



THE REGIONAL MUNICIPALITY OF NIAGARA
COMMITTEE OF THE WHOLE
AGENDA

COTW 7-2019

Thursday, September 5, 2019

6:30 p.m.

Council Chamber

Niagara Region Headquarters, Campbell West

1815 Sir Isaac Brock Way, Thorold, ON

	Pages
1. <u>CALL TO ORDER</u>	
2. <u>DISCLOSURES OF PECUNIARY INTEREST</u>	
3. <u>PRESENTATIONS</u>	
3.1 <u>Update on Core Housing Need – Regional Affordable Housing Strategy</u> Canadian Centre for Economic Analysis (CANCEA)	2 - 12
4. <u>DELEGATIONS</u>	
5. <u>ITEMS FOR CONSIDERATION</u>	
5.1 <u>PDS 34-2019</u> Grants and Incentives Review	13 - 31
A presentation will precede the consideration of this report.	
6. <u>CONSENT ITEMS FOR INFORMATION</u> None.	
7. <u>OTHER BUSINESS</u>	
8. <u>NEXT MEETING</u> The next meeting is scheduled for Thursday, October 3, 2019 at 6:30 p.m. in the Council Chamber.	
9. <u>ADJOURNMENT</u>	

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Update on Core Housing Need – Regional Affordable Housing Strategy

September 5th, 2019

**CANADIAN CENTRE FOR
ECONOMIC ANALYSIS**

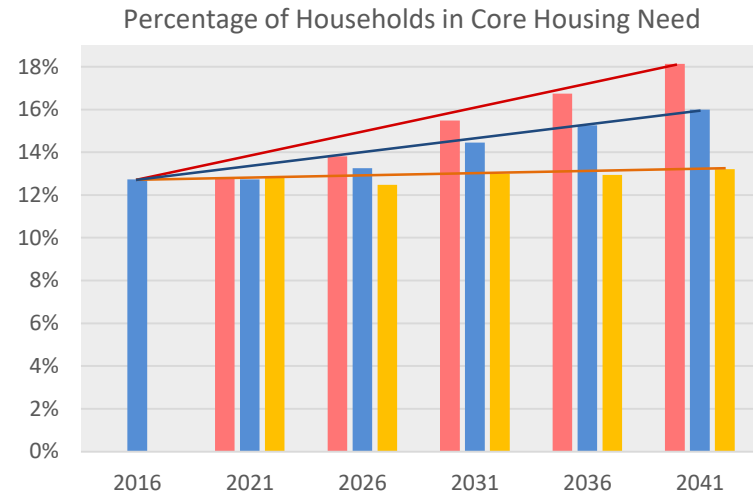
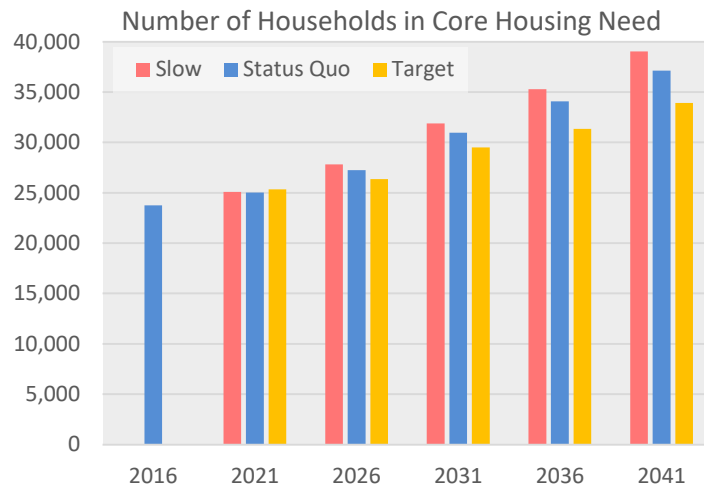
Forward looking scenarios

- Examine the consequences of different housing development policy scenarios
- Scenarios
 - **Status quo** maintains the average of the last 5 years
 - **Slow growth** is 2 standard deviations below the average of the past 5 years (but no lower than half the average)
 - **Target growth** is the total number by local municipality based on the MCR 'strategic growth'. Based on these numbers, the Niagara Region split of builds is:
 - 30% singles,
 - 40% mid-density (of which 25% semi-detached, 75% row), and
 - 30% apartments
 - In local municipalities, construction is biased towards recent trends with higher density buildings in the cities and lower density buildings in rural regions.

Core Need Definition

- A household is in core need when at least one of the following is true:
 - The household is spending more than 30% of its income on shelter
 - The dwelling has an insufficient number of bedrooms for the number of people in the households
 - The dwelling is in need of major repairs
- **And**, there are no alternative affordable dwellings available to the household
- In the Niagara region, core need is primarily driven by the affordability test

