options, including affordable and accessible units to support changing demographic conditions.

1.1.1 Age Friendly Affordable Housing Strategy (Resolution #140/19)

On September 23, 2019, Council directed staff to, among other things, report back to Planning & Development Committee outlining a process to develop an age friendly affordable housing strategy (Resolution #140/19). This direction was adopted in recognition that the City of Pickering is projected to be a driving force for residential and economic growth in Durham Region and the Greater Toronto Area over the next two decades, and in support of the request by Dorsay (Pickering) Limited ("Dorsay") to the Regional Municipality of Durham ("the Region"), to include the lands in northeast Pickering within the Urban Boundary through the Region's municipal comprehensive review.

It is an appropriate time to develop an age friendly housing strategy based on: existing and proposed amendments to Provincial policy regarding urban area boundary expansion and intensification targets; the Region's current municipal comprehensive review, which includes a review of the Region's settlement areas and a land needs assessment; and the acknowledged lack of affordable housing options in the City of Pickering.

1.1.2 Pickering Age Friendly Community Plan

On October 21, 2019, Council endorsed in principle the Pickering Age Friendly Community Plan ("AFCP") dated September 12, 2019, prepared by Urbanmetrics Inc. ("Urbanmetrics"). The AFCP study process included an extensive community consultation campaign that included two public open houses, an online public survey, public workshops, community stakeholder consultation sessions (with representatives from government agencies, service agencies, seniors' residences and seniors' clubs), Council interviews, and staff focus group sessions.

The Pickering Age Friendly Community Plan can be found here:

<https://www.pickering.ca/en/living/resources/Programs/55/City-of-Pickering-Age-Friendly-Community-Plan---FINAL.pdf>

1.2 Study Purpose

The purpose of the Pickering Housing Strategy Study is to establish the City's role and priorities with regard to facilitating opportunities to develop a diverse range of housing, including affordable housing, age-friendly housing and accessible housing, in Pickering over the next 10 years (2021 – 2031). This strategy will assist Council with decision making, provide a framework for staff to implement their responsibilities, including coordinating actions with other agencies, organizations and governments, assist in guiding residential growth within the City, aid in the education and creation of public awareness of what the City is doing on this issue, and to monitor progress as the City works to implement the strategy.

Part of the Housing Strategy Study is to identify the current and emerging housing needs in Pickering, what are the greatest housing needs, and how these needs can be addressed.

In particular, the outcome of the Housing Strategy Study will be to identify actions that the City may undertake to ensure an appropriate balance of housing types and tenure that meet the needs of a complete, prosperous community. Such actions may include, but are not limited to: providing City-owned land, Tax Increment Equivalent Grants, reducing parking requirements, instituting Inclusionary Zoning, implementing community improvement plans, and waiving or deferring development charges and/or application fees.

1.3 Study Objectives

The key objective of the Pickering Housing Strategy Study is to provide a framework to the City so that it can facilitate a supply of suitable (as it relates to the size of the household), adequate (as it relates to physical condition) and affordable (as it relates to household income) housing for all ages and abilities within its jurisdiction. This will help to ensure that the City meets the housing needs in support of a diverse workforce.

The Pickering Housing Strategy Study will:

1. Identify housing priorities, policy alternatives, including recommendations for official plan policies and zoning regulations, and allocation of City resources;
2. Develop a baseline database of the City's demographic profile, socio-economic characteristics of households and housing stock (cost, type, tenure and availability), including: total population statistics, number of households, owner-occupied households, vacancy rates for rental housing, etc;

3. Develop a protocol for regularly updating the database;
4. Identify expected population and employment growth over the next ten years;
5. Analyze the data and trends to identify the City's housing needs and gaps;
6. Identify and examine the current policy and legislative context that influences the provision of housing, affordable housing and age friendly housing in the City;
7. Identify and examine the relationships between the City, the Regional Municipality of Durham and other levels of government, and the private and not-for-profit sector, in terms of existing roles and responsibilities;
8. Recommend an Action Plan that identifies actions that the City may undertake to ensure an appropriate balance of housing types and tenure that meet the needs of a complete, prosperous community; and
9. Recommend a Monitoring Plan that will regularly update and review the baseline data set with the goal of identifying whether or not the goals and objectives of the Housing Strategy are being met, and if any modifications to the Action Plan are necessary to ensure that the goals and objectives of the Housing Strategy are met.

The deliverables of the Study will:

- Satisfy Council's direction to staff to undertake a study to prepare a comprehensive housing strategy (Resolution #352/20);
- Satisfy the requirement of the Pickering Age Friendly Community Plan, Action Item 1.1, to develop a comprehensive housing strategy; and
- Satisfy Council's direction to staff to outline a process to develop an age-friendly housing strategy (Resolution #140/19).

1.4 Scope and Methodology of Study

1.4.1. Study Area

The City of Pickering is 1 of 8 municipalities in the Regional Municipality of Durham, and the City Centre is 1 of 2 provincially designated Urban Growth Centres¹ within the Region. The geographic area of the study is the jurisdiction of the City of Pickering. However, the Study will also reference the Regional Municipality of Durham since it is the Region's Housing Services Division that manages, plans and administers *community housing*² within its role as Service System Manager³.

1.4.2. Sources of Information

Sources of information within this study are from Statistics Canada Census Profiles, Canada Mortgage and Housing Corporation, the Regional Municipality of Durham, Toronto Real Estate Board, Regional Information Systems Working Group ("RISWG") (a working group of the Regional Planning Commissioners of Ontario), City of Pickering Application Management and Data Automation (AMANDA data), and Central East Health Line⁴. All sources are noted where quoted.

1.4.3. Engagement Strategy

The successful completion of this study will rely on meaningful public and stakeholder engagement and consultation. The engagement process will be supported by a communications plan that will include activities such as: a launch event, media releases, social media messages, and a project page on the City's website.

Consultation will include some, or all, of the following activities:

- Community engagement sessions (Public Open House(s)/Workshop(s), etc.);
- Key stakeholder focus groups and/or one-to-one meetings with stakeholders (such as Region of Durham Planning, Region of Durham Housing Services, Durham Region Non-Profit Housing Corporation, Durham Region Home Builders Association, Habitat for Humanity, Real Estate Board, etc.); and

¹ Urban Growth Centres are identified by the Minister of Municipal Affairs and Housing in A Place to Grow, The Growth Plan for the Greater Golden Horseshoe.

² *Community Housing* means housing that is owned and operated by non-profit housing societies and housing co-operatives, or housing owned by provincial or municipal governments (See National Housing Strategy, [Glossary](#)).

³ Service System Managers (Service Managers) plan and administer *community housing*, develop affordable housing stock and deliver homelessness prevention programs. The Regional Municipality of Durham (the Region) performs this role for the region of Durham.

⁴ Central East Health Line provides listings of community health organizations, services, and information for Durham Region and surrounding municipalities.

- Internal Stakeholder Group to ensure representation from across the corporation including Finance, Community Services, Legal Services, and Corporate Communications.

Community engagement sessions will be facilitated by an external professional facilitator.

1.4.4 Project Management

It is anticipated that the Housing Strategy Study will be completed in 12 months through three phases:

- Phase 1: Research and Gap Analysis;
- Phase 2: Draft Housing Strategy and Action Plan; and
- Phase 3: Recommended Housing Strategy and Action Plan.

Reporting to Council will occur at three key milestones: to present the results of the research and gap analysis; to present a Draft Housing Strategy and Action Plan; and to present the Recommended Housing Strategy and Action Plan.

2.0 Policy and Regulatory Context

2.1. Housing System

The housing continuum, as expressed by Canada Mortgage and Housing Corporation (“CMHC”), is the range of housing types available in a community – from emergency shelters on one end, all the way to homeownership on the other end. In between are a variety of housing options and types, each critically important for different people at different times. While the housing continuum appears linear, people may move between housing types at any time of their life.

Figure 1: The Housing Continuum⁵

THE HOUSING CONTINUUM



According to CMHC, in Canada, housing is considered “affordable” if it costs less than 30% of a household’s before-tax income. Many people think the term “affordable housing” refers only to rental housing that is subsidized by the government. In reality, it is a very broad term that can include housing provided by the private, public and non-profit sectors. It also includes all forms of housing tenure: rental, ownership and co-operative ownership, as well as temporary and permanent housing.

The following elements make up the housing system⁶:

Emergency Shelters

This is short-term accommodation (usually 30 days or less) for people experiencing homelessness or those in crisis.

⁵ Canada Mortgage and Housing Corporation (2020). About Affordable Housing in Canada. Accessed from: <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/develop-new-affordable-housing/programs-and-information/about-affordable-housing-in-canada>

⁶ National Housing Strategy: Glossary of Common Terms (2018). Accessed from: <https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/files/pdf/glossary/nhs-glossary-en.pdf?sv=2018-03-28&ss=b&srt=sco&sp=r&se=2021-05-07T03:55:04Z&st=2019-05-06T19:55:04Z&spr=https,http&sig=bFocHM6noLjK8rlhy11dy%2BkQJUBX%2BCDKzkjLHfhUIU0%3D>

Transitional Housing

This housing is intended to offer a supportive living environment for its residents. It is considered an intermediate step between emergency shelter and supportive housing and has limits on how long an individual or family can stay. Stays are typically between 3 months and 3 years.

Supportive Housing

This is housing that provides a physical environment that is specifically designed to be safe, secure, enabling and home-like, with support services such as social services, provision of meals, housekeeping and social and recreational activities, in order to maximize residents' independence, privacy and dignity.

Community Housing

The term "community housing" is an umbrella term that typically refers to either housing that is owned and operated by non-profit housing societies and housing co-operatives, or housing owned by provincial, territorial or municipal governments.

Affordable Rental and Affordable Ownership Housing

Affordable housing is housing that can be owned or rented by a household with shelter costs (rent or mortgage, utilities, etc.) that are less than 30% of its gross income. In the City of Pickering Official Plan, "affordable" means annual housing costs (rent or mortgage payments) that do not exceed 30% of gross household income.

Market Rental Housing⁷

These are rental units in the private rental market and include purpose-built rental units as well as units in the secondary rental market, such as second suites and rented single and semi-detached dwellings.

Market Ownership Housing⁸

This refers to ownership units priced at market value and purchased with or without a mortgage but without any government assistance.

⁷ Not defined within the National Housing Strategy: Glossary of Common Terms (2018)

⁸ Not defined within the National Housing Strategy: Glossary of Common Terms (2018)

2.1.1. Federal Role in Housing (National Housing Strategy)

The Canadian government provides housing policy and funding. It can leverage its fiscal capacity through the Ministry of Finance and CMHC to make community housing financially viable, promote the expansion of more affordable housing options, and help prevent homelessness. Additionally, the Bank of Canada can affect demand for housing through monetary policy.

The federal government did not play a significant role in funding or developing new community housing or housing policy for several decades, until the release of the National Housing Strategy (“NHS”) in 2017. The NHS is a 10-year strategy that commits \$40 billion in joint federal-provincial spending towards:

- reducing chronic homelessness by 50%;
- removing 530,000 households out of housing need;
- constructing 100,000 new affordable housing units; and
- repairing or renewing 300,000 existing affordable housing units.

Investments under the NHS are intended to fund various portfolios, such as housing partnerships, assisting Canada’s northern and indigenous communities, research and data, and reducing homelessness.

Other federal funding includes seed funding programs, various loan insurance programs and other investments in affordable housing. In 2019, the federal budget included the First-Time Home Buyer Incentive aimed at improving home affordability by reducing mortgage borrowing costs.

In October 2020, the federal government announced the Rapid Housing Initiative (“RHI”) that invests \$1 billion to create up to 3,000 new permanent, affordable housing units across the country. The RHI is intended to quickly develop new modular multi-unit rental units, convert non-residential buildings into affordable multi-residential homes, and rehabilitate buildings that are abandoned or in disrepair into affordable multi-residential homes. Costs to purchase land and buildings are eligible under this initiative.

2.1.2. Provincial Government

2.1.2.1 Provincial Role in Housing

The Province of Ontario’s Provincial Policy Statement (“PPS”) and provincial plans (such as The Greenbelt Plan, A Place to Grow, Growth Plan for the Greater Golden Horseshoe, and The Oak Ridges Moraine Plan) provide a framework for comprehensive, long-term planning that supports and integrates the principles of strong communities, a clean and healthy environment, and economic growth for the long term.

2.1.2.2 Provincial Policy Statement, 2020

The Provincial Policy Statement is issued under the authority of Section 3 of the *Planning Act* and provides policy direction related to land use planning and development that supports and promotes the principles of strong communities, clean and healthy environments, and economic growth for the long-term. In addition, the PPS establishes that municipal official plans are the most important vehicle for the implementation of these principles.

In 2020, the Province updated the PPS and, in particular as it relates to Section 1.4 Housing:

- introduced a new defined term: housing options;
- increased the number of years from 10 to 15 that a municipality shall maintain the ability to accommodate residential growth;
- offered the option for upper-tier municipalities to maintain land with servicing capacity sufficient to provide at least a 5-year supply of residential units;
- introduced the notion of market-based housing;
- added the reference to aligning with the applicable Housing and Homelessness Plan when planning authorities establish and implement minimum targets for the provision of affordable housing; and
- added a policy requiring planning authorities to provide housing options by, among other things, requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations (PPS Policy 1.4.3 e).

The new term, Housing Options, is defined in the PPS as follows:

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

In particular, Section 1.4, Housing, establishes that municipalities are to plan for an appropriate range and mix of housing types and densities to create complete and healthy communities, including affordable housing. Municipalities are to do this by:

- maintaining the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment;

- maintaining land with servicing capacity sufficient to provide at least a 3-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans; and
- upper-tier and single-tier municipalities (e.g., the Regional Municipality of Durham) may choose to maintain land with servicing capacity sufficient to provide at least a 5-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans (Section 1.4.1).

In the case of the City of Pickering, the land and unit supply to be maintained that is noted above, shall be based on and reflect the allocation of population and units by Durham Region, which, in turn, shall be based on and reflect provincial plans where they exist (PPS Policy 1.4.2).

Pickering is required to provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

- establishing and implementing minimum targets for the provision of housing, which is affordable to low and moderate income households, and which aligns with applicable housing and homelessness plans;
- permitting and facilitating:
 - all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements, and needs arising from demographic changes and employment opportunities; and
 - all types of residential intensification, including additional residential units, and redevelopment in accordance with Policy 1.1.3.3;
- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
- requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
- establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

The City of Pickering's Official Plan currently reflects the previous PPS (PPS 2014) provisions to accommodate residential growth for a minimum of 10 years, and does not include a formal definition for Housign Options.

2.1.2.3 A Place to Grow, Growth Plan for the Greater Golden Horseshoe

A Place to Grow, Growth Plan for the Greater Golden Horseshoe ("Growth Plan"), together with the Greenbelt Plan, Oak Ridges Moraine Conservation Plan, and the Niagara Escarpment Plan, builds on the PPS to establish a unique land use planning framework for the Greater Golden Horseshoe ("GGH") that supports the achievement of complete communities, a thriving economy, a clean and healthy environment, and social equity.

As part of the vision of the Growth Plan, the Province has identified that the GGH will have sufficient housing supply that reflects market demand and what is needed in local communities. In particular, policies in subsection 2.2.6 Housing, address the achievement of complete communities through minimum intensification and density targets, a range and mix of housing options and densities, the consideration of the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes, and maintaining land with servicing capacity sufficient to provide at least a 3-year supply of residential units.

Additional policies in subsections 5.2.4 Growth Forecasts and 5.2.5 Targets, provide further detail regarding forecasted population and employment growth and targets as determined by the Province.

2.1.2.4 Inclusionary Zoning

Introduced in 2016 through the *Promoting Affordable Housing Act, 2016*, inclusionary zoning is a land-use planning tool that may be used by municipalities to require affordable housing units to be included in proposed developments. In 2019, the *More Homes More Choices Act, 2019* (former Bill 108), limited the use of inclusionary zoning by municipalities to protected major transit station areas ("MTSAs")⁹ or where a development permit system/community planning permit system is in place.

⁹ Major Transit Station Area is defined in the Growth Plan as: "The area including and around any existing or planned higher order transit station or stop within a settlement area; or the area including and around a major bus depot in an urban core. Major transit station areas generally are defined as the area within an approximate 500 to 800 metre radius of a transit station, representing about a 10-minute walk."

More recently, in July 2020, the *COVID-19 Economic Recovery Act, 2020* (formerly Bill 197), came into effect and amended the *Planning Act* to give the Minister of Municipal Affairs and Housing enhanced powers to, among other matters, require affordable housing through inclusionary zoning through a Ministers Zoning Order (“MZO”), on lands outside of the Greenbelt.

The Province has indicated that an enhanced MZO could help overcome potential barriers and development delays, and that this proposed new authority could be used to support the delivery of transit station infrastructure, and the optimization of surplus lands, for such things as affordable housing and long-term care homes, provide increased certainty for strategic projects, remove potential approvals delays, increase the availability of affordable housing, and provide additional value capture to enable economic recovery.

In order for a municipality to utilize the inclusionary zoning provisions enabled through the *Planning Act*, they must undertake an “assessment report” to inform the development of appropriate official plan policies and zoning by-law provisions. In accordance with Ontario Regulation 232/18, this assessment report must include an analysis of municipal demographics and population, household incomes, housing supply by type (current and planned), housing types and sizes that might be needed to meet anticipated demand for affordable housing, current average market price/rent by housing type across the municipality, and a written opinion on this analysis from a person independent of the municipality and who is qualified to review the analysis. The assessment report must be updated every 5 years to determine whether the official plan policies require amending. A report detailing the performance of an inclusionary zoning by-law is required to be prepared every 2 years and address prescribed matters. In addition, provincial regulation prohibits the application of Section 37 Density Bonusing on developments where inclusionary zoning is applied.

The adoption of by-laws to implement inclusionary zoning cannot be appealed to the Local Planning Appeal Tribunal, except by the Minister of Municipal Affairs and Housing.

Currently, there are no policies in the Pickering Official Plan that enable the use of inclusionary zoning. The Region of Durham has indicated that they are preparing an assessment report for their jurisdiction. Once completed, it would enable the local municipalities, including the City of Pickering, to use this information in establishing official plan policies and zoning by-law provisions related to inclusionary zoning.

2.1.2.5 *Housing Services Act, 2011*

*The Housing Services Act*¹⁰ provides the framework for community housing in Ontario and requires Municipal Service Managers, such as the Regional Municipality of Durham, to prepare 10-year housing and homelessness plans.

Local housing and homelessness plans are based on local needs and guide actions to address housing and homelessness, consistent with local and provincial priorities. This includes a role for the private market. When combined with programs, like housing allowances and rent supplements, private market housing can help create greater housing stability for low and moderate income households and reduce the risk of homelessness.

Municipal Service Managers are required to administer and fund community housing in their service areas, including the maintenance of a number of rent-geared-to-income assisted households under legislated service level standards.

2.1.2.6 The Policy Statement: Service Manager Housing and Homelessness Plans

The Policy Statement: Service Manager Housing and Homelessness Plans¹¹ is the provincial document that provides guidance and direction to Service Managers to support the development of local housing and homelessness plans. Housing and homelessness plans provide a framework for integrated local planning to address housing affordability, coordination of homelessness and related support services, and homelessness prevention. The plans are intended to focus on strengthening people-centred housing programs and improving service coordination, and can also be an important tool to support local poverty reduction.

At Home in Durham, the Durham Housing Plan 2014-2024 (“At Home in Durham”), fulfills the Region’s requirement for a housing and homelessness plan under the *Housing Services Act* and the housing strategy required under the A Place to Grow, Growth Plan for the Greater Golden Horseshoe. Additional information on At Home in Durham is provided in subsection 2.2.2 below.

2.1.2.7 More Homes, More Choice: Ontario’s Housing Supply Action Plan

More Homes, More Choice: Ontario’s Housing Supply Action Plan, outlines the Ontario government’s plan to address Ontario’s housing crisis and to encourage the development and building of more housing that meets the needs of people in Ontario.

¹⁰ <http://www.ohrc.on.ca/en/zone-housing-human-rights-and-municipal-planning/applying-housing-legislation-and-programs-prevent-discrimination#:~:text=The%20Housing%20Services%20Act%2C%202011%20outlines%20the%20provincial,housing%20for%20persons%20with%20disabilities%2C%20and%20preventing%20homelessness>

¹¹ <http://www.mah.gov.on.ca/AssetFactory.aspx?did=15090>

The Plan is the result of the *More Homes, More Choices Act, 2019* (introduced as Bill 108) which came into effect in June 2019. The *More Homes, More Choices Act, 2019* affects various Provincial Statutes, such as the *Planning Act* and the *Development Charges Act*, and has several municipal implications.

Changes to the *Planning Act*

The changes to the *Planning Act*, introduced through the *More Homes, More Choices Act, 2019*, include shorter timelines for making planning decisions; require inclusionary zoning to be focused on areas known as Protected Major Transit Station Areas that are generally high-growth and are near higher order transit; allow a total of three residential units on one property (which would include a primary dwelling and two additional residential units); introduce the ‘community benefits charge’ which replaces the density and height bonusing provision in Section 37 of the *Planning Act* and the ability to introduce an alternative parkland rate; limit third party appeals of plans of subdivisions; and allow the Minister to require that a municipality implement a community planning permit system in a specified area.

Community Benefits Charge

On September 18, 2020, Ontario Regulation 509/20 came into force under the *Planning Act* to support the implementation of Community Benefits Charges (“CBCs”). This starts the 2-year transition period for municipalities to develop a CBC by-law.

CBCs are to be implemented under the “new” Section 37 of the *Planning Act*, which replaces the density and height bonusing provisions, and will give municipalities the ability to fund various community services not otherwise covered by development charges. Ontario Regulation 509/20 provides additional details to Section 37 of the *Planning Act* by outlining the requirements of a municipal community benefits strategy, development exclusions, maximum charge percentage, notice requirements for passing CBC By-laws, minimum interest rate rules, appraisal report timelines and municipal reporting requirements. This Regulation supports the Housing Supply Action Plan created through the *More Homes, More Choice Act, 2019* (Bill 108) as well as the *COVID-19 Economic Recovery Act, 2020* (Bill 197), by facilitating the provision of community services in support of new housing development.

The Regulation expands on Section 37(4)(e) of the *Planning Act* by expressly excluding long-term care homes, retirement homes, universities and colleges, memorial homes, clubhouses or athletic grounds of the Royal Canadian Legion, hospices and non-profit housing from CBCs.

Section 37(9) of the *Planning Act* requires the municipality to prepare a CBC strategy. Section 2 of this Regulation outlines the requirements of the strategy.

Changes to the *Development Charges Act*

The changes to the *Development Charges Act* include a change to when development charges (DCs) have to be paid for five types of developments: rental housing; institutional developments; industrial developments; and commercial developments. Instead of paying the DCs upon the issuance of a building permit, these developments will be allowed to pay DCs over six installments, beginning at the issuance of an occupancy permit or when the building is first occupied (whichever is earlier) and every year for the next 5 years. In addition, non-profit housing developments will be allowed to pay DCs over 21 installments, beginning at the issuance of an occupancy permit or when the building is first occupied and every year for the next 20 years. Furthermore, DCs will now be determined on the day an application for site plan approval was made or the day an application for an amendment to a zoning-by-law was made. The *More Homes, More Choice Act* also exempts second dwelling units in prescribed classes of existing residential buildings or structures, ancillary to existing residential buildings from development charges.

2.1.2.8 Community Housing Renewal Strategy

Ontario's Community Housing Renewal Strategy is a program focused on affordable housing for low-income households and the non-profit, co-operative, and municipal housing sector. The Strategy aims to help sustain, repair and grow the community housing system, to make it work better for the people it serves.

2.1.3. Association of Municipalities of Ontario

The Association of Municipalities of Ontario (AMO) is a non-partisan, non-profit organization representing almost all of Ontario's 444 municipal governments.

According to AMO, "The lack of suitable affordable housing in Ontario is a significant problem that all orders of government must work together to address, in partnership with the private, non-profit, and co-operative housing sectors." In order to address what many, including AMO, are calling a "housing crisis", AMO prepared the "Fixing the Housing Affordability Crisis, Municipal Recommendations for Housing in Ontario" report.

The AMO Report presents principles to guide what they refer to as an "all-of-government" response to the housing crisis. It discusses the roles and jurisdiction of the various levels of government and housing developers, and presents an Action Plan for an All-of-Government Approach (the "Action Plan").

The Action Plan contains 63 recommendations for action by all levels of government, as well as housing developers, which would both preserve existing housing stock and expand the supply of affordable housing options. The recommendations also address homelessness. The recommendations are grouped according to the following five key municipal priorities for housing in local communities:

1. increasing the supply of affordable market housing for families;
2. creating a financially sustainable model for community housing (formerly referred to as social housing);
3. expanding affordable housing options;
4. ending homelessness; and
5. supporting people with their health care needs for successful tenancies.

There are a number of recommendations presented in the AMO Report that are directed to municipalities in terms of facilitating affordable housing. Information about the AMO Action Plan recommendations that apply to lower-tier municipalities, like the City of Pickering, and staff comments on what the City is already doing with respect to each of these recommendations, can be found in Report PLN 05-20 dated June 15, 2020. Many of these recommendations relate to increasing the supply of affordable market housing for families, and will be considered through this housing strategy study.

2.2. Regional Municipality of Durham

2.2.1. Regional Role in Housing

Durham is one of Ontario's 47 Consolidated Municipal Service System Managers that fund, plan, manage, and administer community housing, as well as develop affordable housing stock and deliver homelessness prevention programs. The Region also provides housing allowances and rent supplements.

Currently, Durham Region also provides other tools which support the development of affordable housing, including:

- Redevelopment Credits under Development Charge By-laws: Credits and/or reimbursement to landowners, developers, and/or builders to reduce development charge payments.
- Exemptions under the *Development Charge Act*, *University of Ontario Institute of Technology Act* and Regional Development Charge By-laws: exemptions of DCs on parking structures, agricultural uses, industrial building expansions, hospitals, buildings on lands owned by and used for Durham Region and area municipalities, school board, and colleges/universities.
- Intensification Servicing Policy: Funding to upgrade sanitary sewers to residential developments within the built-up area.

- Regional Revitalization Program: Financial assistance to development projects within area municipal Community Improvement Plan (“CIP”) areas.

The Regional Revitalization Plan (“RRP”) provides funding to projects that meet established criteria, are supported by local municipalities, and are located within local CIP areas. So far the RRP has funded eight projects across the Region, of which none is located in Pickering, since Pickering does not currently have any CIPs in place.

2.2.1. Durham Regional Official Plan

2.2.1.1 Envision Durham

The *Planning Act* requires that municipal official plans be reviewed every 5 years to ensure that the plans have regard for matters of Provincial interest, are consistent with the Provincial Policy Statement, and conform to Provincial Land Use Plans.

On May 2, 2018, Regional Council authorized Regional staff to proceed with the Municipal Comprehensive Review (“MCR”) of the Durham Regional Official Plan (“ROP”) titled “Envision Durham, 2041 Our Region, Our Plan, Our Future” (or “Envision Durham”). The first and second stages of the Region’s MCR focused on public engagement and the release of six discussion papers, one of which addressed the matter of housing. The Region is currently in the “Stage 3-Direct” phase of the project. During this stage, the Region has released the consultant’s Growth Management Study reports, a Policy Directions Report, and the City will be providing feedback on the proposed policy directions.

The housing policy themes that have been reviewed in the Region’s Housing Policy Planning Discussion Paper include:

- Secondary units;
- Inclusionary zoning;
- Rental housing conversion;
- Demolition control;
- Short-term rental housing;
- Special needs housing;
- Housing for seniors; and
- Shared living.

Council comments on the Housing Policy Planning Discussion Paper are contained in staff Report PLN 06-20 (Resolution # 352/20).

On March 2, 2021, the Region released its Proposed Policy Directions Report (Report #2021-P-7), which includes proposed directions with respect to housing policies. City staff are currently reviewing the Report and will be reporting to Planning & Development Committee in June 2021.

2.2.1.2 Durham Regional Official Plan – Housing Policies

The Durham Regional Official Plan (ROP) provides an overall framework with policy direction for land use planning across Durham Region as a whole. The ROP sets out population targets as well as intensification targets to accommodate residential growth to satisfy the social and economic needs of present and future residents of Durham. The ROP policies are required to be consistent with, and conform to provincial policies and plans such as the A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

Residential uses are permitted in almost all ROP designations except Employment Areas, but the primary location for residential uses are: Urban Growth Centres; Regional Centres; Living Areas; Hamlets; Shoreline Residential; and Country Residential Subdivisions.

The ROP policies provide direction for a wide diversity of residential dwellings by type, size and tenure in Urban Areas to satisfy the social and economic needs of present and future residents of the Region (ROP Section 4). Specifically, there are policies that requires at least 25% of all new residential units to be affordable to low and moderate income households (4.2.4); require a 3-year supply of residential units that are in draft approved and registered plans of subdivision/condominium (4.2.5); and policies which support opportunities to increase the supply of housing through intensification, such as second units in single detached dwellings, conversion of industrial/commercial buildings, and infill housing (4.3.2).

The ROP currently requires the Region to provide for a minimum 10-year land supply designated and available for residential development (7.3.11(g)). The Envision Durham Growth Management Study will review the supply of land required to accommodate growth to 2051. In addition, the ROP will be brought into conformity with the recent changes to the PPS and A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

2.2.2 At Home In Durham

At Home in Durham: Durham Region Housing Plan 2014-2024 sets out Durham's long-term vision for housing. The plan was developed to meet provincial requirements for a Housing Strategy including addressing homelessness. The goals and primary actions of At Home in Durham aim to improve affordability and access to housing, protect existing affordable housing stock, encourage housing diversity, and build capacity in the housing system.

The goals are:

- end homelessness in Durham;
- affordable rent for everyone;
- greater housing choice; and
- strong and vibrant neighbourhoods.

Under the *Housing Services Act*, the Region is required to review At Home in Durham at least every 5 years and amend as necessary. The Region completed its 5-year review of the plan in 2019 and no substantive changes were proposed.

In addition, the Region of Durham is responsible for:

- funding and administration of 44 community housing providers across the region, including Durham Regional Local Housing Corporation;
- providing rent-geared-to-income (“RGI”) housing assistance to 4,446 low and moderate income households under its legislated service level standard, and administration of the RGI waitlist; and
- allocating and administering provincial and regional funds for homelessness services and programs, including: emergency shelter solutions; transitional and supportive housing; services and supports (i.e., outreach and referral); and homelessness prevention.

2.2.3 Affordable Rental and Seniors’ Housing Task Force

In 2015, the Region established the Affordable Rental and Seniors’ Housing Task Force (the “Task Force”) to explore strategies to promote the creation and maintenance of affordable and seniors’ housing in Durham. The Task Force released its report in 2017 outlining a six-point plan of action and 34 recommendations to address the need for more affordable rental housing for low and moderate income households, and the need for more housing options for seniors in Durham. The recommendations proposed by the Task Force complement and reinforce the goals and actions of At Home in Durham.

2.2.4 Regional Development Charge Background Study (2018)

The Region introduced a new residential development charge (DC) service category for “Housing Services” to support the creation of affordable rental and seniors’ housing. The DC revenue may fund capital costs for new community housing provided by the Durham Regional Local Housing Corporation, or by a non-profit housing provider receiving subsidies from the Region of Durham. DC revenue may also fund new affordable rental units provided by private or non-profit housing providers that receive funding through a federal or provincial government affordable housing program. New construction, including additions and extensions resulting in additional rental units, are also eligible.

2.2.5 Regional Community Improvement Plan

In 2019, Regional Council approved funding for consulting services in support of the development of a Regional Community Improvement Plan to promote the development of affordable rental housing in the Region. A Regional internal steering committee has been established and is working towards setting objectives for the project.

2.3. City of Pickering

2.3.1 Corporate Priorities

The City of Pickering has five Corporate Priorities: Community Engagement, Corporate Best Practices, Financial Engagement, Human Resource Development and Sustainable Placemaking. Sustainable Placemaking refers to “a process to improve the long-term social, environmental, economic and cultural health of the City”, and involves the interrelated components of building, living, and working in a sustainable city.

Sustainable Placemaking involves transforming the City from a suburban community to a sustainable city that capitalizes on its existing attributes and assets, while planning for the present and future generations.

2.3.2 Official Plan Policies

The Pickering Official Plan (“POP”) sets out the land use policy framework for long term growth and development, including housing policies and targets. It includes the schedules and various thematic maps that must be studied in concert with the policies of the POP and which provide direction as to where and what types of development may occur. The Compendium Document to the Pickering Official Plan (the “Compendium Document”) contains development guidelines adopted by Council that provide additional, detailed guidance on what and where development should occur. The Compendium Document acts as a bridge between official plan policy and implementing zoning by-laws.

The POP provides detailed policies for residential development including: required minimum and maximum densities; permitted land uses; housing including affordable housing; policy objectives regarding desired built form and design; these policies are then implemented through zoning by-laws and urban design guidelines.

Chapter 3 of the POP contains land use policies for Mixed Use, Urban Residential, and Rural Settlement Areas that support housing and related uses. The policies outline permissible uses to ensure an appropriate mix of neighbourhood and community services such as schools, parks, libraries, places of worship, and retail and services to serve the neighbourhood. Residential density ranges (i.e., dwellings per hectare) are also outlined for various nodes, corridors, and areas of low to high density residential land. Housing provisions in the Seaton Urban Area are outlined separately in Chapter 11.

Chapter 6 of the POP contains strategic policies that promote the opportunities for a wide range of housing forms, location, size, and tenure across the City to meet the existing and future needs of Pickering’s residents. Specifically, the POP outlines policies pertaining to the housing mix and supply; affordable and special needs housing; infill, intensification and redevelopment; and housing targets and monitoring policies.

In particular, Policy 6.4 addresses affordable housing and special needs housing.

2.3.3 Age Friendly Community Plan

In 2019, Council endorsed in principle the Pickering Age Friendly Community Plan (“AFCP”). The AFCP is a 5-year plan that establishes a vision, and guiding principles to help ensure that local policies, community programs and services, and municipal infrastructure meet the existing and future needs of older adults in Pickering. There are 68 actions identified in the AFCP and each are categorized by a World Health Organization (WHO) theme, including Housing which is identified as the highest priority of the eight identified themes in the AFCP.

The following table (Table 1) defines the Housing theme and objective, and identifies Action Items related to a Housing Strategy (Action Item 1.1).

Table 1: Excerpt From the City of Pickering Age Friendly Community Plan: Housing Theme, Objective and Action Items Related to a Housing Strategy

Housing: This age friendly theme refers to the availability of appropriate, affordable housing for older adults that incorporates flexibility through adaptive features and a variety of styles and locations.	
Objective: The City of Pickering will strive to implement local policies and act as an advocate for access to a variety of accessible and affordable housing options for older adults.	
Action	Description
1.1	The City should develop a comprehensive housing strategy that focuses on the need for delivering more lifecycle housing options, including affordable and accessible units to support changing demographic conditions.
1.2	Advocate for additional funding for supportive housing and long-term care facilities for older adults.
1.3	Evaluate and consider financial implications of implementing a “freeze” on property taxes for older adults with lower incomes.

Action	Description
1.9	Building on the recommendation of At Home in Durham: Durham Housing Plan 2014-2024, explore the feasibility of providing financial incentives for residential developers who deliver a specified percentage of affordable rental housing units for older adults with low and moderate incomes.

The Pickering Age Friendly Community Plan can be found here:
<https://www.pickering.ca/en/living/resources/Programs/55/City-of-Pickering-Age-Friendly-Community-Plan---FINAL.pdf>

2.3.4 Two-Dwelling Unit By-law

Secondary Suites (or Accessory Dwelling Units (“ADUs”)) are self-contained residential units with a private kitchen, bathroom facilities and sleeping areas within dwellings or within detached structures ancillary to a dwelling. Secondary Suites may be in the form of basement apartments, coach houses, garden suites, granny flats, in-law apartments, or nanny suites. Secondary Suites can provide an affordable rental option to increase the housing supply, as well as allow homeowners to earn additional income; provide more housing options for extended families, elderly parents, or live-in caregivers; help create mixed-income communities; gently intensify within existing communities; and make more efficient use of existing service and public transit.

Secondary suites are permitted within single detached, semi-detached, or townhouse units in Pickering and can help to increase the supply and range of affordable rental housing. In accordance with By-law No. 7579/17, all ADUs are required to be registered to officially recognize the property as a legal two-dwelling unit property. The registration ensures the two-dwelling unit property meets required safety standards, ensures the unit can be located for providing emergency response and community services, and assists in real estate transactions.

The Two-Dwelling Unit By-law 7579/17 can be found here:
<https://corporate.pickering.ca/WebLink/DocView.aspx?dbid=1&id=175243&page=1&cr=1>

Changes to the *Planning Act*, introduced through the *More Homes, More Choice Act* in 2019, permit a total of three residential units on one property. Some of the changes introduced include:

- requiring municipalities to permit additional units in detached, semi-detached, and townhouses in primary dwellings and within ancillary buildings or structures;
- prohibiting municipalities from applying a development charge for second units above garages or in laneways, or built in new homes (subject to restrictions); and
- requiring municipalities to permit an additional unit in the primary dwelling unit and another in any ancillary building, effectively allowing up to three residential units on a single lot.

Phase 2 of the Study will review the new provincial requirements and how they impact existing policy and regulations.

3.0 Economic Context

The changing economic conditions have a direct effect on the supply and demand of housing, including the type, tenure, and affordability of housing units.

Transformational projects such as the development of a vibrant, walkable downtown, which will see the construction of a new Performing Arts Centre, Senior/Youth Centre, and Central Library, in addition to a multi-billion-dollar entertainment project anchored by a resort casino and five-star hotel, will bring unprecedented economic growth to the City, and an airport would attract thousands of new jobs so more residents could work close to home.

Pickering being located as the eastern gateway to the Greater Toronto and Hamilton Area (“GTHA”), with direct access to major highways, is a desirable location for major employers and access to a diverse labour market.

Some of the top employers in Pickering include: Ontario Power Generation (“OPG”), Rogers Communication, Aspect Retail Logistics, Municipal Property Assessment Corporation (“MPAC”), Trench Limited, and Yorkville Sound.

The industries with the greatest proportion of the labour force in Pickering include retail trade (11.0%); health care and social assistance (9.7%); finance and insurance (9.1%); professional, scientific and technical services (8.7%); and educational services (7.8%).

3.1 Place of Work

In 2016, the majority of Pickering residents commuted outside of the municipality for their place of work, the largest portion of residents (52.3%) commuted to the City of Toronto. The second place of work for most Pickering residents was within the City of Pickering (19.7%), followed by the City of Markham (7.0%), Town of Ajax (5.4%), and Town of Whitby (2.7%).

For Durham Region, 52% of its population commuted to another municipality outside of Durham Region for their place of work, compared with 48% of the population that worked within Durham Region. Since 2006, Durham has seen a gradual shift of more residents commuting to other municipalities in the Greater Toronto and Hamilton Area Region for work.

One of the hallmarks of a complete community is one where residents would live close to where they work in the same municipality. Having a wider range of housing options would attract more businesses to Pickering and provide more employment opportunities to its residents.

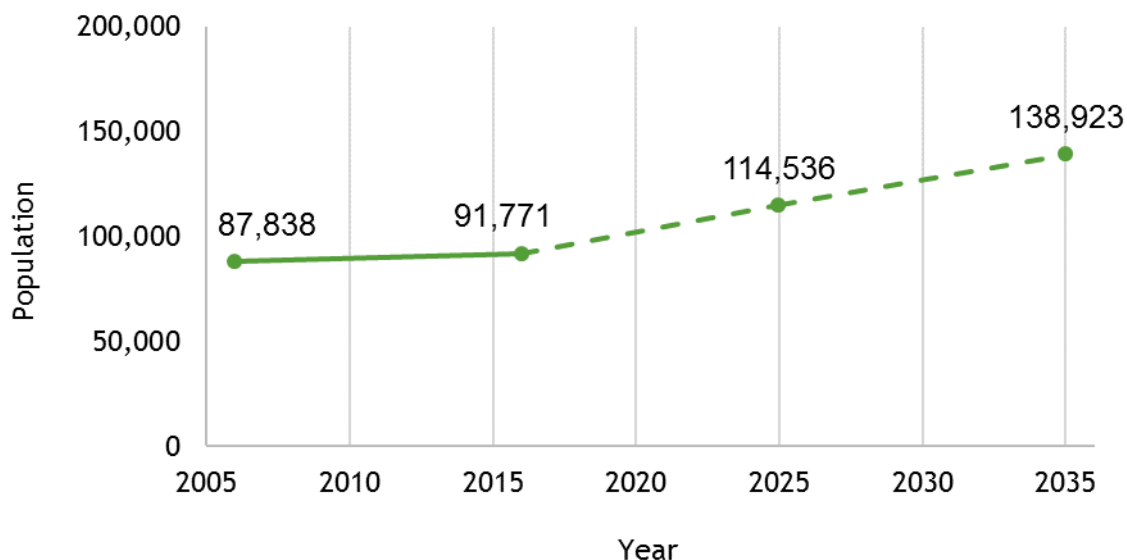
4.0 Housing Demand

4.1 Population Trends and Projections

In 2016, the total population of Pickering was 91,771¹². This was an increase in population of 4.5% from 87,838 in 2006. The population of Pickering in 2016 accounted for 14.2% of Durham Region's total population of 645,862 which grew by 15.1% from 561,258 in 2006.