Results: Households in Core Need

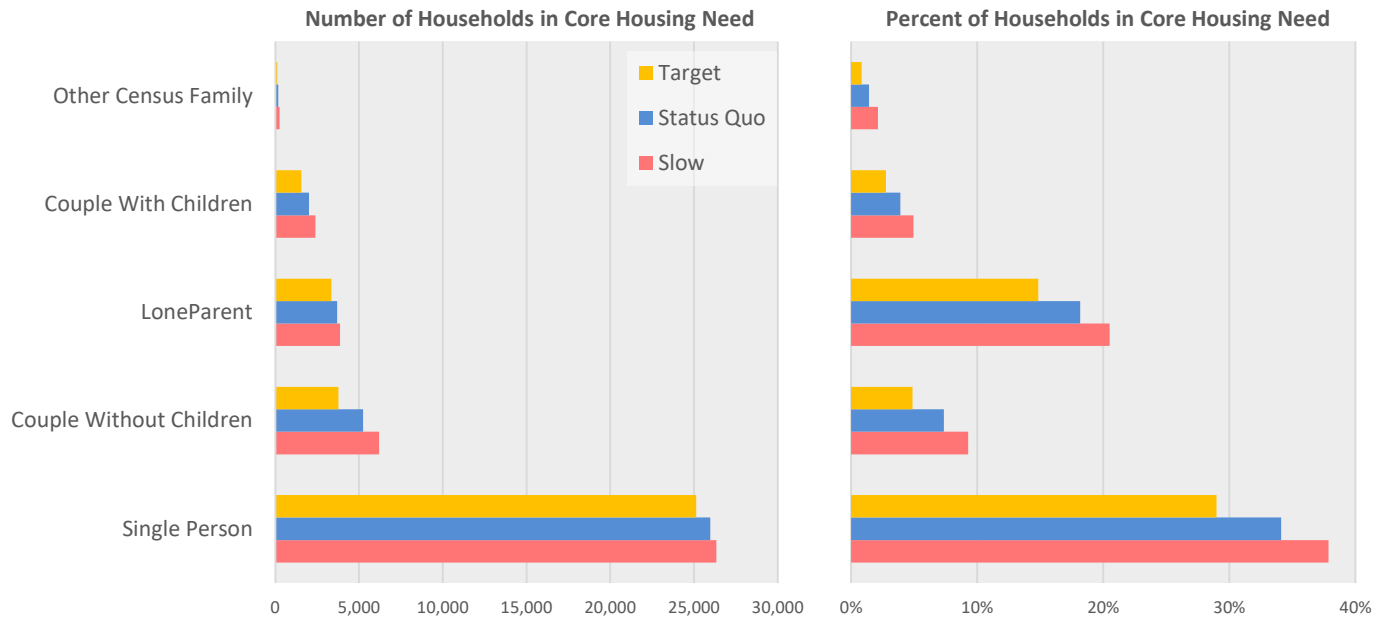


- Shelter costs are assumed to rise in proportion to difference between demand and available housing
- Lower income households have a higher likelihood of not finding housing, and/or moving into core housing need
- Core housing need in Niagara Region is projected to increase to 16% by 2041 under the status quo scenario and to over 18% in the slow growth scenario

Results: Households in Core Need by 2041

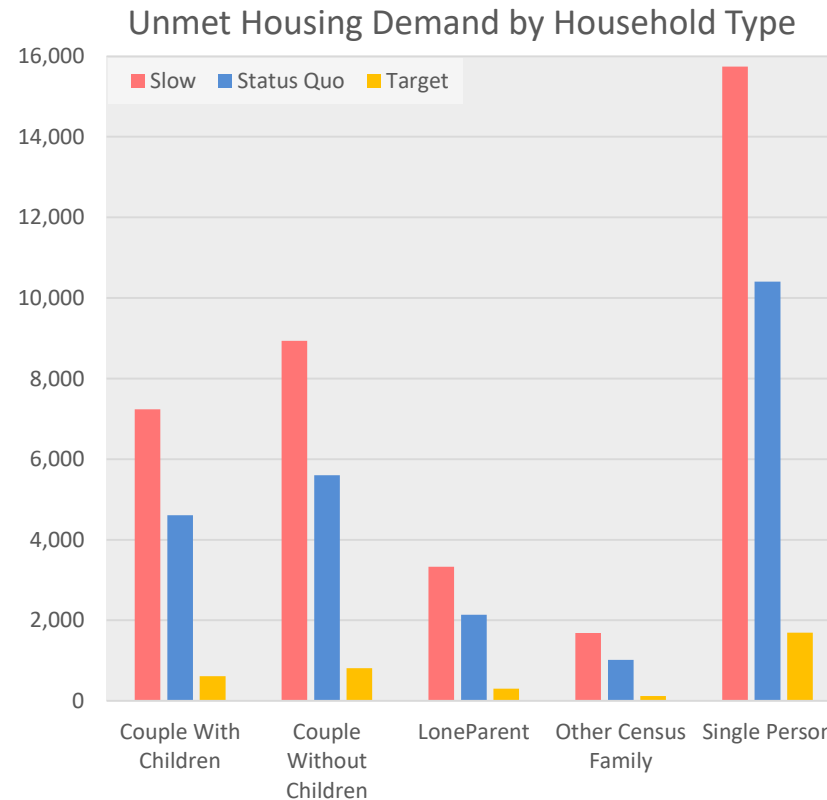
	Current		Target		Status Quo		Slow	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Port Colborne	1,336	18%	1,721	19%	1,826	23%	1,899	24%
Welland	3,540	16%	4,999	18%	5,278	21%	5,523	23%
St. Catharines	8,665	16%	10,788	15%	12,003	19%	12,296	21%
Fort Erie	1,809	14%	2,944	16%	3,345	21%	3,473	24%
Niagara Falls	5,135	14%	7,337	14%	7,840	16%	8,233	19%
Niagara Region	23,747	13%	33,915	13%	37,117	16%	39,047	18%
Thorold	945	12%	1,916	16%	1,997	18%	2,048	20%
Grimsby	727	6%	847	5%	803	5%	1,055	7%
Niagara-on-the-Lake	413	6%	979	9%	986	9%	1,184	12%
Wainfleet	139	5%	224	7%	201	7%	227	8%
Pelham	372	5%	669	6%	776	8%	980	11%
Lincoln	433	4%	844	6%	1,123	9%	1,183	11%
West Lincoln	233	4%	647	5%	939	10%	946	12%

Results: Household Types in 2041



- Single-person households will continue to be the main type of households in core housing need in Niagara Region
- Compared to target growth, core housing need in the slow growth scenario is:
 - 91% higher for couples without children
 - 80% higher for couples with children
 - 38% higher for lone parents

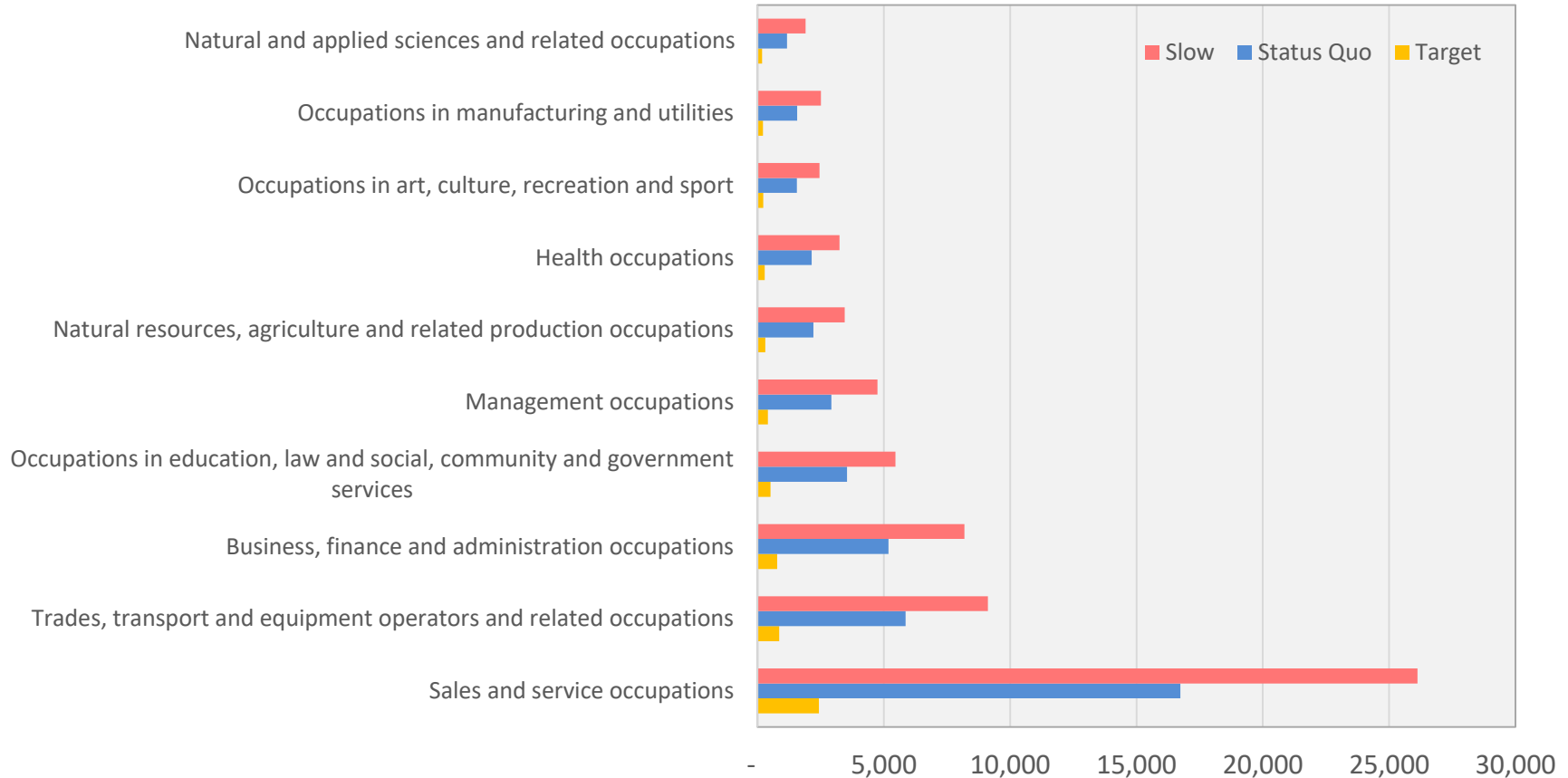
Unmet Demand: Households



- Under slow growth, 37,000 households could be unable to find housing in Niagara Region
 - 43% are single-person households, 44% are couples with or without children

Unmet Demand: Occupations

Unmet Housing Demand by Type of Occupation

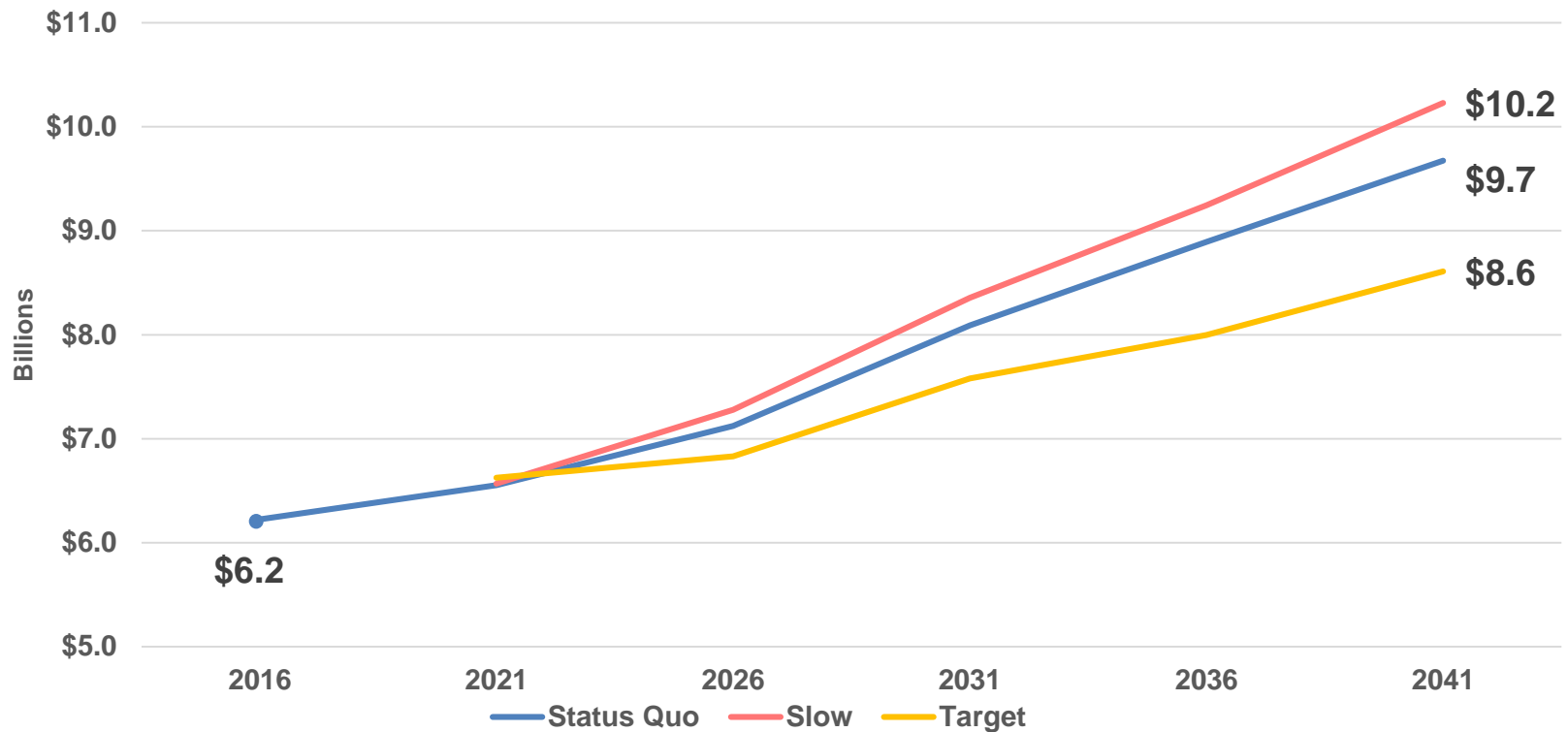


- Under slow and status quo growth, a disproportionate number of people in lower-income occupations could be unable to find housing in Niagara Region

Conclusions

- The risks of continuing on the current trajectory include:
 - An increase in core housing need
 - Increasing difficulty for those employed in sales and services occupations to find housing, which can negatively impact Niagara Region's tourism industry that depends on this labour
 - Fewer households, including families and single young people, choosing to live in the Region and affecting the community's diversification