Population projections for Pickering indicate the population is anticipated to grow to 114,536 by 2025 and 138,923 by 2035 (see Figure 2). The population of Durham Region is anticipated to grow to 810,000 by 2021 and 960,000 by 2031. Immigration continues to be a significant contributor to growth in the Greater Toronto and Hamilton Area in which over 70% of Durham's population growth within the last 5 years was through immigration.¹³

Figure 2: 2006 – 2035 Pickering Historical and Projected Population



Source: 2016 Statistics Canada Census; Pickering Detailed 20 Year Population Forecast, December 2020.

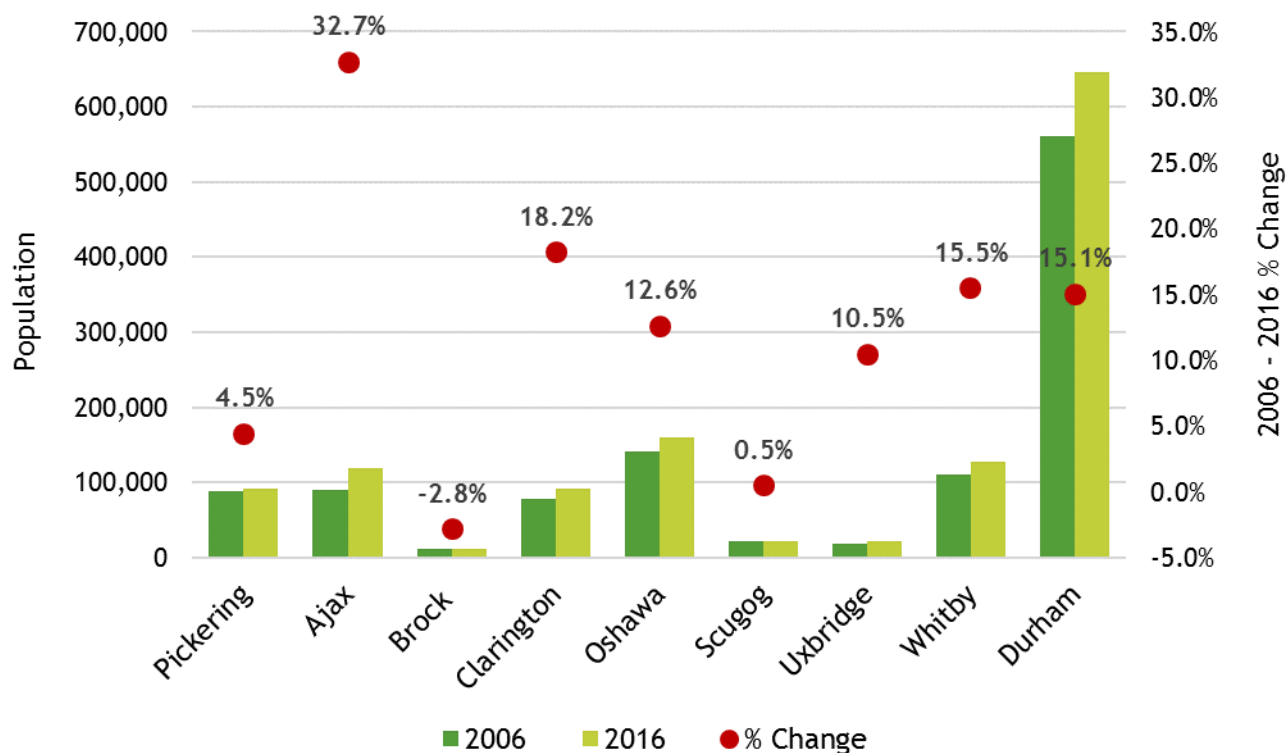
Among all the area municipalities in Durham Region, Ajax experienced the greatest population growth of 32.7% from 2006 to 2016 (see Figure 3). Clarington and Whitby followed at 18.2% and 15.5%, respectively. Only Brock experienced a decline in population (-2.8%). In 2016, Oshawa accounted for the largest proportion of Durham

¹² This figure does not include the census undercount.

¹³ Durham Region Profile – Demographic and Socio Economic Data, May 2020.

Region's total population with 159,458 (24.7%), followed by Whitby with 128,377 (19.9%) and Ajax with 119,677 (18.5%).

Figure 3: 2006 & 2016 Population Trend – Pickering, Durham Region and Area Municipalities

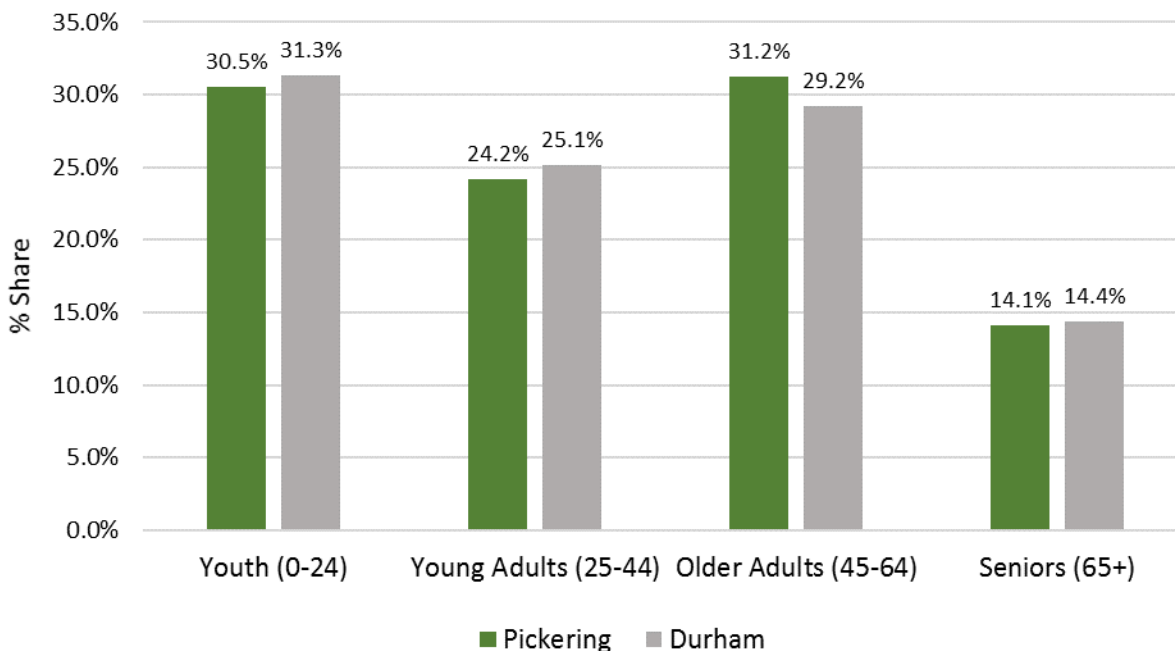


Source: Statistics Canada Census 2016; Durham Region Profile 2020.

4.1.1 Population Age

In 2016, the age distribution of the population was as follows: 30.5% were youth (0-24 years old); 24.2% were young adults (25-44 years old); 31.2% were older adults (45-64 years old); and 14.1% were seniors (65+) (see Figure 4). Compared to Durham Region, Pickering had slightly less proportions of youth and seniors.

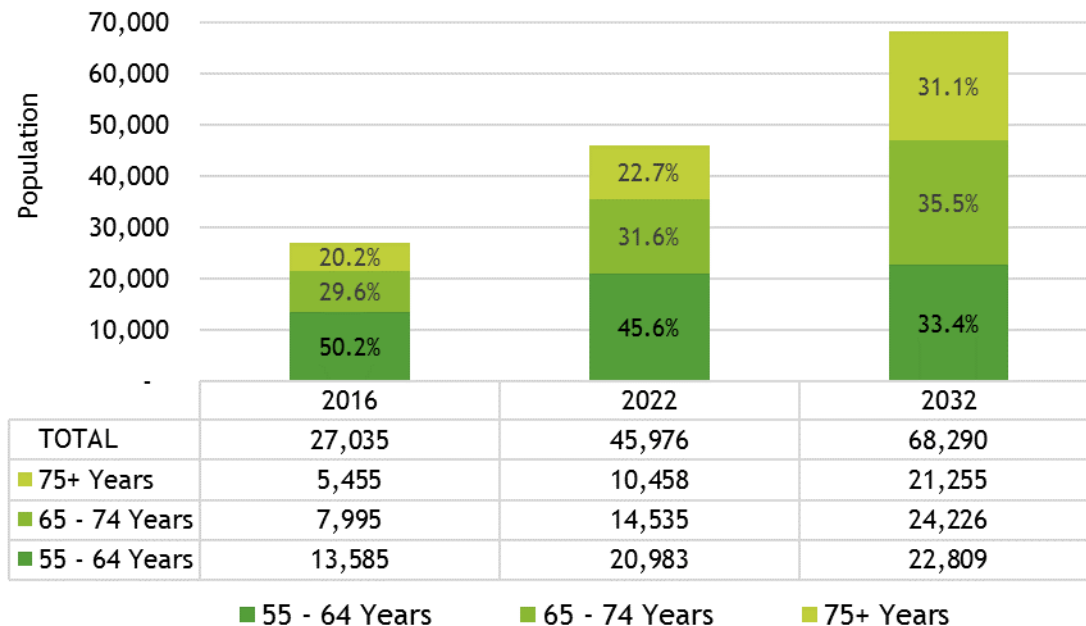
Figure 4: 2016 Population By Age – Pickering and Durham Region



Source: Statistics Canada Census 2016.

The population of older adults, aged 55 years and older in Pickering was 27,035 in 2016. This represents 30% of the total population in Pickering. This segment of the population is anticipated to grow to 68,290 by 2032 and represent 43% of the total projected population (see Figure 5). Approximately one third of the older adult population forecast for 2032 will be in the over 75 age category. This has implications for the supply of accessible housing and support services associated with that housing.

Figure 5: 2016 – 2032 Share of Older Adult Population by Age Group – Pickering



Source: 2019 Pickering Age Friendly Community Plan.

4.1.2 Homeless Population

The Canadian Observatory of Homelessness defines homelessness as “the situation of individual, family, or community without stable, safe, permanent appropriate housing, or the immediate prospect, means and ability of acquiring it.”¹⁴

Durham Region has experienced a relatively low incidence of unsheltered and emergency sheltered households compared to other areas in Ontario and within the Greater Toronto Area. Since 2014, an annual average of just under 1,400 households have used emergency shelters.¹⁵ In comparison, York Region’s point-in-time count (Count Me In) conducted in 2016 found a total of 1,103 individuals accessing shelter services in York Region¹⁶, while Peel Region reported 3,955 individuals used Peel Regionally owned shelters over a year period in 2018-2019.¹⁷

¹⁴ Gaetz, Donadson, Richter, & Gulliver (2013), The State of Homelessness in Canada 2013. Accessed from: <http://homelesshub.ca/sites/default/files/SOHC2103.pdf>

¹⁵ At Home in Durham – 2019 Five Year Review

¹⁶ City of Markham Affordable and Rental Housing Study, Phase 1 Housing Needs Assessment – April 2019.

¹⁷ Peel Region Housing Facts 2020. Accessed From: <https://www.peelregion.ca/housing/homelessness/pdf/housing-services-fact-sheet.pdf>

In 2018, Durham Region, in partnership with Community Development Council Durham (CDCD) and Durham Mental Health Services co-ordinated a Point-in-Time Count and Registry Week to identify homelessness in Durham. Compared to the homelessness enumeration conducted in 2017:

- People who reported that they were unsheltered decreased from 32% to 13%.
- People who reported that they had experienced episodic homelessness increased from 7% to 13%.
- People who reported that they had experienced chronic homelessness decreased from 48% to 39%.

Approximately 21% of the 6,555 applicants on the Durham Access to Social Housing (DASH) wait list reported being provisionally accommodated (i.e., living with a friend or family), and 12% lived in insecure rooming situations, which are often unregulated, unsafe, and not suitable or protected under the *Residential Tenancies Act*.

Single, non-seniors continue to face the greatest challenges with homelessness in Durham. This group represents more than 90% of emergency shelter users, have few affordable housing options, and face the longest wait times on the Durham Access to Social Housing (DASH) wait list.¹⁸

¹⁸ Durham At Home – Five Year Review, 2019.

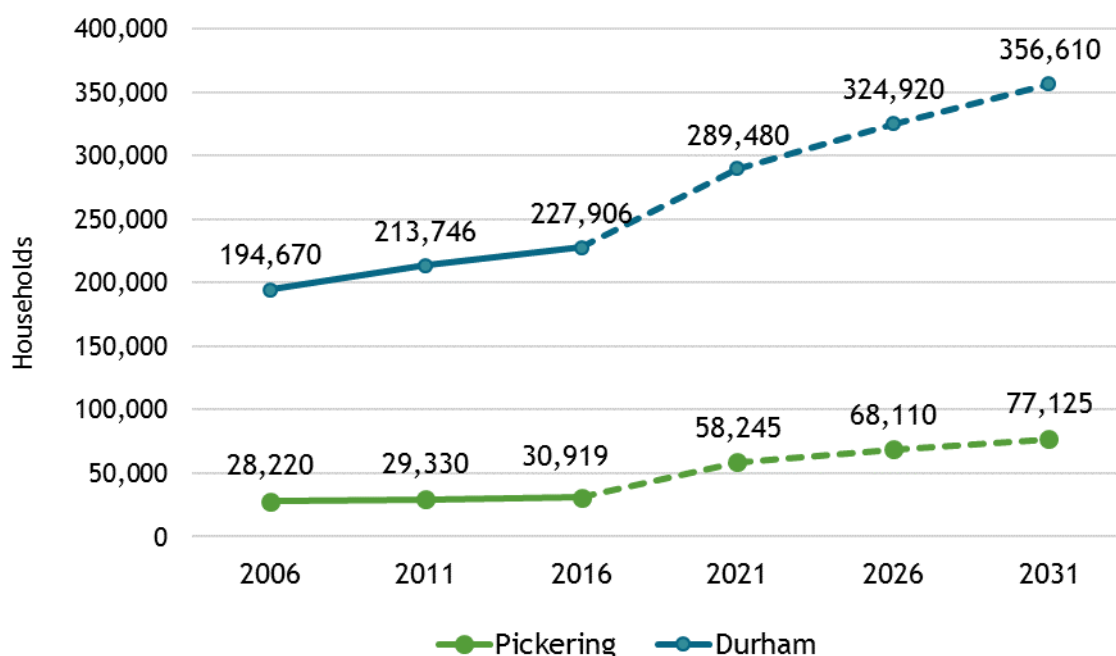
4.2 Household Trends and Projections

Although population trends are an important indicator of housing need, household characteristics are a more important indicator of housing need in a community as each household requires one housing unit. This section examines the trends and characteristics of households in Pickering.

There were a total of 30,919 households in Pickering in 2016. This was an increase of 9.6% from 28,220 households in 2006 (see Figure 6). The number of households is forecasted to reach 58,245 by 2021 and 77,125 by 2031. In comparison, Durham Region had 227,906 household in 2016, an increase of 17.1% from 194,670 households in 2006. The number of households in Durham is expected to increase to 289,480 by 2021 and 356,610 by 2031. Among the area municipalities, Ajax experienced the greatest growth in the number of households since 2006 with 31.2%, followed by Clarington with 22.3%, and Whitby with 16.9%. Brock experienced the lowest growth with 2.7%.

Compared to Pickering’s population growth over the last decade (2006 to 2016), the number of households in Pickering saw a higher rate of increase (9.6% household growth compared with 5.0% population growth), which suggests that households are decreasing in size.

Figure 6: 2006 – 2031 Household Projection – Pickering and Durham



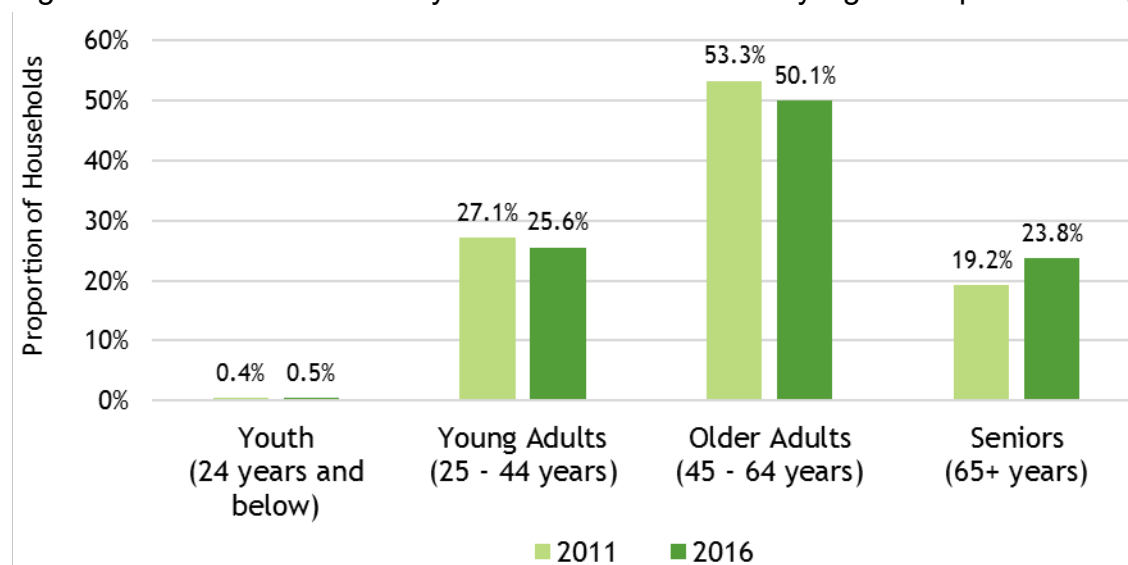
Source: Statistics Canada Census 2016; 2016 Census of Population -- Durham Region Population and Dwelling Counts Release.

4.2.1 Age of Household Maintainers

In 2016, half of the total number of households in Pickering were maintained by one maintainer¹⁹. Households with two maintainers accounted for 46.5%, and three or more maintainers accounted for 3.5%. In comparison, the majority (52.6%) of households in Durham Region were maintained by one maintainer, 44.6% were maintained by two maintainers, and 2.8% by three or more maintainers.

Households in Pickering were largely maintained by older adults aged 45 to 64 years old (50.1%) in 2016 compared with 53.3% in 2011 (see Figure 7). Households maintained by seniors 65 years and older accounted for 23.8% in 2016 compared to 19.2% in 2011. In 2016, older adults in Durham Region primarily maintained households accounting for 45.9%, followed by seniors with 23.2%.