INVESTMENT REQUIRED TO ELIMINATE 23,747 UNITS IN CORE HOUSING NEED



In the “status quo” growth scenario -
Investment required is **\$6.2 B** in 2016 to **\$9.7 B** in 2041

INVESTMENT IN CORE HOUSING NEED

- Status Quo - \$6.2 billion investment (excludes cost of land which varies by municipality)
- Represents 10.6% assessment growth in additional to status quo assessment growth of 1.6%
- 1% of the investment would require a 17% increase in the Region's tax levy

NIAGARA REGION INCENTIVES

COMMITTEE OF THE WHOLE
SEPTEMBER 5, 2019

EXISTING REGIONAL INCENTIVES

Most Regional incentive programs are legacy in nature
(began in 2002)

Put in place at a time when the Regional growth rate was
very low in order to attract investment and jobs

Region growth rate (population/jobs) has quadrupled from
2011 to 2016

Because the methodology was designed for a low growth
environment they now have become unsustainable

As such, we need to refocus programs to support current
needs

REFOCUS ON THE FUTURE

Current and future areas of need:



Affordable/Rental Housing



Brownfield Remediation



Employment Growth in key sectors

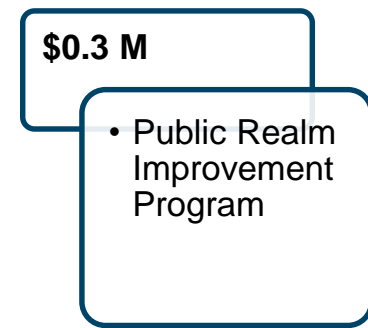
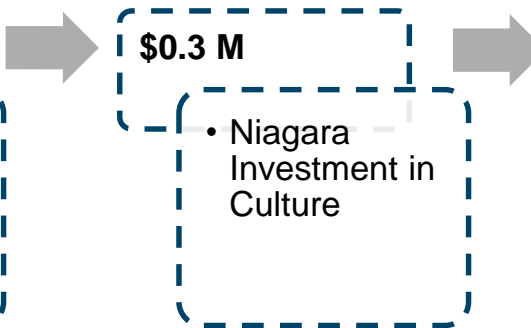
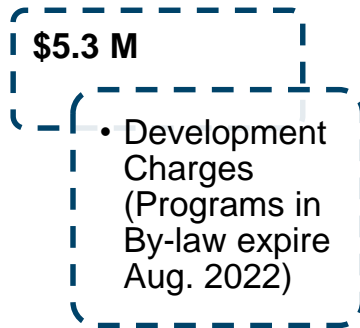


Quality of Life/Public Realm

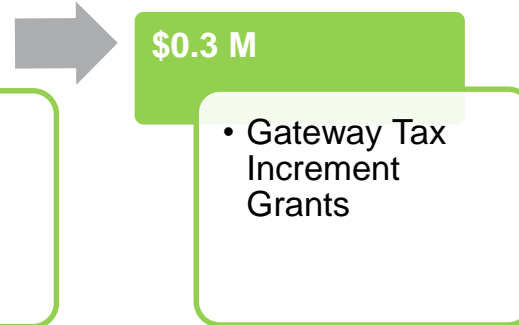
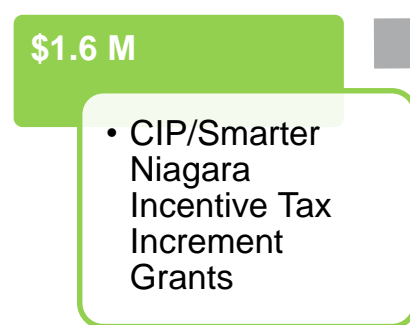
EXISTING REGIONAL INCENTIVES

2019 Budget = \$7.8M

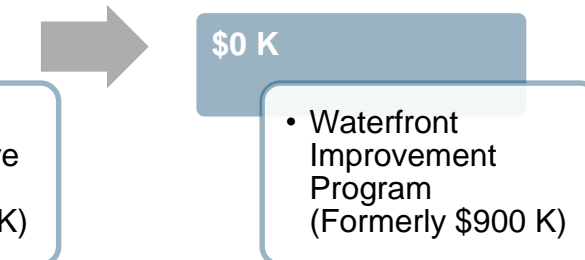
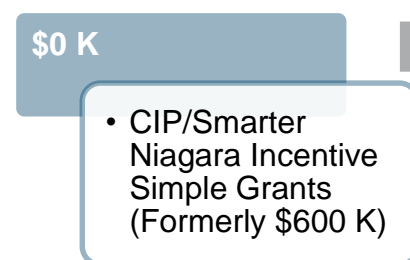
Base funding to commit annually
\$ 5.9 M



Base funding committed for multi-year agreements
\$1.9 M



No Base Funding
\$0



— LAM Matching

EXISTING ANNUAL REQUIREMENTS

Development Charges

Discretionary programs “locked in” under the Regional DC By-Law – not best practice