Figure 7: 2016 & 2011 Primary Household Maintainer By Age Group – Pickering



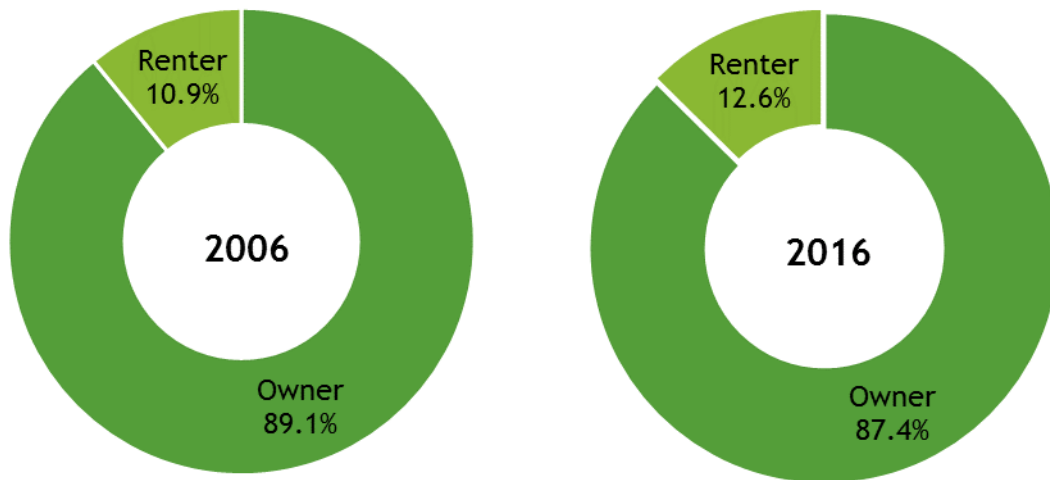
Source: Statistics Canada Census 2016.

4.2.2 Households by Tenure

In 2016, the majority of households in Pickering owned their homes (87.4%) while 12.6% rented their homes (see Figure 8). The share of homeowners declined slightly from 2011 (88.6%), although the number of homeowners increased from 25,980 households in 2011 to 27,025 in 2016. In contrast, the share of renters in 2011 (11.4%) increased to 12.6% in 2016, while the number of renter households also increased from 3,350 households in 2011 to 3,895 in 2016.

¹⁹ Household maintainer refers to a person responsible for paying the rent, or the mortgage, or the taxes, or the electricity or other services or utilities, and they may or may not reside in the household.

Figure 8: 2006 & 2016 Household by Tenure in Pickering



Source: Statistics Canada Census 2016.

Similar tenure proportions were seen Region wide, where owner households accounted for 81.2% and renter households accounted for 18.8%. As well, a similar decline in owner households and increase in renter households since 2011 was experienced across the Region.

4.2.3 Household Size

In 2016, households with four or more persons made up the majority of households (34.7%) in Pickering (see Table 2 and Figure 9). Households with two persons accounted for 29.0%, while three person households made up 19.7%. One person households accounted for the smallest share (16.7%), although these households experienced the greatest increase in actual number of households since 2006 by 28.2%. Two person households also saw the second highest increase of 21.4% from 2006 to 2016. Although four or more person households had the largest share in 2016, actual number of households of four or more persons declined by 5.1% since 2006.

Overall, the average number of persons per household in 2016 was 2.9, compared to 3.1 in 2006 (see Table 3). The large increase in smaller households (one and two person households) from 2006 to 2016 likely account for the higher rate of increase in Pickering households over the rate of population increase during the same period. This trend also suggests that a larger supply of housing is needed in order to house the population as fewer people occupy a household.

Durham Region experienced slightly different trends in household sizes from 2006 to 2016. Four or more person households had the greatest share with 31.6% in 2016, while three person households had the smallest share (18.4%). One person households

experienced the highest increase in actual number of households from 2006 to 2016 by 26.3%. However, four or more person households also experienced growth, but the smallest, by 9.4%. Overall, the average number of persons per household in Durham was 2.8 in 2016, down slightly from 2.9 in 2006.

Table 2: 2006 & 2016 Household Size – Pickering and Durham Region

Household Size	Pickering			Durham Region		
	2006 % Share	2016 % Share	% Change in Number of Households	2006 % Share	2016 % Share	% Change in Number of Households
1 persons	14.2%	16.7%	28.2%	18.0%	19.5%	26.3%
2 persons	26.2%	29.0%	21.4%	29.8%	30.5%	19.9%
3 persons	19.6%	19.7%	10.2%	18.3%	18.4%	17.8%
4+ persons	40.1%	34.7%	-5.1%	33.8%	31.6%	9.4%

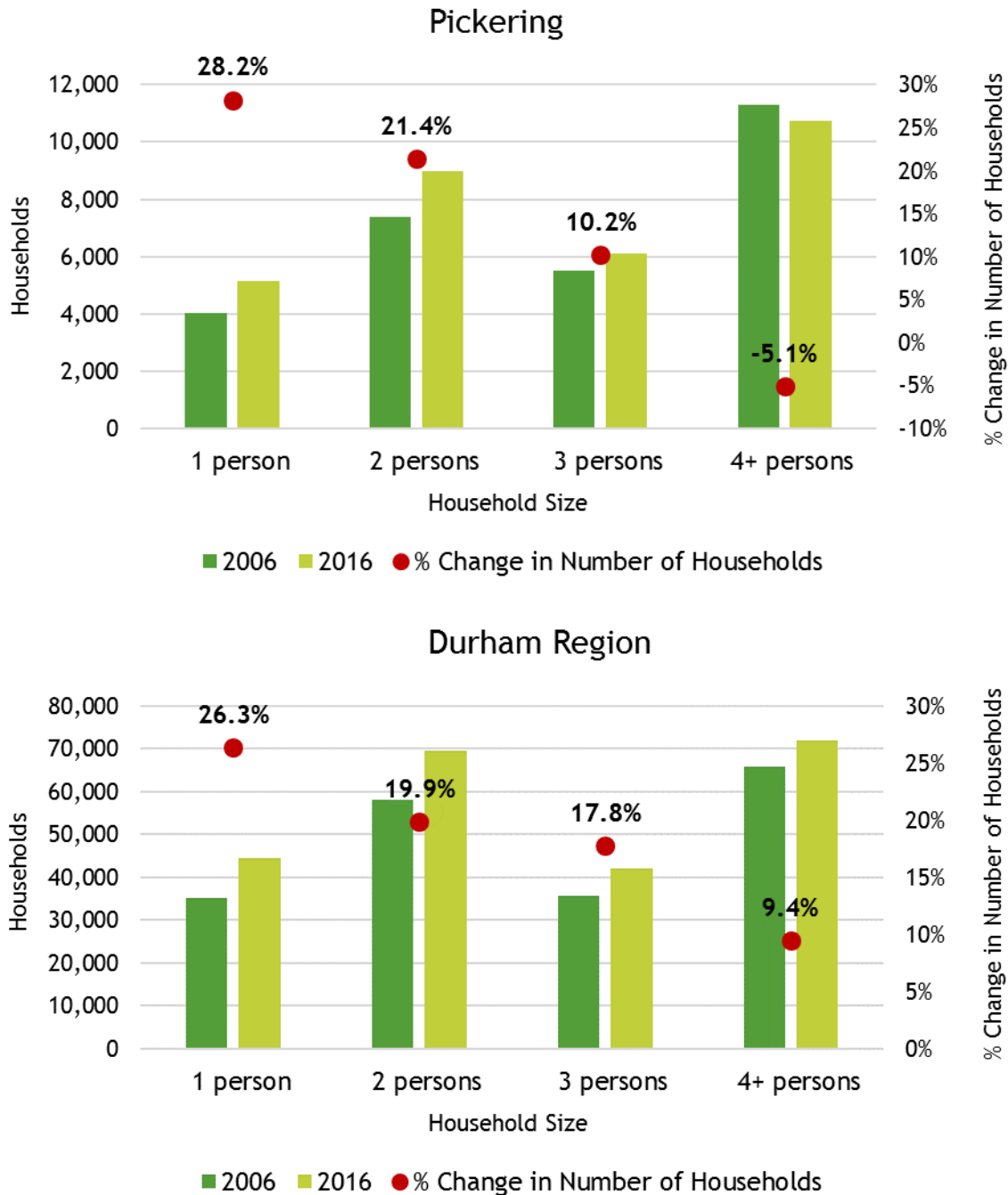
Source: Statistics Canada Census 2016.

Table 3: 2006 – 2016 Average Number of Persons per Household – Pickering and Durham Region

	Pickering			Durham Region		
	2006	2011	2016	2006	2011	2016
Average number of persons per household	3.1	3.0	2.9	2.9	2.8	2.8

Source: Statistics Canada Census 2016.

Figure 9: 2006 & 2016 Household Size – Pickering and Durham Region



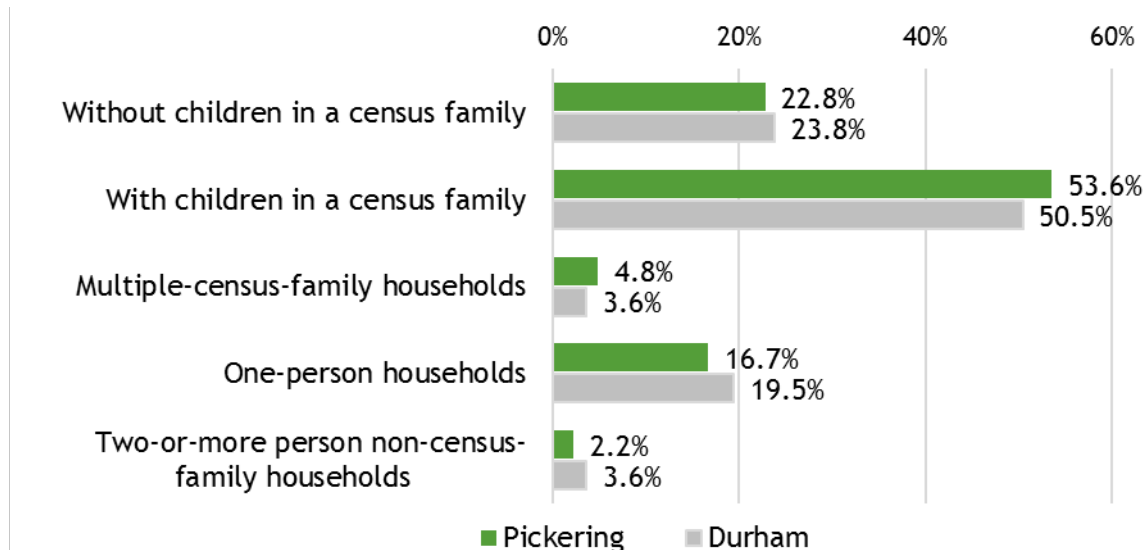
Source: Statistics Canada Census 2016.

4.2.4 Household Type

In 2016, census families²⁰ accounted for 76.4% of households in Pickering. Specifically, families with children made up the largest share of households with 53.6%, while families without children followed with 22.8% (see Figure 10). Multiple census families (4.8%) and non-families²¹ (18.9%) accounted for the remaining households. One person households accounted for 16.7%.

Durham Region experienced similar proportions of household types. In Durham Region, census families accounted for 74.2%, multiple census families: 3.6%, and non-families: 22.1%. The proportion of one person households in Durham Region, compared to Pickering, was higher accounting for 19.5%.

Figure 10: 2016 Household Type – Pickering



Source: Statistics Canada Census 2016.

4.2.5 Immigrant Households

In 2016, the total number of immigrants accounted for 34.2% of Pickering’s population. Residents who were considered recent immigrants (immigrated between 2011 – 2016) accounted for 6.2%. In comparison, 23.6% of Durham Region’s population were considered immigrants, and 6.8% were recent immigrants.

²⁰ Census family refers to a married or common law couple, with or without children, or a lone parent of any marital status with at least one child living in the same dwelling.

²¹ Non-family refers to either one person living alone in a private dwelling or to a group of two or more people who share a private dwelling, but who do not constitute a census family.

Pickering’s immigrant population has increased by 18.1% from 26,375 in 2006 to 31,155 in 2016. Similarly, Durham Region’s immigrant population has increased by 19.9% from 125,845 in 2006 to 150,885 in 2016.

4.3 Household Income

The financial capacity of a household is an important factor in determining housing need. This section looks at the household income characteristics of households in Pickering.

4.3.1 Average and Median Household Income

In 2015, the average household income in Pickering was \$119,411, and the median household income was \$99,708 (Table 4). In comparison, the average household income for Durham Region was \$106,886, and the median household income was \$89,834.

The average household income in Pickering increased 23.7% from \$97,967 in 2005 to \$119,411 in 2015. Over the same period, the average household income of Durham Region increased 23.7% from \$86,391 in 2005 to \$106,886 in 2015.

Table 4: 2005 – 2015 Average and Median Household Income – Pickering and Durham Region

Pickering	2005	2010	2015	% Change (2005-2015)
Average Income	\$97,967	\$109,791	\$119,411	21.9%
Median Income	\$84,595	\$89,796	\$99,708	17.9%

Durham Region	2005	2010	2015	% Change (2005-2015)
Average Income	\$86,391	\$95,567	\$106,886	23.7%
Median Income	\$75,397	\$81,119	\$89,834	19.1%

Source: Statistics Canada Census 2016

Since older adults are the fastest growing age group in Pickering and in Ontario, it is important to highlight that many older adults depend on fixed incomes, and many retirees experience precarious financial security. Despite this, the current generation of older adults maintains a greater wealth compared to previous generations.²² In Ontario in 2016, the median income of seniors aged 65 and over was \$28,972 and the average income was \$42,904.²³

²² Pickering Age Friendly Community Plan, 2019.

²³ 2016 Statistics Canada Census.

4.3.2 Household Income Deciles

While the average and median household incomes provide a general sense of a household’s economic capacity, looking at the distribution of income within the local context provides greater detail of the economic capacity of households.

Household income deciles distributes all households into ten equal portions of its adjusted after-tax income groups, each income decile represents 10% of the households. For the purpose of this study, low income households refers to households with incomes in the 1st to 3rd household income deciles; moderate income households refers to households in the 4th to 6th income deciles; and high income households refers to households in the 7th to 10th income deciles. In other words, when referring to “low and moderate income households”, this means households with incomes in the lowest 60% of the income distribution.

The following table (Table 5) shows the top range of each of the household income deciles in Pickering in 2015. The income values shown represent the upper range of each household income decile, except for the 10th decile (not shown) which would represent the top 10% of household incomes which reported an income greater than the 9th income decile in 2015. For example, the range of household income for Owners in Decile 1 is from \$0 to \$39,392, for Owners in Decile 2 household income ranges from \$39,393 to \$59,008, for Owners in Decile 3 household income ranges from \$59,009 to \$75,555, and so on for the other deciles.

Table 5: 2015 Household Income Deciles – Pickering

2015 Income Deciles		Owner	Renter	All Households
Low Income	Decile 1	\$39,392	\$17,787	\$33,474
	Decile 2	\$59,008	\$25,885	\$50,946
	Decile 3	\$75,555	\$34,529	\$68,074
Moderate Income	Decile 4	\$91,782	\$42,960	\$83,598
	Decile 5	\$107,416	\$53,036	\$99,817
	Decile 6	\$125,339	\$63,100	\$117,417
High Income	Decile 7	\$146,478	\$76,588	\$138,458
	Decile 8	\$174,149	\$93,162	\$167,162
	Decile 9	\$223,301	\$118,206	\$215,023

Source: RISWG custom order of Statistics Canada Census 2016.

The majority of households in Pickering are homeowners accounting for 87.4% of all households in 2016. Among owner households considered within the low income decile, the upper range of income deciles was \$75,555, followed by \$125,339 for the moderate income deciles; and \$223,301 for the high income deciles. Among renter households within the low income decile, the upper range of income was \$34,529; \$63,100 for the moderate income deciles; and \$118,206 for the high income deciles.

While each income decile represents 10% of Pickering households, the following table (Table 6) shows that 64% of Pickering’s population had an average household income in the top half of the income decile (58,260 persons) (Decile 6 up to and including Decile 10) and 36.0% of the population (32,735 persons) were in the bottom half of the income decile in 2015 (Decile 1 up to and including Decile 5). In comparison, 60.0% of Durham Region’s population had an income in the top half income decile (383,650 persons) and 40.0% of the population were in the bottom half of the income decile (255,840 persons). The data shows that individual incomes in Pickering were generally higher than the individual incomes across Durham Region.

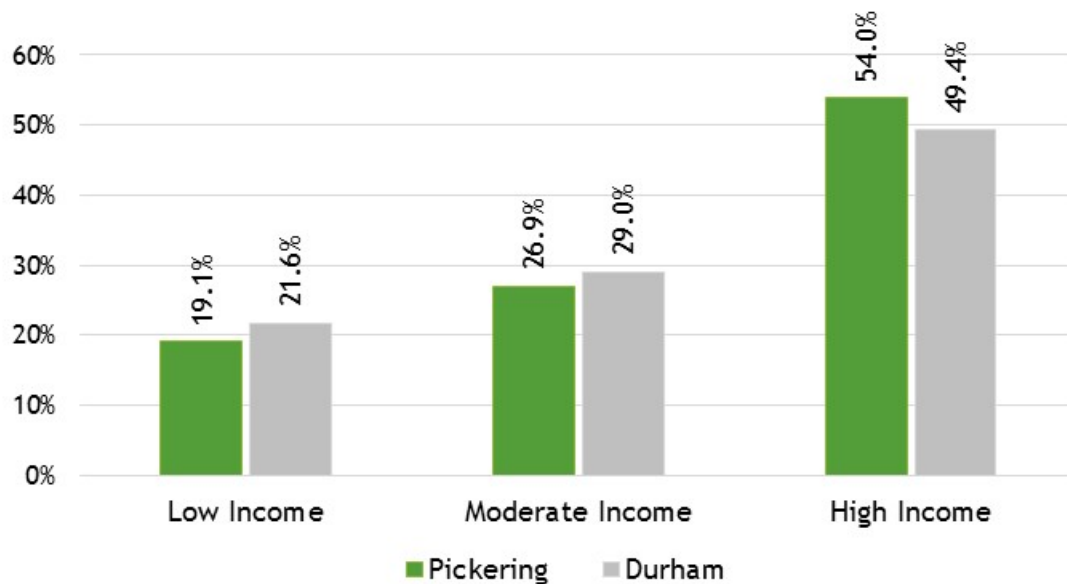
Table 6: 2015 Proportion of Income Deciles for the Population – Pickering and Durham Region

2015 Income Deciles		Pickering	% Share	Durham	% Share
Low Income	Decile 1	5.4%	19.1%	6.6%	21.6%
	Decile 2	6.5%		7.2%	
	Decile 3	7.1%		7.8%	
Moderate Income	Decile 4	8.4%	26.9%	8.8%	29.0%
	Decile 5	8.5%		9.6%	
	Decile 6	10.0%		10.6%	
High Income	Decile 7	11.3%	54.0%	11.6%	49.4%
	Decile 8	13.0%		12.7%	
	Decile 9	14.8%		13.7%	
	Decile 10	14.9%		11.5%	

Source: Statistics Canada Census 2016.

The proportion of Pickering’s population within the low, moderate, and high income deciles in 2015 was 19.1%, 26.9%, and 54.0%, respectively (see Figure 11). Comparatively, in Durham Region the same income deciles were 21.6%, 29.0% and 49.4%, respectively.

Figure 11: 2015 Proportion of Population by Income Groups – Pickering and Durham Region



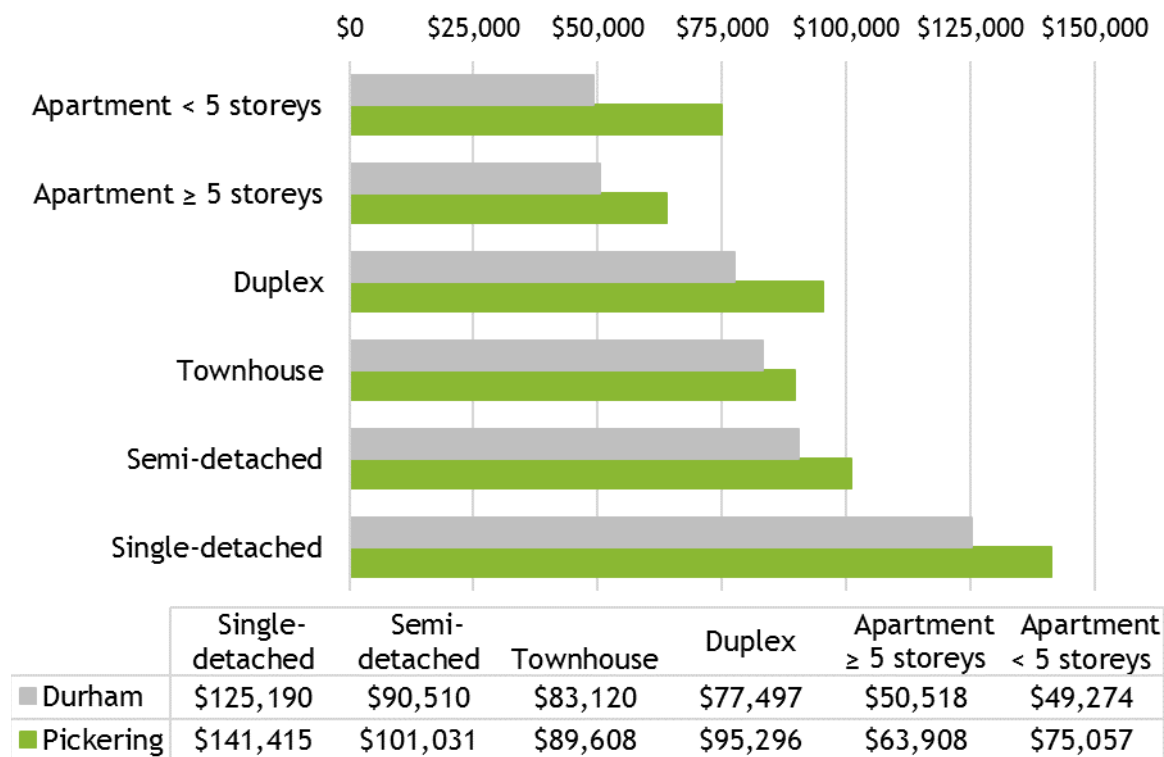
Source: Statistics Canada Census 2016.

4.3.3 Household Income by Household Type

In 2015, the average household income for single detached dwellings in Pickering was \$141,415, compared to \$125,190 for Durham Region (see Figure 12).

Household incomes for semi-detached dwellings in Pickering were \$101,031 and townhouses were \$89,608. In Durham, the household income was \$90,510 and \$83,120 for semi-detached and townhouses, respectively. The average household income for apartments less than 5 storeys was \$75,970 in Pickering, compared with \$49,274 in Durham. The average household income for apartments greater than or equal to 5 storeys was in \$63,908 in Pickering, compared with \$50,518 in Durham.

Figure 12: 2015 Average Household Income by Housing Type – Pickering and Durham Region



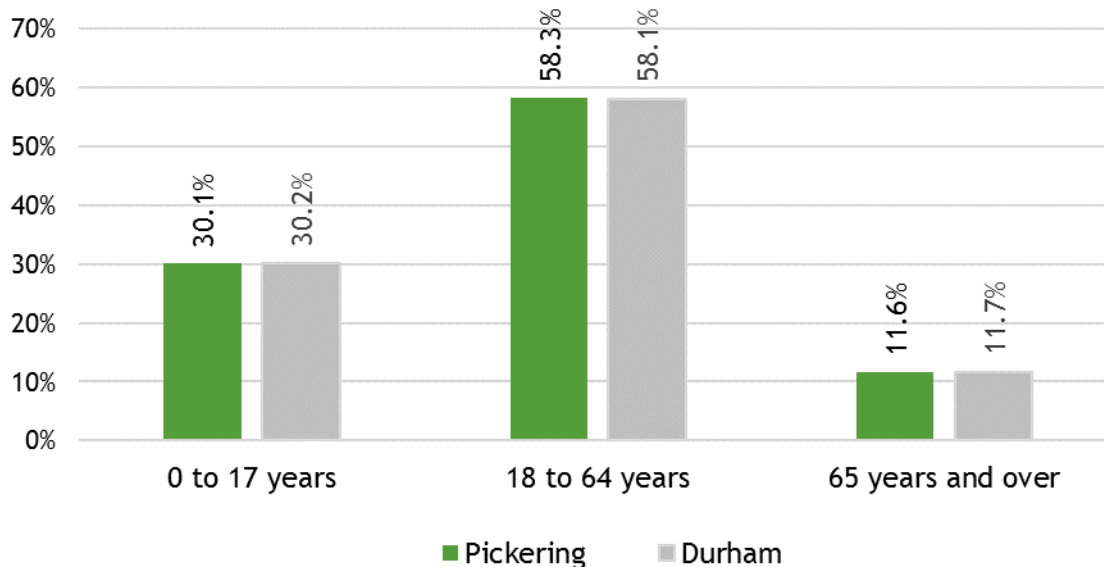
Source: Statistics Canada Census 2015.

4.3.4 Incidence of Low Income

The prevalence of low income in a community is measured using Statistic Canada’s Low Income Measurement – After Tax (“LIM-AT”). LIM-AT is a fixed percentage (50%) of median adjusted after-tax income of households observed at the person level, where “adjusted” reflects that a household’s needs increase as the number of household members increase. In Canada, a household is considered to be low income if its after-tax income is less than half of the median after-tax income of all households.

In 2015, 8.4% of the population in Pickering were considered low income based on LIM-AT. In comparison, low income based on LIM-AT for Durham Region was 9.6%. Of the total low income portion of Pickering’s population, the majority (58.3%) were within 18-64 years old (see Figure 13). 30.1% were 0-17 years old and 11.6% were seniors 65 years old and older. Pickering’s prevalence of low income by age groups is consistent with those at the Regional level.

Figure 13: 2015 Prevalence of Low Income Population based on LIM-AT by Age Group – Pickering and Durham Region



Source: Statistics Canada Census 2016.

4.4 Key Findings: Housing Demand

- The City of Pickering is growing steadily and estimated to grow (36%) from a population of 91,771 in 2016 to 124,445 by 2030. Durham Region as a whole is anticipated to grow (48.6%) from 645,862 in 2016 to 960,000 in 2031.
- The population of older adults, aged 55 years and older, is anticipated to grow and represent the greatest share at 43% of the total projected population in 2032.
- Approximately one third of the older adult population forecast for 2032 will be in the over 75 age category.
- From 2006 to 2016, the growth of households (9.6%) in Pickering experienced a greater rate of growth than the growth in population (4.5%). This trend, aligned with household sizes generally decreasing in size from 3.1 persons per household in 2006 to 2.9 persons per household in 2016, suggesting that more dwelling units were needed.
- In 2016, one person households accounted for the smallest share (16.7%) of household size whereas four person households had the largest share in Pickering (34.7%). However, one person households experienced the greatest increase in actual numbers (28.2%) since 2006. This trend was also reflected in contributing to the declining average number of persons per households (pph) (3.1 pph in 2006 vs 2.9 pph in 2016). Although the number of smaller households has increased the most from 2006 to 2016, options to accommodate a variety of family-sized households is still important, given that more than half of the share of all households

consist of three people or more (this may include couples with children, multiple households, or multi-generational households).

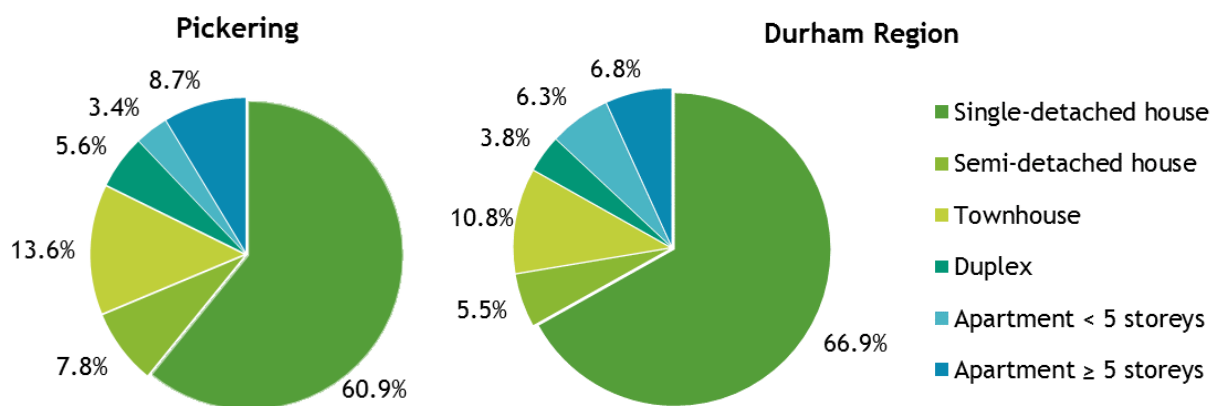
- Despite the fact that the majority of dwellings in Pickering are owned (87.4%), the proportion of rented homes have increased since 2011 from 11.4% to 12.6% in 2016. This could potentially be an indication of the increasing challenge for first time home purchasers to find affordable housing.
- In 2015, the average household income in Pickering was \$119,411, and the median household income was \$99,708. In comparison, the average household income across Durham Region in 2015 was \$106,886, and the median household income was \$99,708. Based on the low income measurement – after tax (LIM-AT), 8.4% of Pickering residents were considered low income, compared to 9.6% for Durham Region.
- In 2015, the average household income for single detached dwellings in Pickering was \$141,415, compared to \$125,190 for Durham Region. The average household income for apartments less than five storeys was \$75,970 in Pickering, compared to \$49,274 in Durham Region.
- Household income data for 2015 shows that 54% of Pickering’s population was within the high income group and 46% were in the low and moderate income groups. Compared to Durham Region, household incomes in Pickering were generally higher than the household incomes across Durham Region.
- Of the total low income portion of Pickering’s population, the majority (58.3%) were within the 18-64 years old age group and 11.6% were seniors 65 years old and older.

5.0 Housing Supply

5.1 Overall Housing Supply

In 2016, there were a total of 30,919 dwellings in Pickering. Of these dwellings, 60.8% were single detached dwellings compared to 66.8% for Durham Region (see Figure 14). However, the proportion of single detached dwellings in Pickering has declined from 2011, which accounted for 63% of total dwellings. The share of townhouse dwellings grew the most from 12.4% in 2011 to 13.6% in 2016, followed by apartments with five or more storeys which increased its share from 7.8% in 2011 to 8.7% in 2016.

Figure 14: 2016 Proportion of Dwelling Types – Pickering and Durham Region



Source: Statistics Canada Census 2016.

Compared to Durham Region, Pickering had a larger share of semi-detached dwellings (7.8%), townhouses (13.6%), duplexes (5.6%), and apartments with five or more storeys (8.7%). Durham had a higher proportion of apartments with fewer than five storeys (6.3%) compared to Pickering (3.4%). While the majority of dwellings in Pickering are single detached dwellings (60.9%), the City has a more diverse range of dwelling types compared to the Region, in particular a greater proportion of medium to high density (i.e., townhouse and apartments) dwelling types.

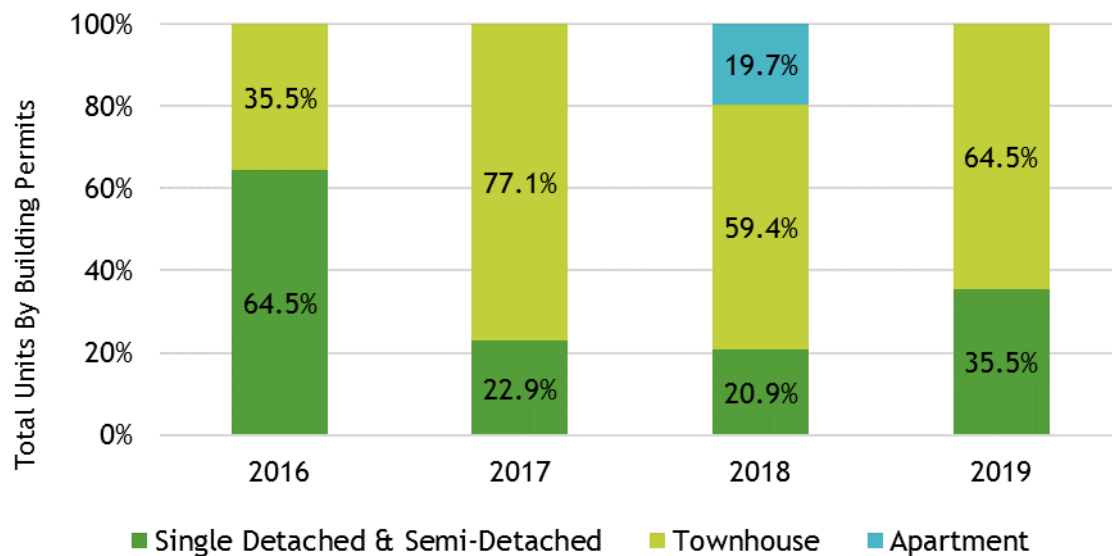
Accessory dwelling units (i.e., basement apartments) are becoming more prominent. Based on building permit data, Pickering had an average of 49 accessory dwelling units registered annually for the last 10 years, from 2009 to 2019. It is assumed that many other unregistered accessory dwelling units also exist and are not accounted for.

5.1.1 New Residential Development

Building permit data, site plan applications and subdivision agreements data collected by the City of Pickering provide additional insight into the supply of housing, including dwellings that are under construction and dwellings which will be added in the future. The pace of growth in Pickering has increased in recent years due to developments in the Seaton community, which commenced after the collection of data for the 2016 Statistics Canada Census.

The 2016 to 2019 building permit data showed a shift from single detached and semi-detached dwellings, accounting for the majority of approved permits, to townhouses and apartments. In 2016, single detached dwellings accounted for the majority of approved building permits with 64.5% and townhouses accounted for 35.5% (see Figure 15). In 2019, permits issued for townhouse units (64.5%) made up the largest share of approved permits, followed by single detached and semi-detached dwelling units (35.5%). There were no building permits for apartment units issued in the years 2016, 2017 and 2019. In 2018, 19.7% of the permits issued were for apartment units.

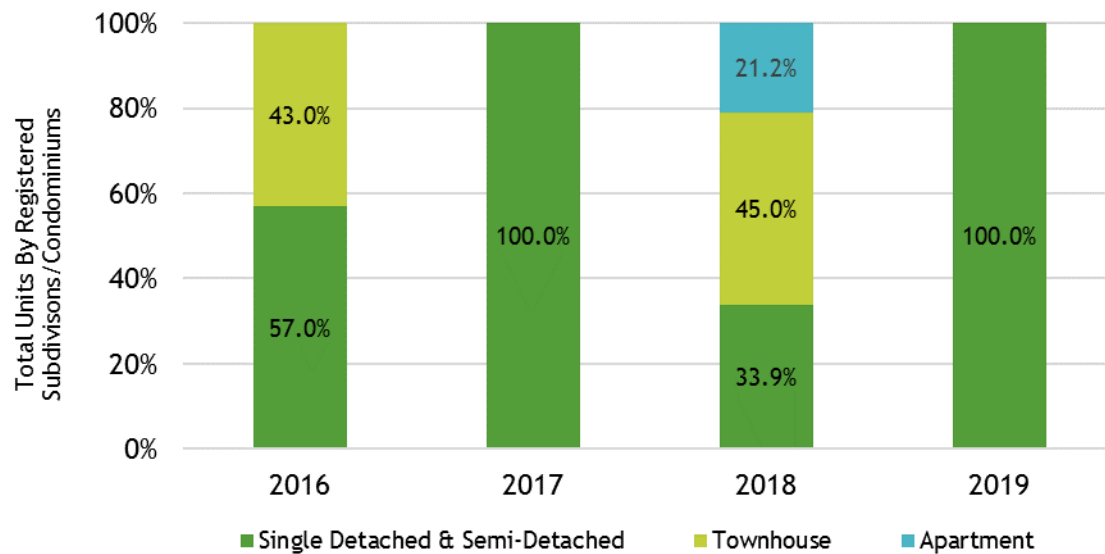
Figure 15: 2016 – 2019 Share of Units By Dwelling Type Issued by Building Permits – Pickering



Source: City of Pickering Building Permit Data.

The number of residential units in registered plans of subdivision and condominium for the period 2016 to 2019 accounted for 2,232 units. The greatest number of units were registered in 2018, accounting for 33.9% single and semi-detached units, 45.0% townhouses, and 21.2% apartment units (see Figure 16).

Figure 16: 2016 – 2019 Share of Units by Dwelling Types in Registered Subdivisions/Condominiums – Pickering



Source: City of Pickering AMANDA Data.

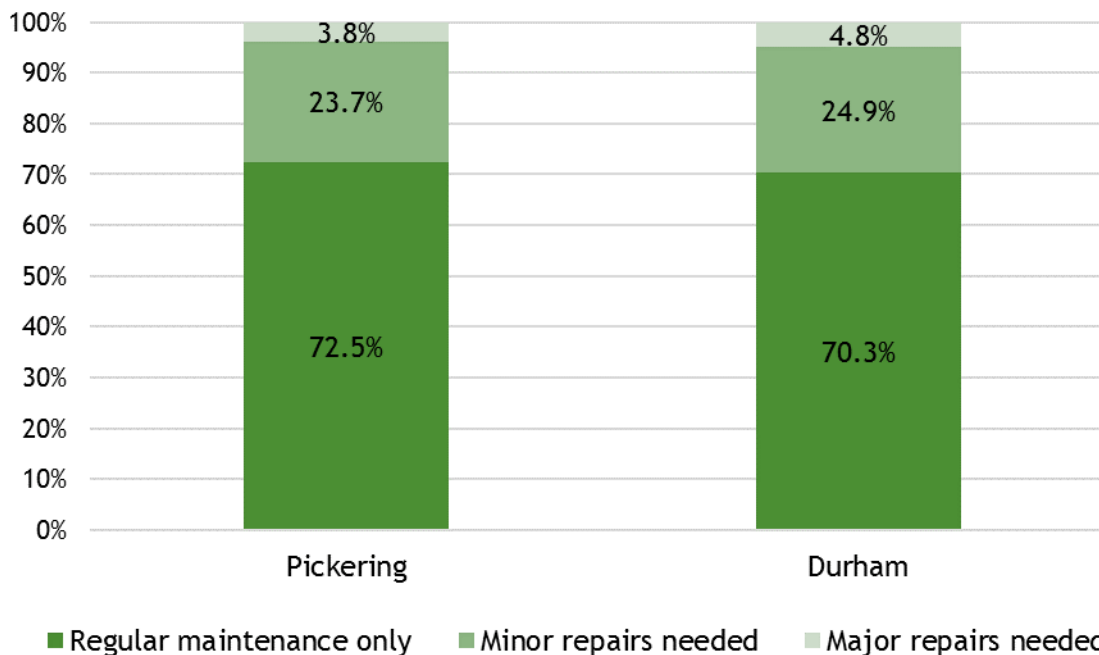
This data shows that if observed trends continue, townhouse and apartment units will continue to increase their share of the total dwelling units by type, whereas the share of single and semi-detached units being built in the City of Pickering will decrease.

5.1.2 Age and Condition of Dwellings

In 2016, 84.3% of the dwellings in Pickering were built prior to 2000, while 15.7% of dwellings have been built since 2001. Compared with the Region, 74% of dwelling units were built prior to 2000, and 25.8% of dwelling units were built since 2001. Compared to other area municipalities, Pickering has a larger share of housing built before 2000, while Ajax has the lowest portion of dwellings built during the same period with 61.7%.

In 2016, 72.5% of all dwellings in Pickering required regular maintenance, 23.7% required minor repairs, and 3.8% required major repairs (see Figure 17). Among the total number of dwellings that required regular maintenance to major repairs, approximately 13% to 15% of those dwellings were rental units respectively. Similarly, 70.3% of dwellings across Durham Region required regular maintenance, 24.9% required minor repairs, and 4.8% required major repairs. Overall, a larger share of rental units in the Region required regular maintenance to major repairs, accounting for approximately 18% to 36% respectively.

Figure 17: 2016 Condition of Dwellings – Pickering and Durham Region



Source: Statistics Canada Census 2016.

5.2 Non-market Housing Supply

5.2.1 Emergency Shelters and Transitional Housing

In 2018, Durham Region conducted a Point-in-Time (PiT) Count and Registry Week to collect data on the individuals and families in Durham Region experiencing homelessness, to better assist service providers to plan services and measure progress towards ending homelessness in the community. From the PiT, 291 individuals were experiencing homelessness, of which 13% of individuals were unsheltered, 38% were staying in emergency shelter, and 16% were staying in a Violence Against Women shelter. In addition, 31% of individuals surveyed were experiencing hidden homelessness (i.e., staying with friends/family or couch surfing), and 3% were in transitional housing. Homelessness is experienced by individuals across all demographics. The majority of respondents in the PiT were male. Other groups, such as indigenous people, youth aged 16 to 24 years old, immigrants, refugees or refugee claimants, LGBTQ+, and veterans, were also represented in the PiT.