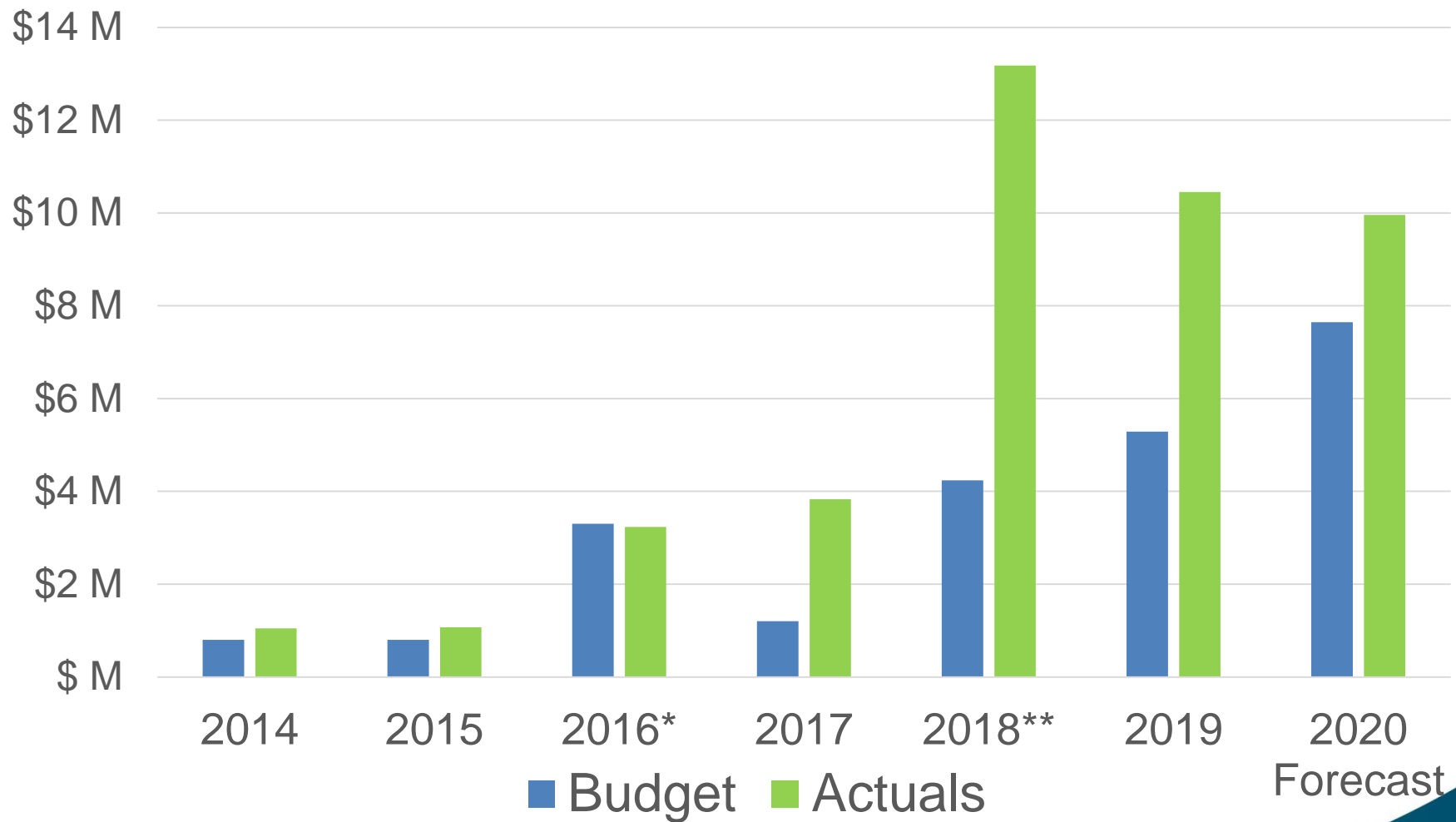
By-law expires August 2022
(potentially sooner due to Bill 108)

2019 DC rebate budget = \$5.3 M
Inadequate budget to meet demands of by-law programs

Includes rebates for: rate transition, hotel, agricultural, brownfield, industrial, non-profit, Smart Growth, Board of Education, Niagara Regional Housing, parking garage, place of worship, institutional, Gateway CIP

DEVELOPMENT CHARGE REBATES

Budget vs. Actuals

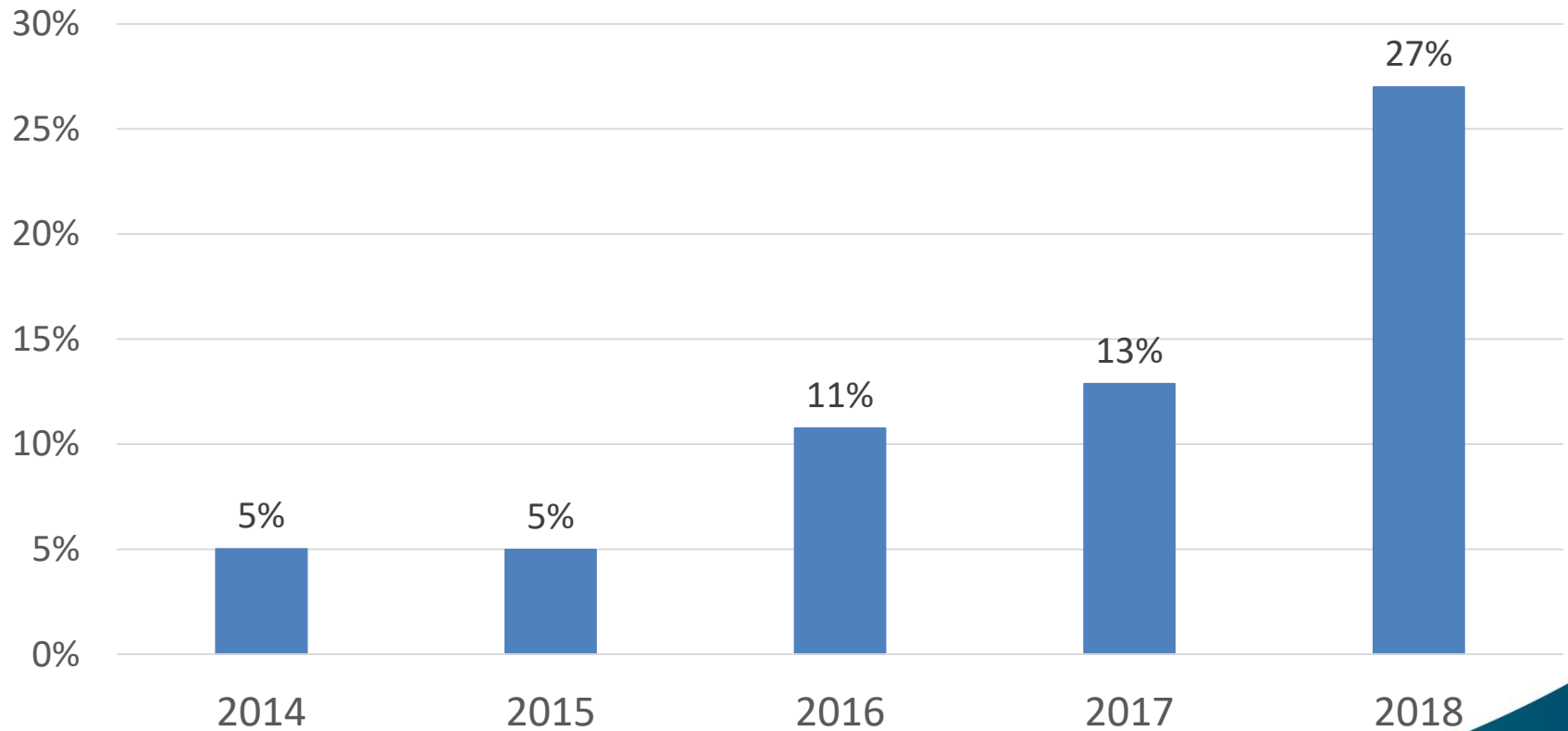


* One-time funding of \$2.5M for GE/INNIO project

**One-time draw from reserve of \$2.5M

DEVELOPMENT CHARGE **REBATES**

As a percentage of
Development Charge
Revenues



EXISTING MULTI-YEAR

COMMITMENTS Tax Increment Grants

Refund of taxes on assessment growth directly related to development, usually 5 to 10 years