The following table, (Table 7), based on the 2018 Durham PiT, shows the emergency shelters and transitional housing providers available to all Durham residents, including Pickering residents. It should be noted that although these Service Providers will support residents of Pickering, none are actually located within the City.

Table 7: Emergency Shelters and Transitional Housing Providers in Durham, 2018

Service Provider	Target Population	Bed Capacity
Joanne's House	Youth 16-24	13
Cornerstone Community Association	Seniors with extraordinary medical needs; men and children (victims of abuse)	40
Cornerstone Community Association Motel Program	Single fathers, families	3 seniors; unlimited for others
Violence Against Women: Bethesda House	Women and children (victims of abuse)	18
Denise House		27
Horizon House		30
Y's Wish		15
Muslim Welfare Home	Women and children	45
Muslim Welfare Home Motel Program	Women with male children; women with physical disabilities	12
Durham Youth Housing	Youth 16-24	13
YMCA	Youth 16-24	6
Durham Mental Health Services Crisis Beds - Ajax	Individuals with mental health challenges (16 years old+)	6
Durham Mental Health Services Crisis Beds – Whitby	Individuals with mental health challenges (16 years old+)	8
Durham Mental Health Services Crisis Beds – Oshawa	Individuals with mental health challenges (16 years old+)	6

Source: Durham 2018 PIT Count Report.

Durham Region as a whole has a relatively low incidence of unsheltered and emergency sheltered households as compared to many other areas in Ontario and the Greater Toronto Area. On average, just under 1,400 households have used emergency shelters annually since 2014 in Durham²⁴.

During the COVID-19 pandemic, which emerged in March of 2020, the Region of Durham coordinated a response for unsheltered residents to provide support to these at-risk individuals to help prevent the spread of COVID-19 and to support those who had symptoms. Some of the initiatives and supports implemented include:

²⁴ At Home in Durham, Five Year Review, 2019

- Extending funding for overnight warming centres to increase and maintain capacity of the shelter system;
- Working with shelter operators to ensure staff, volunteers and guests were using practices to prevent the spread of COVID-19;
- Securing hotel partnerships to expand capacity of the shelter system to provide safe and supportive spaces for self-isolation of at-risk individuals;
- Securing a larger facility to support the shelter system's COVID-19 response; and
- Working with community partners to provide support hubs and Hygiene Centres to ensure unsheltered residents could access washroom facilities, food security, shelter and outreach support.

As of July 2020, Durham Region reported that since the pandemic, over 50 unsheltered Durham residents have been housed.²⁵

In the City of Pickering, the Emergency Housing Think Tank was formed as a result of observing homeless individuals living outside of City Hall between the months of March – October 2020. The Emergency Housing Think Tank consisted of many local partners including City staff, City Councillor Brenner, Region of Durham staff, the Salvation Army and the Ajax Hygiene Hub. The goal of the partnership was to find immediate long term shelter to house the homeless individuals at City Hall, and they were successful.

5.2.2 Seniors Housing

There are a total of 2,589 seniors housing or retirement home spaces in 25 residences in Durham Region. In 2019, a total of 2,543 residents (out of a population of 44,214 seniors 75 and older in Durham Region) were living in these spaces, representing a 5.8% capture rate²⁶. Capture rate represents the percentage of the population aged 75 and above living in seniors or retirement home spaces in a survey area. For comparison, in 2019, the highest capture rate in Ontario was in Ottawa at 10.3%.²⁷ The Greater Toronto Area (GTA), and any larger metropolitan area, generally experiences a lower capture rate indicating a smaller supply of seniors housing. This can be due to higher land prices leading to lower profitability when providing senior housing developments.

²⁵ Durham Region Media Release, July 21, 2020: <https://www.durham.ca/en/news/helping-our-most-vulnerable-during-the-covid-19-pandemic.aspx>

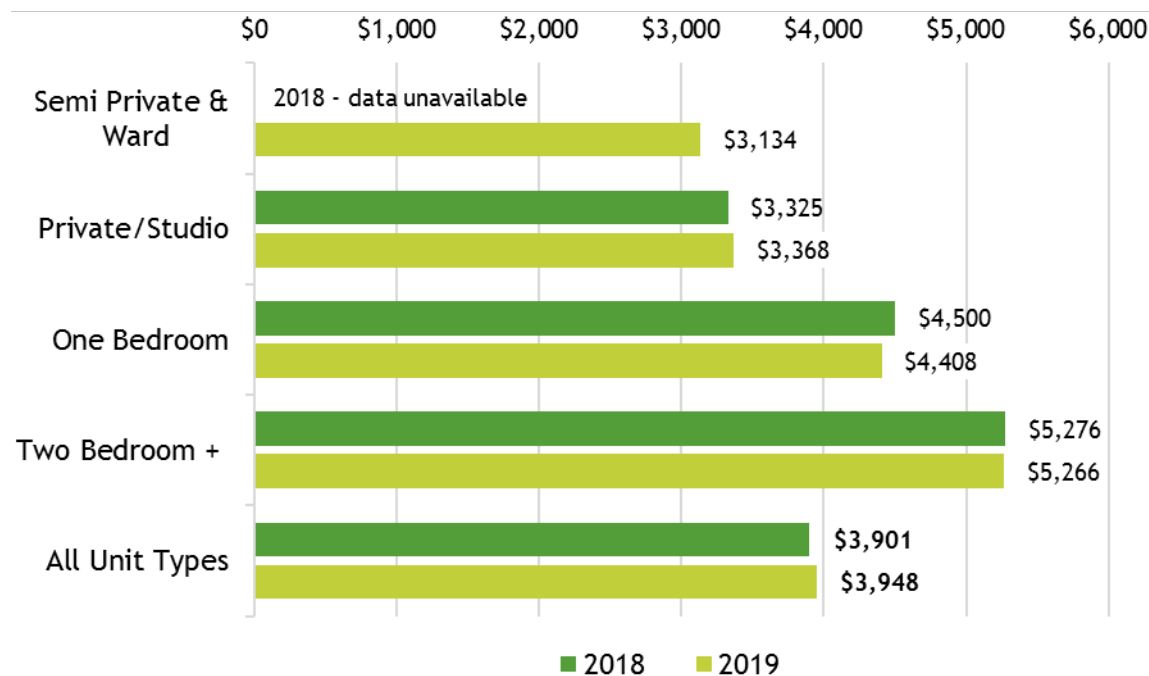
²⁶ The main age group living in seniors' residences are persons aged 75 years and older. The capture rate in a centre is the ratio of the total number of residents living in the survey universe divided by its estimated population aged 75 years or older, expressed as a percentage.

²⁷ Canadian Mortgage and Housing Corporation (CMHC) Seniors' Housing Report 2018.

The vacancy rate for these spaces was 8.3% in 2019, up from 5.4% in 2018. This high vacancy rate may be partly due to the fact that the average monthly rent for these spaces was \$3,948 in 2019, up slightly from \$3,901 in 2018. Of all of the spaces in Durham Region, only 2.6% had rents of \$2,500 or less, while 42.3% have rents of \$4,000 or more²⁸. However, the Greater Toronto Area, had the same percentage of units with rents of \$2,500 or less, but 57.6% of the units had rents of \$4,000 or more. The following chart (

Figure 18) shows the average monthly rent of senior housing by unit type in Durham, from 2018 and 2019. Overall, the average rent for all unit types was \$3,948, an increase of 1.2% from \$3,901 in 2018. These rents do include at least one meal and light support (i.e., less than 1.5 hours of care per day) but, they would be considered unaffordable to a large proportion of the senior population in Pickering and Durham Region.

Figure 18: 2018 & 2019 Average Rent of Senior Housing by Unit Type – Durham Region



Source: Canada Mortgage and Housing Corporation – Seniors Housing Report – Ontario, 2019.

²⁸ Non-market/subsidy units; respite units; and units where an extra charge is paid for heavy-care (i.e., 1½ hours or more of care) is excluded.

The following is a list of privately owned seniors’ housing/retirement homes that are located within Pickering²⁹:

- Chartwell City Centre Retirement Residence (117 beds);
- Orchard Villa Retirement Community (61 beds);
- V!VA Retirement Communities (137 units);
- Lavita Parkway Retirement Residence (76 units);
- Abbeylawn Manor Retirement Home (57 beds);
- Amica Pickering (under construction; 165 units).

5.2.3 Long Term Care Homes

A long term care home provides care and services for individuals who no longer are able to live independently or who require onsite nursing care, 24-hour supervision or personal support. Long term care homes in Ontario are regulated under the *Long Term Care Homes Act* and Ontario Regulation 79/10 to ensure the care, treatment and well-being of residents.

In 2020, the Province and Lakeridge Health announced the development of a new long term care home at the Ajax Pickering Hospital site, providing a capacity for up to 320 beds. There are currently four accredited³⁰ long term care homes operated by Durham Region providing a total of 847 beds (see Table 8) within Durham Region. There are 2 privately owned, for-profit, accredited long-term care homes providing a total of 357 beds within the City of Pickering.

Table 8: Durham Region Long Term Care Homes

Long Term Care Home	Municipality	Bed Capacity
Hillsdale Estate	Oshawa	300
Hillsdale Terraces	Oshawa	200
Fairview Lodge	Whitby	198
Lakeview Manor	Brock	149
Bay Ridges*	Pickering	124
Orchard Villa*	Pickering	233

Source: Durham Region Website; Ministry of Long Term Care Website.

*privately owned, for-profit, accredited long-term care homes

²⁹ Central East Health Line. Accessed From: <https://www.centraleasthealthline.ca>

³⁰ Accredited long term care homes is a voluntary process used to assess their services to improve the quality, safety and efficiency of their performance. Accreditation of long term care homes is managed by Accreditation Canada or the Commission on Accreditation of Rehabilitation Facilities (international non-profit organization).

According to the Ontario Long Term Care Association, there are currently 626 licensed and approved homes in Ontario of which 58% are privately owned, 24% are non-profit/charitable, and 16% are municipally owned. The provincial average time to obtain placement in a long term care as of February 2019 is 161 days. The Ontario waitlist for long-stay bed is 34,834 persons. There are approximately 300 provincial long-term care homes that are older and need to be redeveloped, which represents over 30,000 beds.

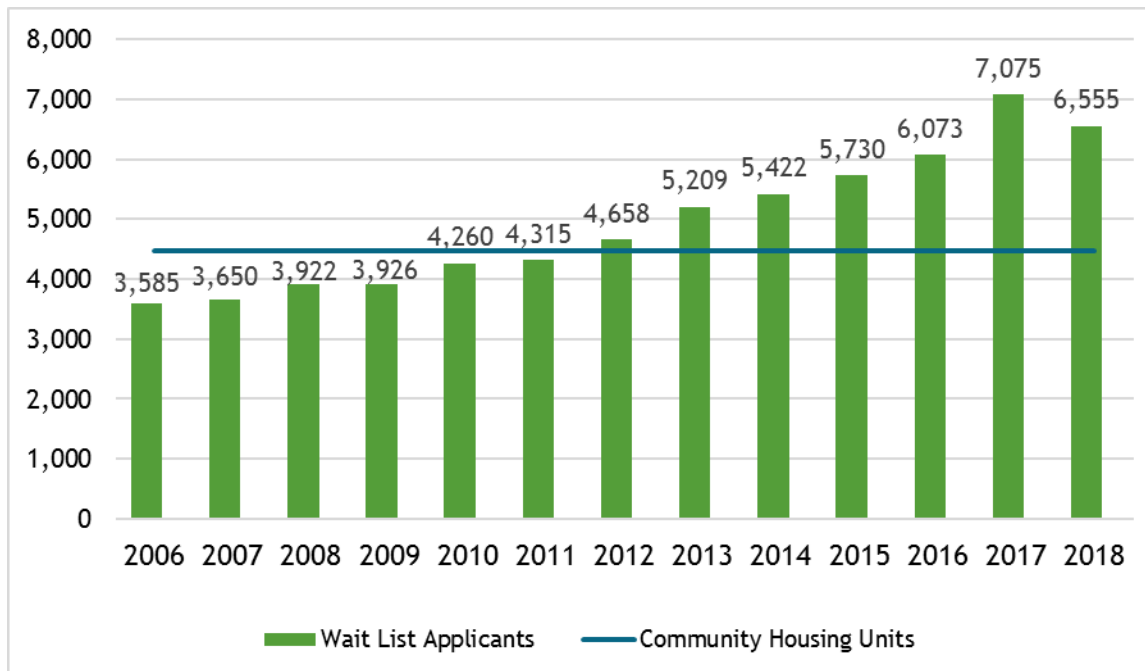
5.2.4 Community Housing

Community housing, previously referred to as subsidized housing, typically refers to housing that receives some form of subsidy from the Federal, Provincial, Regional, or a combination of these levels of government. The Regional Municipality of Durham, as the Municipal Service System Manager, funds and administers housing units owned by non-profit housing organizations, housing co-operatives, and other housing providers.

Durham Access to Social Housing, (“DASH”), manages the wait list for rent-geared-to-income and accessible units at community housing properties and at some private properties in the Region. In 2018, there were 4,481 community housing units within Durham Region. The number of applications on the wait list was 6,555, which represented a 7.3% decrease from the previous year of 7,075 wait list applicants, and the first year-over-year decline since 2007 (see Figure 19). Some individuals may be eligible to be granted special priority on the wait list if they are or have been a victim of human trafficking, abuse, or have children being abused. Unfortunately, the wait can be long and often individuals will need to find their own housing in the private market while they are on the wait list. In 2017, the wait for special priority applicants to obtain housing was approximately a year, while single, non-senior applications could wait upwards of 2 years.³¹ Durham Social Services also indicated at that time, that special priority applicants requiring housing in Pickering, Ajax, and Clarington also faced longer wait times. In 2017, about 7% of the DASH wait list (7,075 applicants) accounted for special priority applicants.

³¹ The Regional Municipality of Durham Region, Portable Housing Benefit – Special Priority Policy, Report #2018-COW-124, 2018.

Figure 19: 2006 – 2018 Community Housing Units and Wait List Applicants – Durham



Source: 2019 Durham At Home – Five Year Review.

The following is a list of the community housing properties within the City of Pickering (Table 9: City of Pickering Community Housing Properties):

Table 9: City of Pickering Community Housing Properties

Property	Address	Mandate	Units
Duffin’s Creek Co-op	1555 Finch Avenue	Families	Townhouses – 70
Fairport Lodge	1330 Foxglove Avenue	Seniors	Apartments – 36
Highbush Village	1840 Westcreek Drive	Families	Townhouses – 36
Orchard Valley Court	1580 Kingston Road	Families	Townhouses – 115
Rougemount Co-op	400 Kingston Road	Families	Apartments – 105
Sarah McDonald’s Place	1467 Whites Road North	Families	Apartments – 63
St. Martin’s Centre	1201 St Martins Drive	Seniors	Apartments – 58
Villa Valeau	1910 Faylee Crescent	Seniors	Apartments – 36
William Peak Co-op	1990 Whites Road	Families, Seniors	Townhouses & Apartments – 141

5.3 Market Housing

5.3.1 Private Rental Market

The role of the rental housing market is important in fulfilling the housing needs of a segment of the community. The rental market offers benefits such as flexibility in dwelling types, location, fewer maintenance costs, and relief from a large up-front cost of a downpayment. The flexibility and affordability of rental housing is suitable for some households, such as young adults, individuals living alone, individuals who are part of a mobile workforce or contract workers, or seniors with a fixed income.

The private rental market consists of the primary or purpose-built rental market and the secondary rental market. The primary rental market includes all self-contained rental units where the purpose of the structure is to house tenants. The primary rental market generally includes privately-initiated structures that are intended to supply the rental market and includes townhouses and apartments. CMHC reports on the primary rental market in a community, but only includes structures with three or more units.

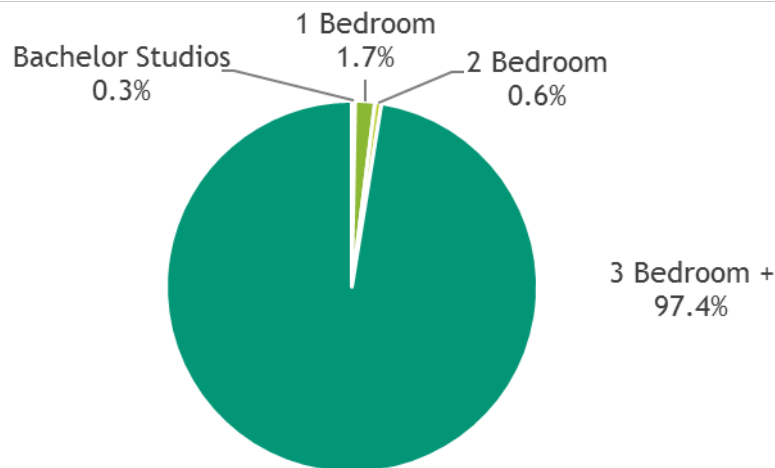
The secondary rental market represents self-contained units, which were not purposely built for the rental market, but are currently being rented out. These units include rented single detached, semi-detached, townhouses, duplex apartments, rented condominium units, and apartments that are part of a commercial or other type of structure.

5.3.2 Primary Rental Market – Pickering

The Canada Mortgage and Housing Corporation (CMHC) conducts an annual Rental Market Survey. The survey consists of units in primary rental buildings with at least three rental units, which have been on the market for at least three months.

In 2019, there was a total of 352 primary rental units within Pickering, consisting of townhouses and apartments. The number of primary rental units has remained consistent since 2007. Of those rental units in 2019, the majority were 3 bedrooms or more (97.4%) (see Figure 20). Only 0.3% of the units were bachelor studio units, 1.7% were units with one bedroom, and 0.6% were units with two bedrooms.

Figure 20: October 2019 Primary Rental Market Units by Unit Size – Pickering



Source: Canada Mortgage and Housing Corporation, Urban Rental Market Survey Data: Number of Units (Centres 10,000+) – October 2019.

5.3.3 Vacancy Rates

According to the Canada Mortgage and Housing Corporation, a vacancy rate of 3.0% is accepted as a 'healthy' vacancy rate, representing a balance between the supply of rental housing and the demand for rental housing. The vacancy rate is based on the annual Rental Market Survey, in which a unit is considered vacant if it is physically unoccupied and available for immediate rental at the time of the survey. CMHC provides a consolidated vacancy rate for Pickering, Ajax, and Uxbridge (Zone 28) within the Toronto Census Metropolitan Area (CMA). The vacancy rate for Pickering is not reported separately.

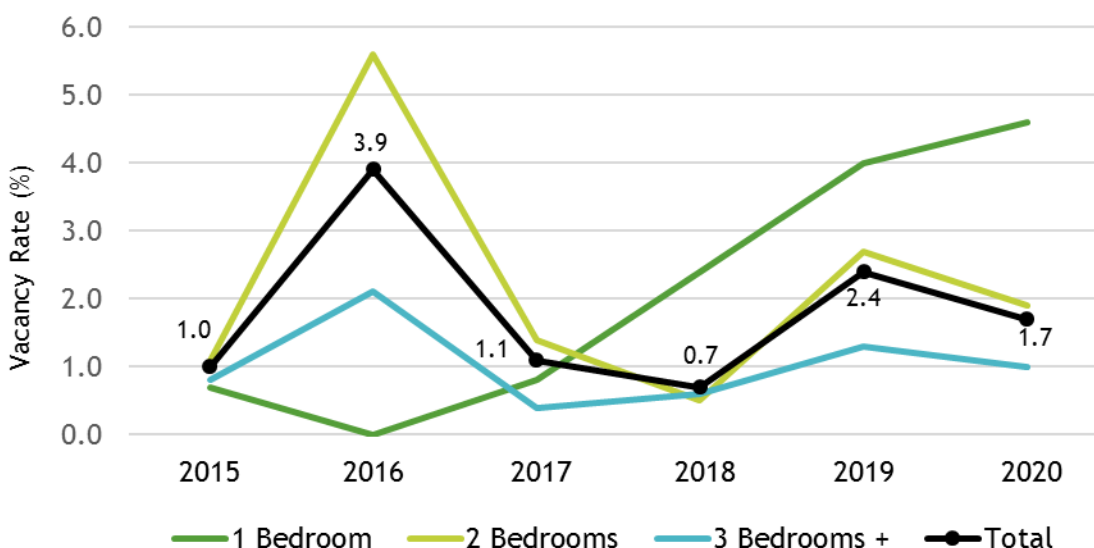
In 2020, the vacancy rate for total apartments (for all bedroom types) in Pickering/Ajax/Uxbridge was 1.7%, which has generally shifted downward since a vacancy rate of 3.9% in 2016 (see Figure 22). Considering the overall supply of rental units in the primary market in Pickering alone (see discussion in Section 5.3.2 above and Figure 21), consists primarily of three bedroom units (97.4% of all units), a more accurate picture of the overall vacancy rate in Pickering alone would be to look at the vacancy rate for three bedroom units. The vacancy rate for three bedroom units has declined from 2% in 2016 to 1% in 2020. Since 2015, the vacancy rate for 3 bedroom units has not increased beyond 2%.

The vacancy rate of one bedroom apartments on the other hand is shown to have shifted upwards since 2015 at 0.7% to a rate of 4.6% in 2020. This is likely explained by the fact that the proportion of one bedroom units by supply (1.7%) is minimal compared to that of three bedroom units (97.4%) (see Figure 21). The vacancy rate of two bedroom apartments appears to have declined from a high of approximately 5% in 2016

to 1.7% in 2020. Again, this is likely explained by the fact that the proportion of two bedroom units by supply (0.6%) is minimal compared to that of three bedroom units (97.4%) (see Figure 21).

The overall low apartment vacancy rate (Pickering/Ajax/Uxbridge) suggests that there is a need for purpose-built rental apartment units in Pickering. It is generally acknowledged that the condominium apartment market has acted largely as the rental accommodation supplier for many years. In 2019, the share of rented condominium apartments in the GTA accounted for a third of the total condominium apartments, suggesting strong investor demand.³² At the same time, the rising cost of home ownership in the GTA has contributed to a greater demand for rental units.

Figure 21: 2015 – 2020 Private Apartment Vacancy Rates (%) by Bedroom Types – Pickering/Ajax/Uxbridge



Source: CMHC Rental Market Reports – Greater Toronto Area, 2015 – 2020.

5.3.4 Average Market Rent

In October of 2019, the average market rent for all units in the primary rental market for the Pickering/Ajax/Uxbridge Zone (CMHC survey zone) was \$1,305, a slight increase of 1.4% from October of 2018 of \$1,287. The average market rent in 2019 for a 1 bedroom unit was \$1,032, and \$1,283 for a two bedroom unit, and \$1,472 for a 3 bedroom or more unit. In comparison, the average market rent for all units in Durham Region was \$1,242 in October of 2019.

³² Canada and Mortgage Housing Corporation, Rental Market Report – Greater Toronto Area, 2020.

In 2019, the average market rent for the Pickering/Ajax/Uxbridge Zone was slightly higher than that for Durham Region.

The total average market rent for Pickering/Ajax/Uxbridge increased by 1.4% from 2018 to 2019. In comparison, the consumer price index (CPI)³³ in Ontario increased 1.7% during the same time period, which suggests that average market rent has generally increased with the rate of inflation.

5.3.5 Secondary Rental Market

The Toronto Real Estate Board (TREB) reports on condominium apartments which are currently being rented out. As of the fourth quarter of 2020, there were a total of 22 condominium apartment units available for rent in Pickering, and 16 condominium apartment units already leased (as entered in the Toronto MLS System).

As of the fourth quarter of 2020, the average market rent of rental apartments in Pickering was \$1,858 for a one bedroom unit, and \$2,385 for a two bedroom unit. Compared with the fourth quarter of 2019, the average market rent for a one bedroom apartment was \$1,859, and \$2,144 for a two bedroom apartment unit.

Table 10: 2019 Average Market Rents in the Primary and Secondary Rental Market:

	Bachelor	1-Bedroom	2-Bedroom	3-Bedroom
Average Lease Rate for Condominium Apartments (Pickering), 2019 (Secondary Rental Market)	--	\$1,859	\$2,144	--
Average Market Rent for Purpose-Built Apartments (Pickering/Ajax), 2019 (Primary Rental Market)	--	\$982	\$1,237	\$1,477

Source: Toronto Real Estate Board, Rental Report Q4, 2020; Canada Mortgage and Housing Corporation, Market Rental Reports, 2019.

It is clear from Table 10, that the average market rents for units in the secondary rental market are significantly higher, and almost double the rent for units in the primary rental market. In addition, it is noteworthy that the secondary rental market is generally not as stable as the primary rental market, since it is easier for landlords to remove these units from the market.

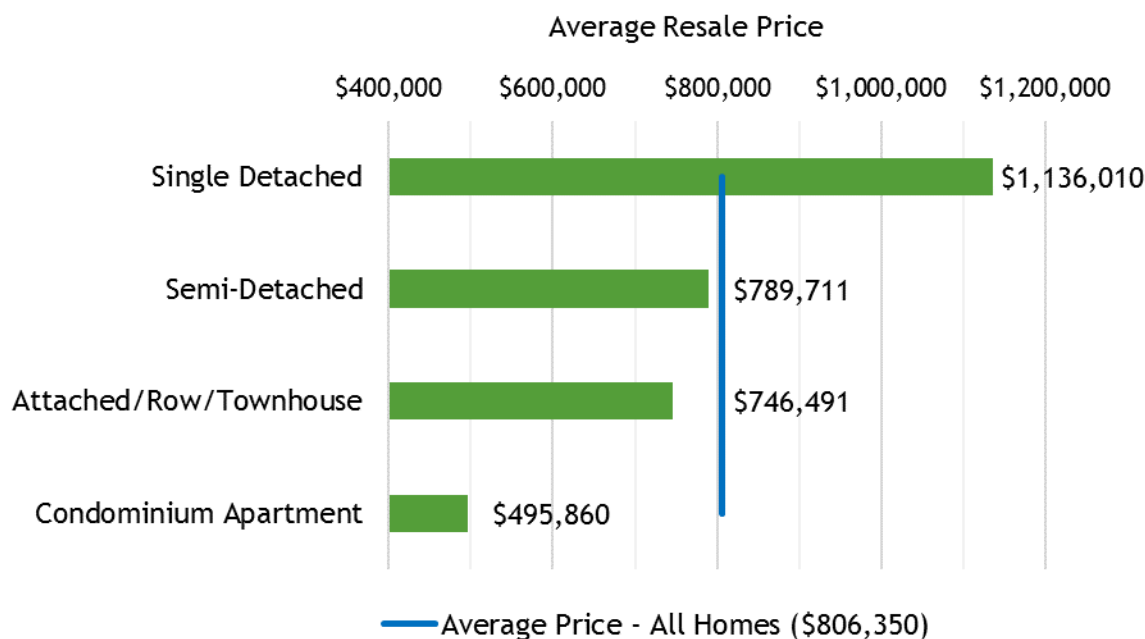
³³ Consumer Price Index (CPI) is defined by Statistics Canada as the change in price as experienced by Canadian consumers by measuring the price change by comparing, through time, the cost of a fixed basket of goods and services.

5.3.6 Average House Price

In 2016, there were 27,025 owned homes in Pickering, contributing to 87.4% of all dwellings in Pickering. According to TREB data, the average resale price of all homes types in 2020 for Pickering was \$806,350 up by 15.3% from \$699,087 in 2019. In comparison, the average resale price of all homes across Durham Region was \$706,913, up 15.6% from \$611,342 in 2019.

In December of 2020, TREB also reported that single detached dwellings in Pickering had an average resale value of \$1,136,010, semi-detached for \$789,711, townhouse for \$746,491, and condominium apartment for \$495,860 (see Figure 22).

Figure 22: December 2020 Average Resale Home Price – Pickering



Source: Toronto Real Estate Board, Market Watch, December 2020.

As for new single detached dwellings in 2020, the average price was \$1,004,299, compared to \$921,055 in 2019³⁴. This represents a 9.0% growth in average price from 2019 to 2020.

³⁴ Canada Mortgage and Housing Corporation – Housing Market Information Portal – Pickering.

5.4 Key Findings: Housing Supply

- In 2016, there were a total of 30,919 dwellings in Pickering of which the majority were single detached dwellings (60.8%). However, the share of townhouses and apartments has grown 1.2% and 0.9% respectively since 2011, increasing the diversity of dwellings types.
- Pickering Building Permit data indicated that approvals for single detached dwellings accounted for the majority of permits in 2016 (64.5%). However, in 2019, townhouses accounted for the greatest share (64.5%). Recently approved plans of subdivision and condominium also indicate that a greater proportion of townhouse and apartment units will be constructed in the coming years.
- Pickering continues to increase its diversity of housing types from a majority of single detached dwellings in 2016, to townhouse and apartment units contributing to the largest percentage of building permits and approved plans of subdivision and condominium in 2019.
- There is a total of 2,589 senior housing or retirement home spaces in 25 residences in Durham Region. The vacancy rate for these spaces has increased from 5.4% in 2018 to 8.3% in 2019. This may be partly due to the higher average rent for these spaces, of which 42.3% of the spaces cost \$4,000 or more per month to rent.
- The number of households on the Durham Access to Social Housing (DASH) waitlist is greater than the number of community housing dwelling units available, and the waiting period for a unit can be long, demonstrating the need for more rental options that would be affordable to households with low incomes.
- In 2019, approximately 97% of primary rental units were three bedroom units for Pickering.
- In 2020, the overall vacancy rate in Pickering/Ajax/Uxbridge was 1.7%, a significant shift downward from 3.9% in 2016.
- In 2019, the average market rent for all market rental units in the primary market was \$1,305 for the Pickering/Ajax/Uxbridge area. The average market rent in the secondary market for a one bedroom unit was \$1,859 in Pickering. It is easier for landlords to remove units from the secondary rental market, making the secondary rental market generally not as stable as the primary rental market.
- In 2019, in Pickering, the average resale price of a single detached dwelling was \$822,866, \$498,989 for a townhouse, and \$402,600 for a condominium apartment.
- In 2020, the average resale value of all dwelling types was \$806,350, an increase of 15.3% from \$699,087 in 2019. The average price of a new single detached dwelling in 2020 was \$1,004,299, an increase of 9.0% from \$921,055 in 2019.

6.0 Housing Affordability

6.1 Defining Affordable Housing in Pickering

The City of Pickering Official Plan does not formally define “affordable housing” in the Glossary (Section 15.15). It does however, provide a meaning for the purpose of the Official Plan. Affordable Housing is described as the annual housing costs (rent or mortgage payments) that do not exceed 30% of gross household income.

CMHC defines Affordable Housing to generally be a housing unit that can be owned or rented by a household with shelter costs (rent or mortgage, utilities, etc.) that are less than 30% of its gross income³⁵.

The Province, in the Provincial Policy Statement, 2020 (PPS)³⁶ and Durham Region, in its official plan³⁷, provide the following definition for Affordable Housing:

“Affordable: means

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

Durham Region, in its Housing Policy Planning Discussion Paper (Envision Durham) presents, and discusses, other affordability measures that may be considered for rental housing, such as using a higher ratio of 35% of income spent on rent, measuring income at the 50th percentile to reflect the median, or measuring income at the 40th percentile to reflect a lower range of low and moderate incomes. In considering affordable

³⁵ National Housing Strategy Glossary of Common Terms (2018), <https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/files/pdf/glossary/nhs-glossary-en.pdf?sv=2018-03-28&ss=b&srt=sco&sp=r&se=2021-05-07T03:55:04Z&st=2019-05-06T19:55:04Z&spr=https,http&sig=bFocHM6noLjK8rlhy11dy%2BkQJUBX%2BCDKzkjLHfhUIU0%3D>

³⁶ Provincial Policy Statement, 2020, <https://files.ontario.ca/mmah-provincial-policy-statement-2020-accessible-final-en-2020-02-14.pdf>

³⁷ Durham Regional Official Plan, Consolidation May 26, 2020, <https://www.durham.ca/en/doing-business/resources/Documents/PlanningandDevelopment/Official-Plan/2020-Durham-Regional-Official-Plan-Consolidation---Revised-1.pdf>

homeownership, Durham Region presents other measures which could be used to calculate affordability, including CMHC's Gross Debt Service ratio which is 35% of income spent on mortgage, property taxes, and heat, or measuring income at the 50th percentile to reflect the mid-range for low and moderate incomes.

In the City's response to Durham Region's question about redefining "affordable housing", Council recommended that the Region maintain its definition of affordable housing to be consistent with the Provincial Policy Statement and other municipalities in the Greater Toronto and Hamilton Area, and for the purpose of monitoring and comparability.

Of the Durham lakeshore municipalities, Whitby, Oshawa and Clarington use the definition of "affordable housing" from the PPS in their official plans. Ajax does not define "affordable housing" in its official plan.

Increasingly, the term "attainable housing" is being used. There is no universally accepted definition of "attainable housing". However, it generally refers to non-subsidized, for-sale housing that is affordable to households with workforce incomes³⁸. This type of housing is meant to fill the gaps between government subsidized housing (community housing) and the free market, to provide for workers who make enough to be disqualified from government assistance, but not enough to afford what is available in the market.

6.2 Household Income Spent on Housing by Tenure

For the purpose of this report, affordable housing means annual housing costs (rent or mortgage payments) that do not exceed 30% of gross household income.

In 2015, 25.2% of all households in Pickering were spending more than 30% of their household income on shelter costs.³⁹ Similarly, this proportion of households was 25.1% in Durham Region. Of those households in Pickering, 22.2% of owner households were spending more than 30% of gross household income on shelter costs in 2015. Compared to Durham, 19.9% of owner households were spending more than 30% of gross household income on shelter costs in 2015 (see Figure 22).

The proportion of owner households spending more than 30% of their income on shelter costs in 2015 had not changed significantly from the proportions in 2010 for both the City of Pickering and the Region of Durham (Figure 21).

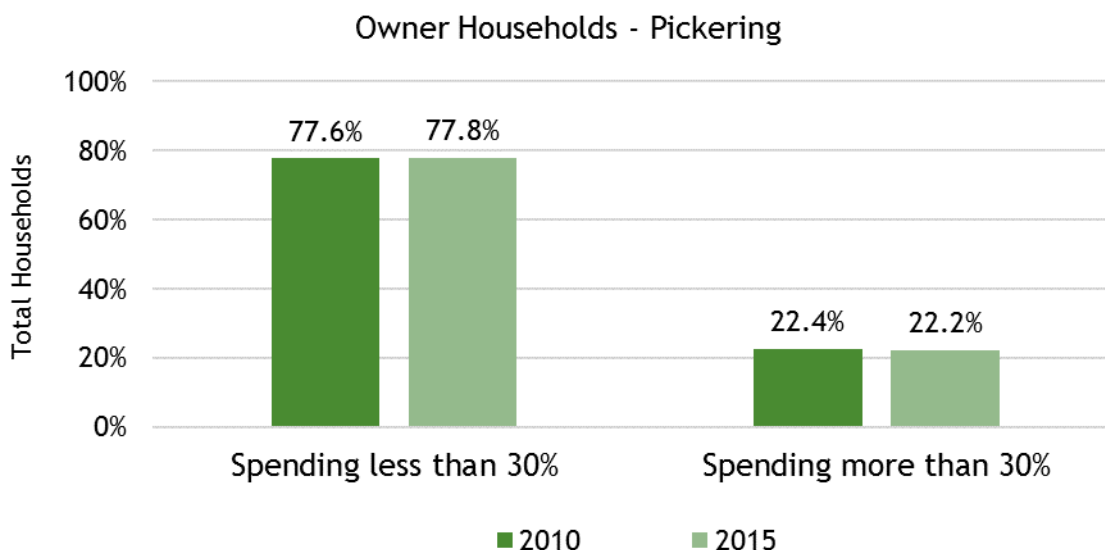
³⁸ "workforce incomes" generally refers to gainfully employed members of the workforce earning between generally 80 and 120% of median income. In some market areas the upper end of the range may be greater than 120%.

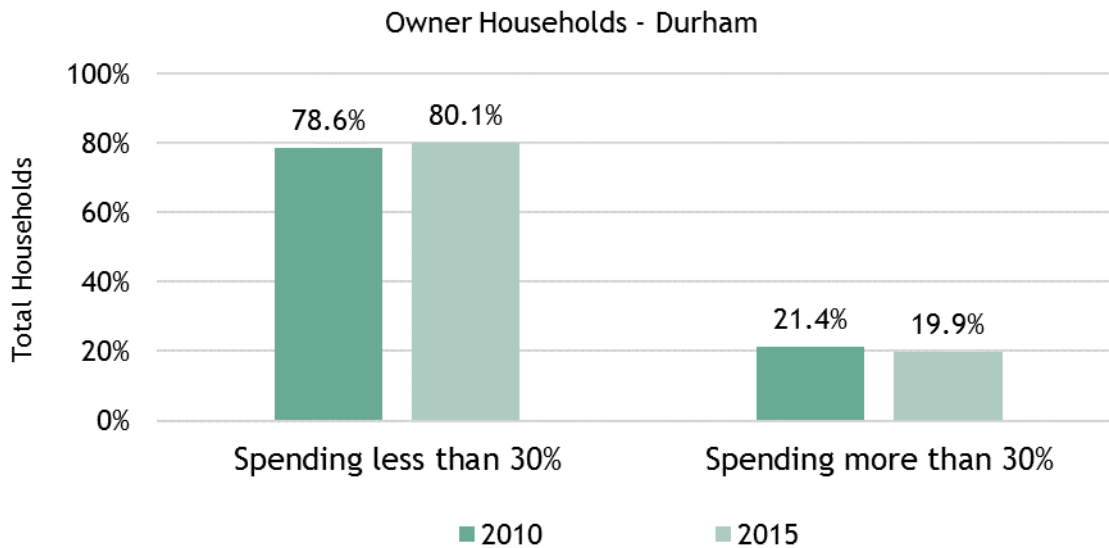
³⁹ Statistics Canada Census, 2016.

In Pickering, affordability is a greater concern for tenant households. In 2015, 45.8% of tenant households were spending more than 30% of household income on housing (see Figure 24). This is a significant increase from 36.7% in 2010. In Durham Region, 47.7% were spending more than 30% of gross household income on housing in 2015. An increasing share of tenant households spending more than 30% of household income on housing costs indicates a growing housing affordability issue in the rental housing market in Pickering.

Assessment of affordability challenges are influenced by different income levels or household types that have variations in the cost of necessities. However, based on the guideline of affordable housing, if the median Pickering household income in 2015 is \$99,708, annual spending of \$29,912 or less on housing costs would be considered affordable.