\$46.5 M commitment from 2020 to 2030
\$1.873 M for 2019

In Year 1 of grant, funding is provided from assessment growth and becomes base budget for remainder of grant

Continual increase in commitment through to 2022

As commitments expire growth funding can be repurposed

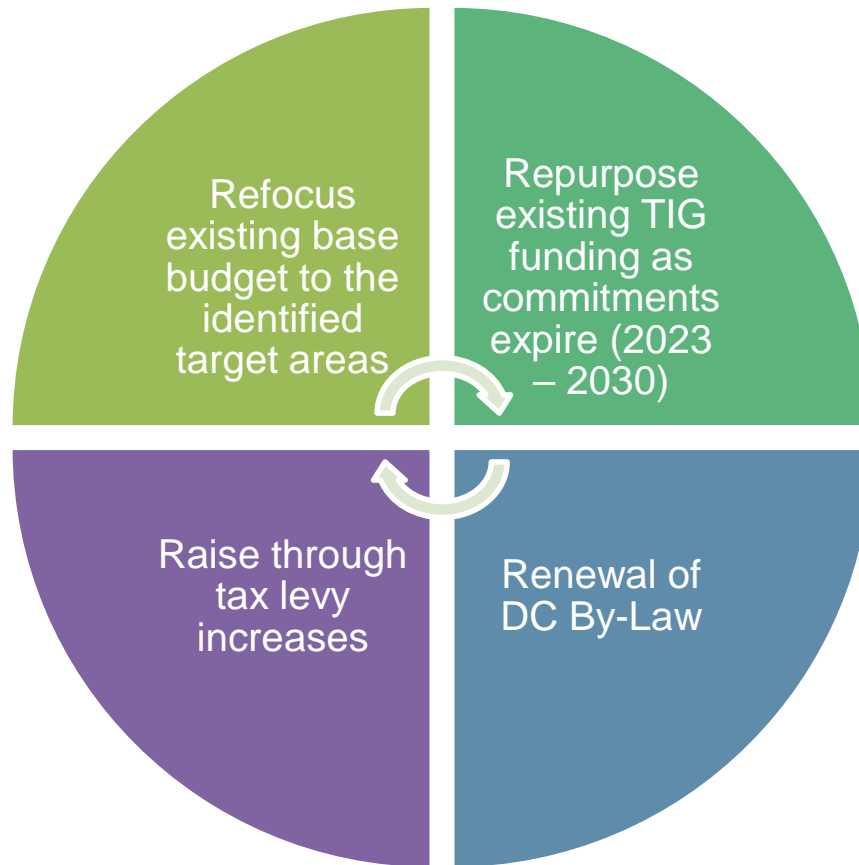
TAX INCREMENT GRANTS

Commitments

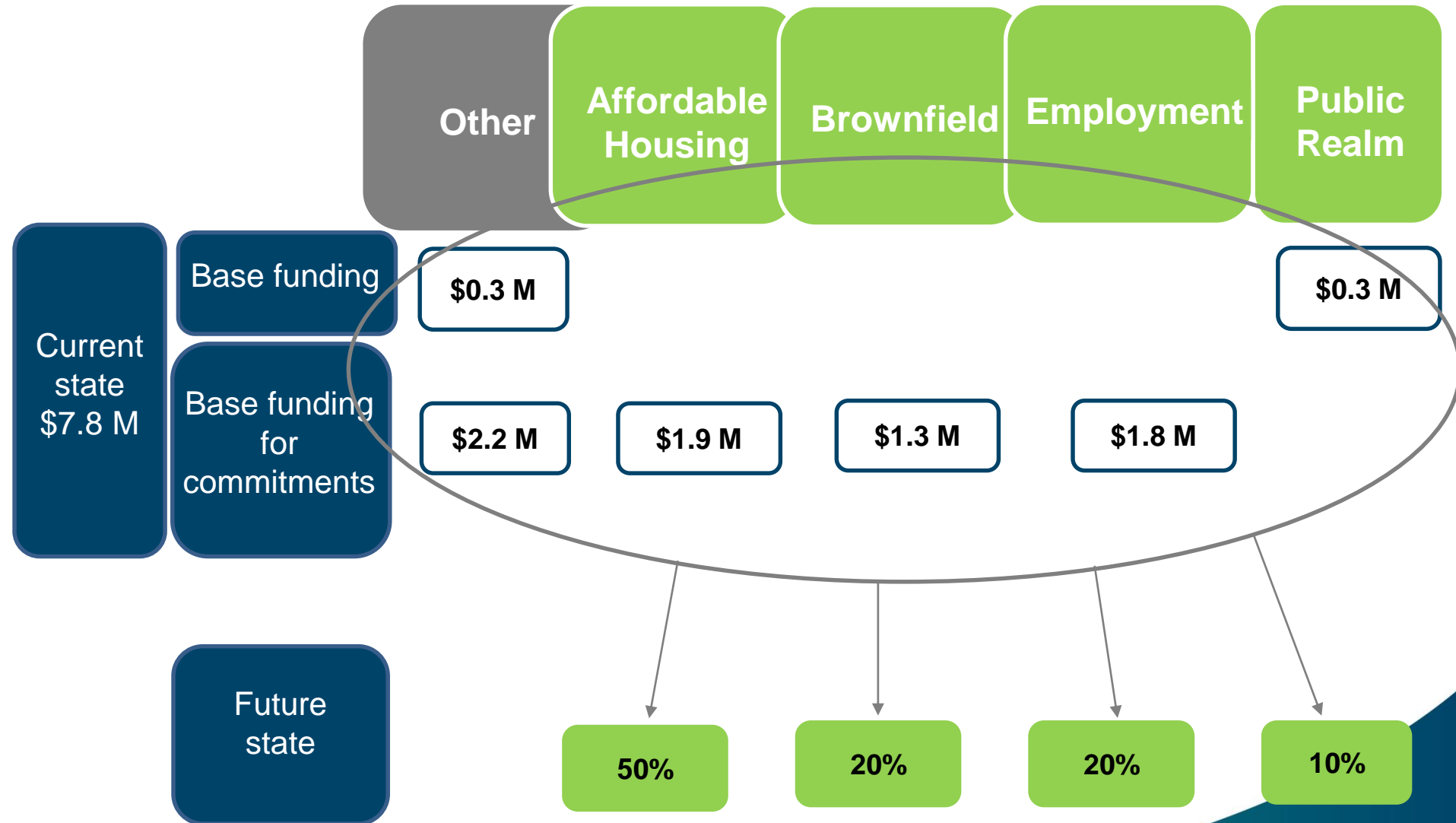


REALIZING THE NEW STRATEGY

How do we establish funding to support the new strategy?