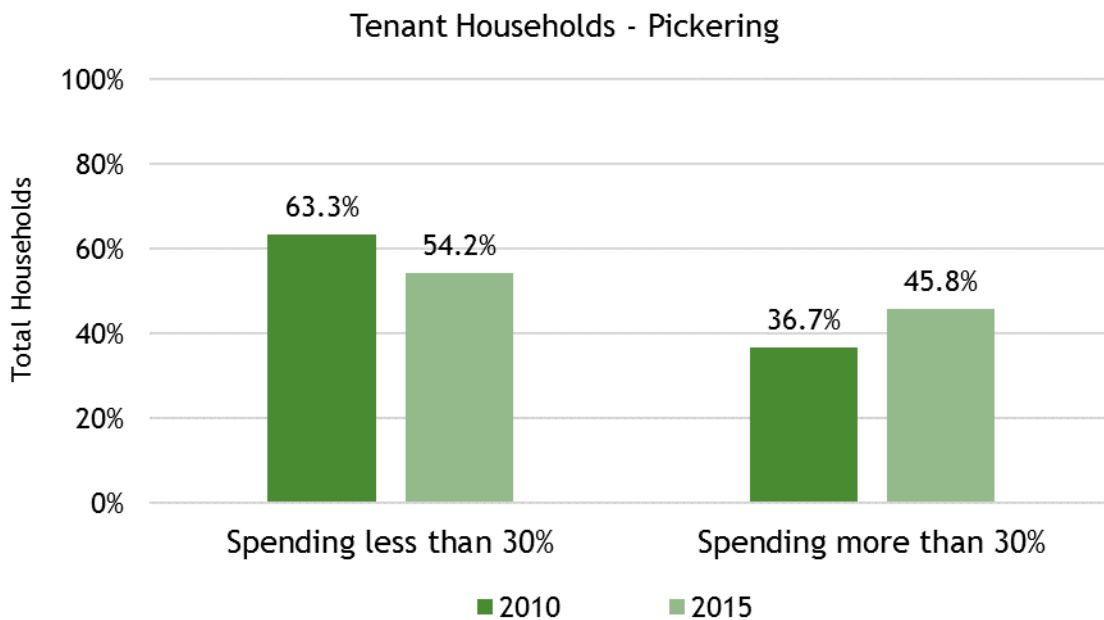
Figure 23: Percentage of Owner Households Spending on Housing – Pickering & Durham Region

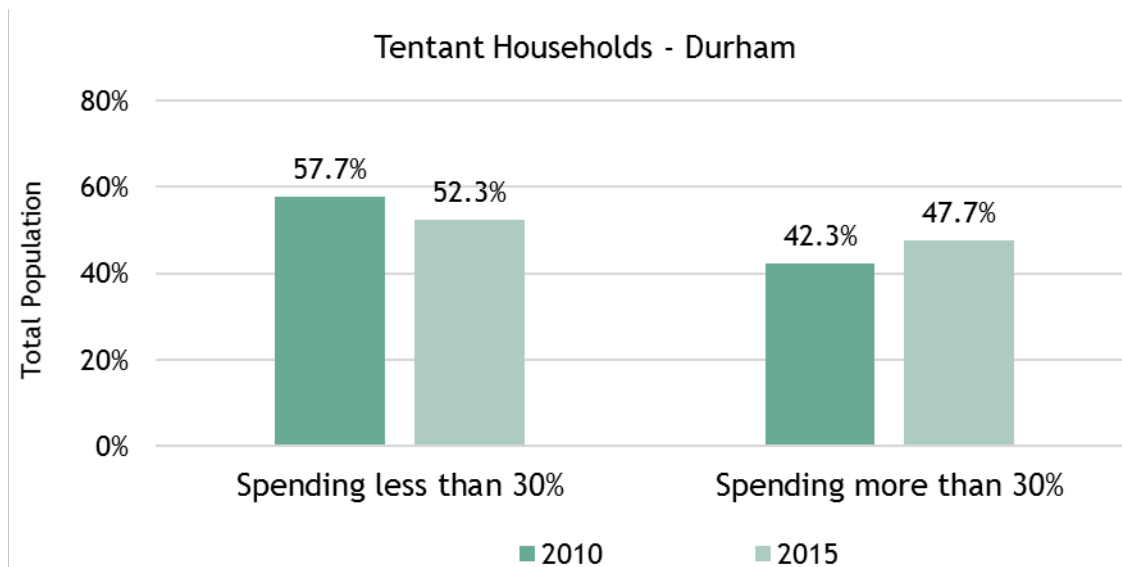




Source: Statistics Canada Census 2015.

Figure 24: Percentage of Tenant Households Spending on Housing – Pickering & Durham Region





Source: Statistics Canada Census 2015.

6.3 Core Housing Need

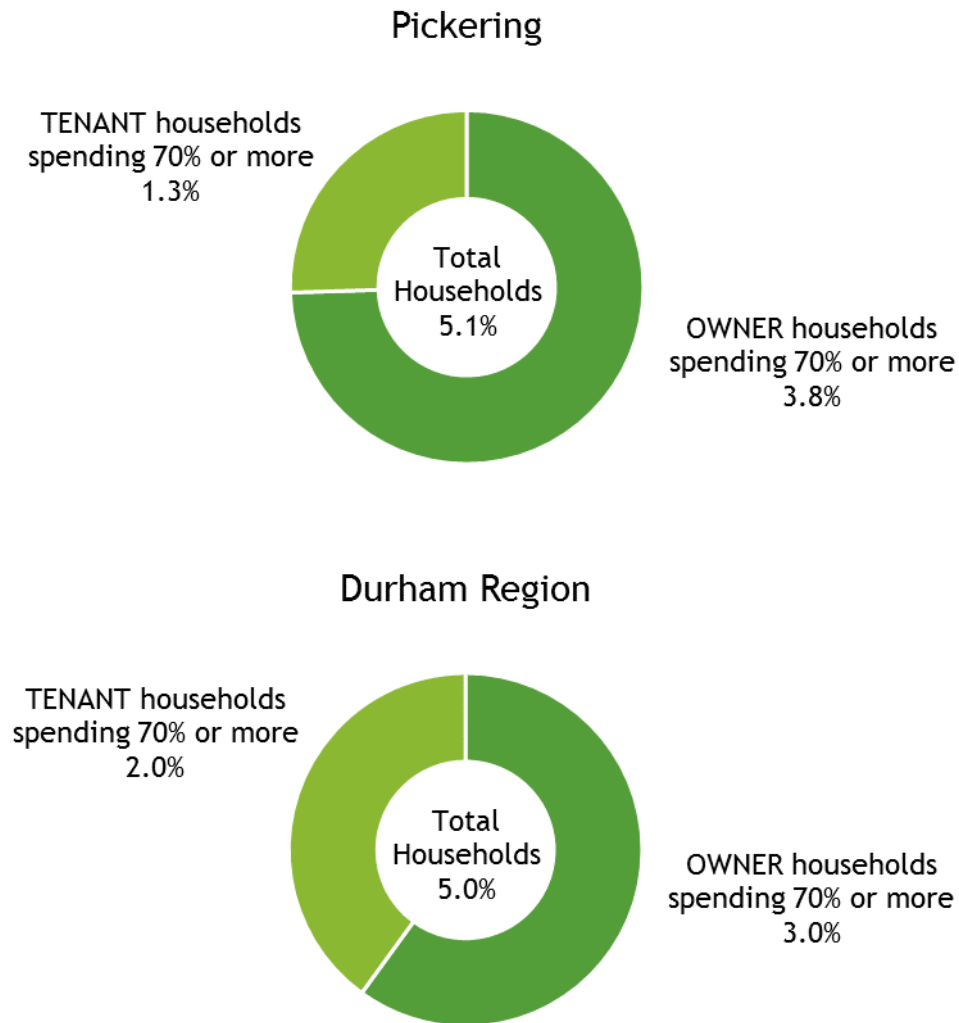
A household is considered in “Core Housing Need” if its housing does not meet one or more of the adequacy, suitability or affordability standards, and it would have to spend 30% or more of its before-tax income to access acceptable local housing.⁴⁰

Of all households in Pickering (30,919), 5.1% (1,608) were facing severe housing affordability issues (i.e., spending 70% or more of their gross household income on housing costs), compared with 5.0% in Durham Region in 2015. Of these households in Pickering experiencing severe affordability issues, three quarters of these households were owners of their homes and a quarter were renters (see Figure 25).

In 2015, 16.6% (5,133) of households led by lone parents in Pickering were spending 70% or more of their household income on housing costs.

⁴⁰ National Housing Strategy Glossary of Common Terms (2018), <https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/files/pdf/glossary/nhs-glossary-en.pdf?sv=2018-03-28&ss=b&srt=sco&sp=r&se=2021-05-07T03:55:04Z&st=2019-05-06T19:55:04Z&spr=https,http&sig=bFocHM6noLjK8rlhy11dy%2BkQJUBX%2BCDKzkjLHfhUIU0%3D>

Figure 25: Households spending 70% or more of household income on housing – Pickering & Durham Region



Source: Durham Region Profile, May 2020.

6.4 Rental Housing Affordability

Table 11 shows the top range of the 2015 Income Deciles for renters⁴¹, the associated maximum affordable monthly rent, and the average market rents (AMR) in the primary market in 2015 for Pickering. Incomes for tenant households were used in this analysis, since tenant households generally have lower incomes than owner households.

The average market rent in the primary market is not affordable to essentially all renter households in the low income deciles. A renter household would have to be at the upper end of the 3rd income decile to afford a bachelor-size unit.

Considering the average market rent in the primary market for all bedroom types of \$1,152, only renter households in the 5th income decile or higher can afford a unit. This means that a renter household in Pickering would have to be earning approximately \$46,000 to afford the average market rent for dwellings in the primary rental market. To afford a three-bedroom unit, a renter household would have to be earning approximately \$53,000.

Based on the data in, it is clear that in 2015 the greatest need for affordable rental housing across all types of units is in the low income deciles and the lowest moderate income decile (1st to 4th income deciles).

In 2015, anyone who was working full time and earning the minimum wage would not be able to afford any unit type in Pickering without having to spend much more than 30% of their gross income on housing costs.

⁴¹ Section 4.3.2 explains income deciles.

Table 11: Average Market Rents in the Primary Market Compared to Affordable Rents Based on Renter Income Deciles (Pickering, 2015)

2015 Income Deciles*		Renter Income*	Maximum Affordable Rent	Average Primary Market Rent 2015**				
				All Types	Bachelor	1 Bedroom	2 Bedroom	3 Bedroom
Low Income	Decile 1	\$17,787	\$445	N	N	N	N	N
	Decile 2	\$25,885	\$647	N	N	N	N	N
	Decile 3	\$34,529	\$863	N	\$806	N	N	N
Moderate Income	Decile 4	\$42,960	\$1074	N	Y	\$943	N	N
	Decile 5	\$53,036	\$1326	\$1,152	Y	Y	\$1,106	\$1,299
	Decile 6	\$63,100	\$1578	Y	Y	Y	Y	Y
High Income	Decile 7	\$76,588	\$1915	Y	Y	Y	Y	Y
	Decile 8	\$93,162	\$2329	Y	Y	Y	Y	Y
	Decile 9	\$118,206	\$2955	Y	Y	Y	Y	Y
Minimum Wage		\$23,400	\$585	N	N	N	N	N

* Source: RISWG custom order of Statistics Canada Census 2016.

** CMHC, Rental Market Report – Greater Toronto Area, Fall 2015

Y: Yes, can afford Average Market Rent

N: No, cannot afford Average Market Rent

The situation is even worse when considering the secondary market in Pickering in 2015. Table 12 below shows the top range of the 2015 Income Deciles for renters, the associated maximum affordable monthly rent and the average market rents (AMR) in the secondary market in 2015 for Pickering.

The average market rent in the secondary market is not affordable to all renter households in the low and moderate income deciles. The exception is that a one bedroom-size unit would be affordable to those in the 6th income decile group, the highest income earners in the moderate income group.

As in the primary market, anyone who was working full time and earning the minimum wage would not be able to afford any unit type in Pickering in the secondary market without having to spend much more than 30% of their gross income on housing costs.

Table 12: Average Market Rents in the Secondary Market Compared to Affordable Rents Based on Renter Income Deciles (Pickering, 2015)

2015 Income Deciles*		Renter Income*	Maximum Affordable Rent	Average Secondary Market Rent 2015**		
				All Types	1 Bedroom	2 Bedroom
Low Income	Decile 1	\$17,787	\$445	N	N	N
	Decile 2	\$25,885	\$647	N	N	N
	Decile 3	\$34,529	\$863	N	N	N
Moderate Income	Decile 4	\$42,960	\$1074	N	N	N
	Decile 5	\$53,036	\$1326	N	N	N
	Decile 6	\$63,100	\$1578	N	\$1,450	N
High Income	Decile 7	\$76,588	\$1915	\$1,586	Y	\$1,700
	Decile 8	\$93,162	\$2329	Y	Y	Y
	Decile 9	\$118,206	\$2955	Y	Y	Y
Minimum Wage		\$23,400	\$585	N	N	N

* Source: RISWG custom order of Statistics Canada Census 2016.

** Toronto Real Estate Board, Rental Report Q4, 2015

Y: Yes, can afford Average Market Rent

N: No, cannot afford Average Market Rent

6.5 Ownership Housing Affordability

Table 13, below, shows the top range of the estimated 2019 household income deciles as well as the house price that each decile can afford, based on spending 30% of income on housing costs and a 5% down payment. It's clear from Table 13 that only households with incomes in the 9th decile or higher can afford the average resale (all types) and detached house price in Pickering. Households with incomes in the 8th and 9th deciles can afford semi-detached and townhouse resale house prices. Households with incomes in the 5th decile and above can afford a resale condominium apartment. This data shows that the average house price in Pickering in 2019 was only affordable to the highest earners of the high income decile group. In addition, the data shows that only some moderate income earners would be able to afford a resale condominium in Pickering in 2019.

Table 13: Average Resale House Prices (Pickering) Compared to Affordable House Prices Based on Estimated 2019 Household Income Deciles (Pickering)

2019 Income Deciles*		Household Income*	Maximum Affordable House Price*	Average Resale House Prices (December 2019)**				
				All Types	Single Detached	Semi-Detached	Row/Townhouse	Condo Apartment
				\$699,087	\$822,866	\$602,000	\$633,817	\$402,600
Low Income	Decile 1	\$36,093	\$135,051	N	N	N	N	N
	Decile 2	\$54,934	\$205,547	N	N	N	N	N
	Decile 3	\$73,402	\$274,652	N	N	N	N	N
Moderate Income	Decile 4	\$90,141	\$337,284	N	N	N	N	N
	Decile 5	\$107,629	\$402,721	N	N	N	N	\$402,600
	Decile 6	\$126,606	\$473,726	N	N	N	N	Y
High Income	Decile 7	\$149,294	\$558,619	N	N	N	N	Y
	Decile 8	\$180,244	\$674,427	N	N	\$602,000	\$633,817	Y
	Decile 9	\$231,851	\$867,527	\$699,087	\$822,866	Y	Y	Y

* Source: Region of Durham Data, 2021.

**Source: TREB, Market Watch, December 2019

Y: Yes, can afford Average Market Rent

N: No, cannot afford Average Market Rent

6.6 Key Findings: Housing Affordability

- In 2015, 25.2% of all households in Pickering were facing housing affordability issues (i.e., spending more than 30% of household income on housing costs).
- Based on tenure, 22.2% of homeowners were facing affordability challenges, whereas a significantly larger proportion of renters (45.8%) experienced the same affordability issue.

- An increasing share of tenant households spending more than 30% of household income on housing costs indicates a growing housing affordability issue in the rental housing market (comparing 2010 to 2015).
- The proportion of owner households spending more than 30% of their income on shelter costs in 2015 (22.2%) has not changed significantly from the proportion in 2010 (22.4%).
- 5.1% of all households experienced severe housing affordability due to spending more than 70% of household income on housing costs.
- Of the households in Pickering experiencing severe affordability issues, three quarters of these households were homeowners and a quarter were renters.
- Average market rents for purpose-built rental units in 2015 were not affordable to renter households with incomes within the 1st to 4th income deciles (low and moderate income earners). Only renters with incomes within the 5th income decile or higher would be able to afford the average market rent (all apartment types) without having to spend more than 30% of their income on rent.
- Only high income earners would be able to afford the average market rent (all apartment types) in the secondary market in Pickering in 2015 without having to spend more than 30% of their income on rent.
- In 2015, anyone who is working full time and earning the minimum wage would not be able to afford any unit type in Pickering, in either the primary or secondary rental market, without having to spend much more than 30% of their gross income on housing costs.
- The average house price in Pickering in 2019 was only affordable to the highest income earners of the high income decile group.
- In 2019, some moderate income earners would be able to afford a resale condominium in Pickering, which would generally be suitable for a one or two-person household.
- Average rents and housing prices are increasing and becoming less affordable to households with low and moderate income.

7.0 Key Housing Gaps in Pickering

This section summarizes the key housing gaps identified in the previous sections.

Gap 1:

There is lack of housing options that are affordable to households with low and moderate incomes. These options should include family (3+ person) sized options, one and two-person sized household options, and housing to facilitate aging in place.

Based on the number of households in Pickering facing housing affordability issues and severe housing affordability issues, there is a demonstrated need for more housing options which are affordable to households with low and moderate incomes in both the home ownership and rental markets. This is also supported by the large number of households on the centralized wait list for subsidized housing (DASH) as well as the long wait times.

The number of smaller households has increased the most from 2006 to 2016, and the population of older adults (aged 55 years and older) is anticipated to grow and represent the greatest share of the total projected population in 2032 (43%). However, options to accommodate a variety of family-sized households is still important, given that more than half of the share of all households in Pickering consist of three or more people (this may include couples with children, multiple households, or multi-generational households).

For example, a two-bedroom unit in the primary rental market would only be affordable to renter households with incomes in the 5th income decile and a two-bedroom rented condominium unit would only be affordable to renter households with incomes in the 7th income decile. As such, any new affordable purpose-built rental units should include a range of unit sizes for families, couples and persons living alone, and a portion should be appropriate for an aging population.

Need for housing options for:

- Low and moderate income earners
- Rental and ownership
- Range of unit sizes
- Accessible units

Gap 2:

There is an insufficient supply of primary rental units in Pickering.

The low rental vacancy rate and the very limited supply of units in the primary rental market demonstrate a need for increasing the supply as well as the protection of these units. Rental housing provides more flexibility, requires less maintenance, and is generally more affordable for households with low and moderate incomes as compared to ownership housing. Renting a home can be the better option for young adults just starting their careers, people working in lower paying occupations, people living alone or with roommates, or for seniors who wish to downsize. It is important to encourage the development of primary rental units as these are more stable compared to rental units in the secondary rental market. In addition, consideration should be made for accessible units given the expected increase in the seniors population in the future.

Need for:

- Primary rental market units of all sizes
- Protection of units in the primary rental market
- Accessible units in the primary rental market

Gap 3:

There is an insufficient supply of ownership housing options that are affordable to households with moderate incomes and that are appropriate for larger households, as well as seniors wishing to downsize and remain in Pickering.

Only the highest income earner category of the high income decile group were able to afford the average house price in Pickering in 2019. Although some moderate income earners would be able to afford a resale condominium in Pickering, these dwellings are generally one and two bedroom units and are more suitable for one or two-person households. Three quarters of the households experiencing severe housing affordability issues were homeowners. As such the City may want to focus efforts on encouraging the development of ownership options that are affordable to larger households, including families with children. While smaller households are increasing at a much faster rate, the majority of households in Pickering continue to be larger households.

Need for:

- Home ownership housing options for moderate income earners
- Range of unit sizes
- Accessible units

Gap 4:

There are policy gaps related to housing in the City's Official Plan that are the result of new or recent changes to provincial legislation.

The Province of Ontario has completed several significant policy initiatives that have an impact on facilitating the provision and/or protection of affordable housing. They include: the adoption of the *Promoting Affordable Housing Act, 2016*; the adoption of the *More Homes More Choices Act, 2019*; the 2019 update to A Place to Grow, Growth Plan for the Greater Golden Horseshoe; the 2020 update to the Provincial Policy Statement; and the adoption of the *COVID-19 Economic Recovery Act, 2020*. The City has an opportunity to address these policy gaps through the Housing Strategy and Action Plan.

8.0 Conclusion

Pickering is one of the slower growing municipalities within Durham Region and at a rate of almost one third that of the Region. While the City is experiencing a shift to smaller households, the majority of households have three or more members. It's also important to note that the population of Pickering is aging, and that by 2032 the seniors population is anticipated to grow to almost half of the total population.

The current housing stock is not fully addressing the needs of City residents. The current housing stock has seen a shift to more apartments and townhouses, leading to greater diversity in the supply of dwelling type. While apartment and townhouse dwellings are generally more affordable, they may not be suitable for the larger household sizes of three or more persons. In addition, they may not be suitable for an aging population that will likely have increasing accessibility needs.

There is also a limited supply of affordable housing, particularly for households with low incomes, and a very limited supply of purpose-built rental housing, especially one and two bedroom units. Currently, the secondary rental market appears to be accommodating the demand for one and two bedroom rental units. However, these units would not be suitable for the larger household sizes consisting of families with children. In addition, the secondary rental market is generally not as stable as the primary rental market, since it is easier for landlords to remove these units from the market.

Affordable homeownership is severely lacking in the City of Pickering. This is evidenced by the fact that only the highest income earners are able to afford a resale home of any type within the City.

The aging population also suggests a need for more accessible housing options and an examination of the availability of support services, either as part of, or in close proximity to, this type of accommodation.

The recent introduction and/or amendments to provincial policy and legislation related to housing has created opportunities for the City to amend its Official Plan, and to provide stronger policy direction to facilitate the provision of more lifecycle housing options, including affordable and accessible units.

Phase 2 of the Study will examine the tools and incentives that the City can use to encourage and support the development of appropriate housing to fill the gaps identified in this report, including affordable rental and ownership housing, and housing which is suitable for both small and large household sizes.

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