TRANSITION = REFOCUS EXISTING BASE BUDGET



NEXT STEPS

- Council direction to develop programs in these target areas
- BRCOTW to approve funding recommendations
 - Niagara Investment In Culture funding repurposed to new strategy
 - Do not reinvest in Waterfront Improvement and Smarter Niagara Incentive Grants (no current base funding)
- Information on new programs will be shared with stakeholders
- Implementation in 2020

Questions?



Subject: Grants and Incentives Review

Report to: Committee of the Whole

Report date: Thursday, September 5, 2019

Recommendations

1. That staff **BE DIRECTED** to develop incentive programs under the categories:
 - affordable/rental housing
 - brownfield remediation
 - employment growth in key sectors
 - quality of life/public realm;
2. That recommendations to repurpose Niagara Investment in Culture funding to the incentive program categories above and to not reinvest in Waterfront Improvement and Smarter Niagara Incentive Simple Grants **BE REFERRED** to the 2020 budget process;
3. That staff **BE DIRECTED** to not approve or partner with any new CIPs or incentive programs until such time as Regional Council approves incentive programs under the categories above;
4. That staff **BE DIRECTED** to advise Local Area Municipalities on the direction of the incentive programs prior to bringing recommendations back to Regional Council; and
5. That this report **BE CIRCULATED** to Local Area Municipalities.

Key Facts

- The purpose of this report is to provide information on the 19 Regional grants and incentive programs currently under review (Appendix 1), and to obtain Council direction to develop new incentive programs.
- Niagara Region offers a range of grant and incentive programs administered by Planning and Development Services, Finance, and Economic Development which serve a sizable and diverse number of stakeholders.
- Most Regional incentives involve matching funding with applicants, who in the majority of programs are Local Area Municipalities.
- There have been continual and significant increases in the number of programs, partners, and requests for Regional funding since the establishment of the first incentives in 2002. The programs under review were created at different times,

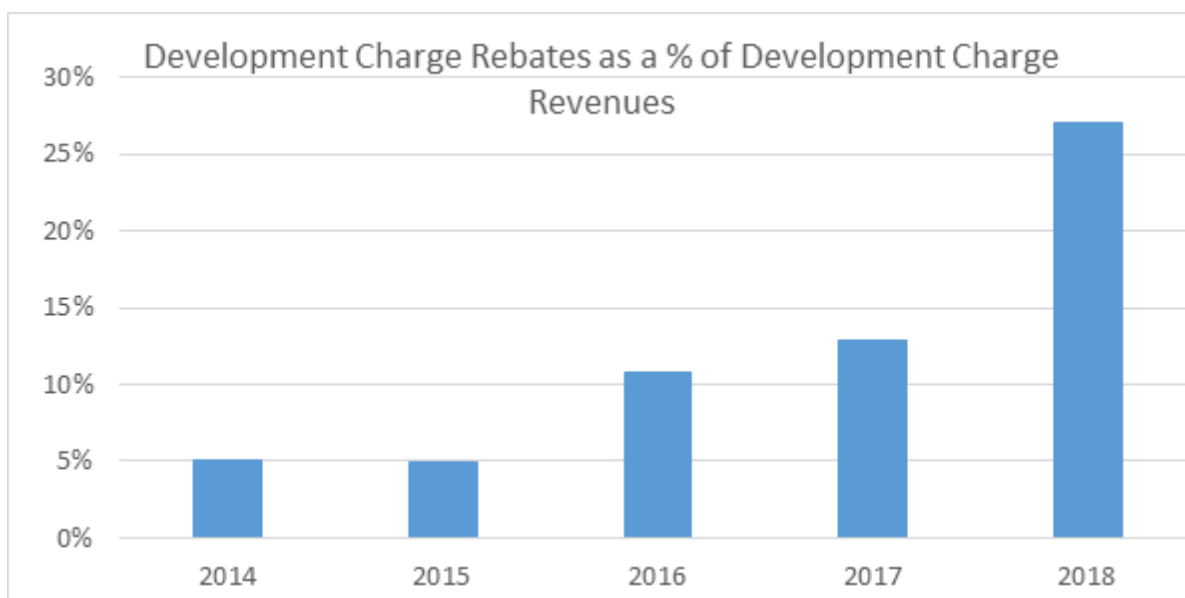
under different economic and regulatory environments. Their objectives, resourcing and parameters still largely reflect needs and contexts at the time of their creation.

- The current review is the first comprehensive examination of Regional incentive programs. The purpose of the review is to ensure that Regional incentive programs align with Regional Council priorities and are clear, current, accountable and effective.
- Key steps in the Regional incentive review to date include process and value-for-money audits of incentives, stakeholder engagement, and development of incentive options including the recommendation provided here by a Regional interdepartmental Working Group.

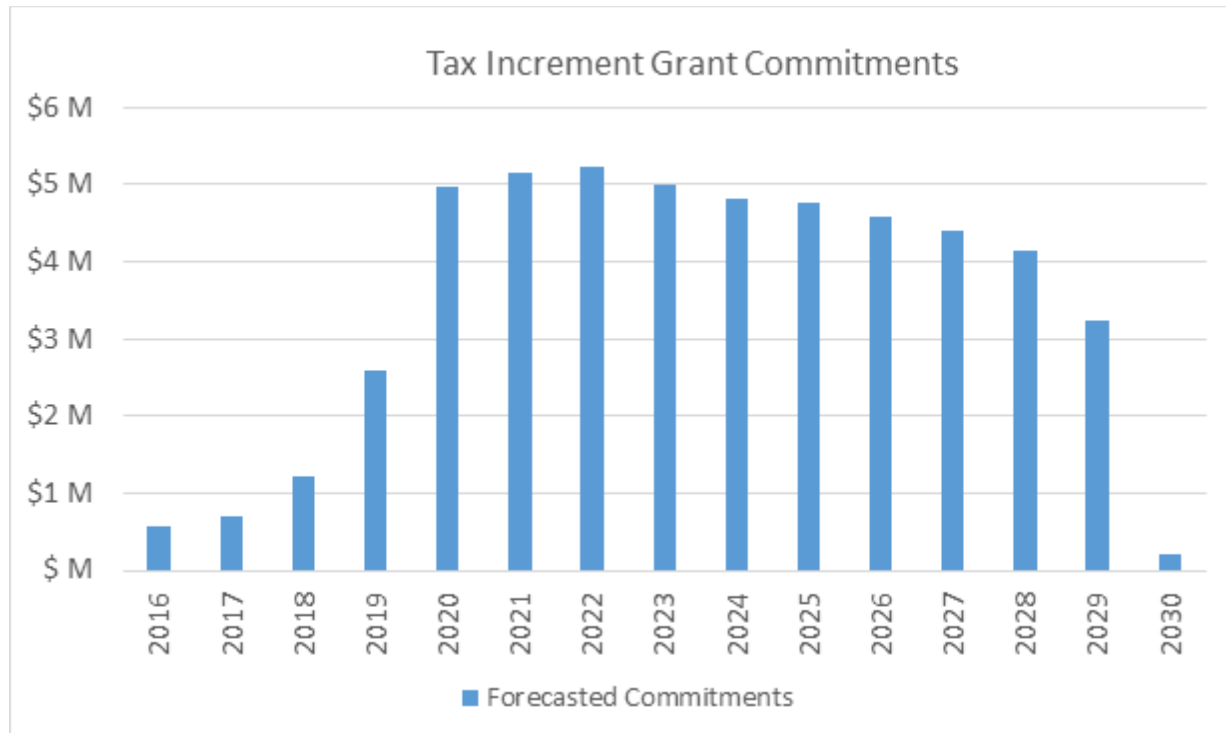
Financial Considerations

The budget for existing Regional incentives currently under review is \$7.8 million for 2019. It funds the following programs: development charge rebates (\$5.3M), Niagara Investment in Culture (\$0.3M), Public Realm Investment Program (\$0.3M), Smarter Niagara Incentive Program tax increment grants (\$1.6M) and Gateway CIP tax increment grants (\$0.3M)

The Public Realm and Investment in Culture programs have base funding which can be committed each year. Development Charges (DCs) are also committed each year, but the discretionary programs are locked in under the Regional DC By-Law which is not best practice. The DC By-law expires August 2022 (potentially sooner due to Bill 108). The 2019 DC rebate budget is \$5.3 M and there is inadequate budget to meet demands of by-law programs.



Tax Increment Grants under the Smarter Niagara and Gateway CIP programs are a refund of taxes on assessment growth directly related to development, and are usually 5-10 years in duration. Therefore this base funding is a multi-year commitment and it is not available to fund new commitments until current agreements expire (starting in 2023). The current Regional commitment for these grants is \$46.5 M from 2020 to 2030 (the 2019 budget is \$1.873 M) not including pending new commitments.



Recommendations to repurpose and allocate funding to align with a new incentive strategy will be included in the 2020 budget process. Recommendations include repurposing Niagara Investment in Culture funding (\$0.3M), and removing the reinvestment in Waterfront Investment Program (\$0.9M) and Smarter Niagara Incentive Program simple grant funding (\$0.6M) both of which are currently without base funding.

Analysis

Existing Incentive Programs

This report focuses on 19 incentive programs administered by the Planning and Development Services, Finance, and Economic Development departments (Appendix 1) which are currently under review. These programs are designed to support a wide range of initiatives including brownfield study and remediation, residential and mixed use development, agriculture, culture, heritage, industrial development, employment,

streetscaping and public realm improvement, façade improvement, and waterfront development and access.

Since the first program was established in 2002, the number of Regional incentive programs has significantly expanded, resulting in a lack of consistency and clarity with regard to their budgeting, implementation and monitoring. Many of these Regional incentives were originally designed for economic and regulatory climates very different from the current environment. Regional incentives have evolved to relate far more to local than Regional core business, and increasing exceptions to Regional practices result in inconsistent allocation of resources and issues with equity and clarity.

The Region now matches funding in more than 70 different local programs, and this number and diversity challenge the administration of Regional funding. Perhaps most importantly, critical changes over the last seventeen years mean that projects now receive incentives which do not require them: in many cases, the work would have gone forward without Regional incentive funding.

Though there have been periodic updates and improvements to some programs, a comprehensive review was warranted to ensure Regional incentive programs align with current Regional priorities, reflect the current economic climate and growth management goals, promote economic prosperity, generate meaningful return on investment, are adequately resourced, and embody greater transparency, accountability and efficiency.

An interdepartmental working group was tasked with providing recommendations to Council on the optimal way to move forward with incentives. After careful deliberation, the option which determined to provide the greatest impact while reflecting the values of sustainability, consistency, transparency and alignment with Regional priorities was to specifically target Regional incentive funding in four categories: affordable housing, brownfields redevelopment, employment, and public realm.

These categories align with Council priorities and would encourage projects with true Regional benefit and scope. These categories also reflect serious, ongoing needs in Niagara and successes on these fronts would have significant social, economic and environmental impact. Clear, consistent and sustainable programs could be quickly developed from effective models to accomplish measurable goals in these areas. Funding from existing programs could be efficiently repurposed to each target area to optimize return on investment.

Alternatives Reviewed

Options have been considered ranging from an enhanced status quo to putting all incentive funding toward a single, high-need project area like affordable housing to suspending incentives entirely and earmarking their funding for priority projects such as

Regional infrastructure. None of these options effectively accomplished the goals of the review and incentive improvement outlined above.

Relationship to Council Strategic Priorities

This report relates to all four Council Strategic Priorities -- Supporting Businesses and Economic Growth, Healthy and Vibrant Communities, Responsible Growth and Infrastructure Planning, and Sustainable and Engaging Government.

Other Pertinent Reports

PDS 42-2017 Overview of 2018 Incentive Review
PDS 31-2018 Regional Incentive Delivery and Eligibility in 2019
PDS-C 19-2018 ICOP Phase 1 Audit Report on Regional Incentive Review
PDS-C 31-2018 ICOP Phase 2 Audit Report on Regional Incentive Review
PDS-C 38-2018 Local Municipal Responses to Incentive Review Audit Report

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This report was prepared in consultation with Helen Chamberlain, Director Financial Management and Planning/Deputy Treasurer.

Appendices

Appendix 1	List of Regional Incentive Programs under Review	Page 6
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List of Regional Incentive Programs under Review

Smarter Niagara Incentive Program (SNIP)

- Environmental Assessment Study Grant
- Building and Façade Improvement Grant/Loan
- Residential Grant/Loan
- Heritage Restoration and Improvement Grant/Loan
- Agricultural Buildings and Facilities Revitalization Grant/Loan
- Agricultural Feasibility Study Grant
- Community Improvement Plans (CIPs)/Planning Studies Grant
- Affordable Housing Grant/ Loan Program
- Property Rehabilitation and Redevelopment Tax Increment Grant/Loan
- Brownfield Tax Assistance Program
- Development Charge Reduction Grant

Public Realm Investment Program

Niagara Investment in Culture Program

Waterfront Investment Program

Gateway Economic Zone and Centre

- Gateway CIP Tax Increment Based Grant
- Gateway CIP Regional DC Reduction Grant

Industrial Development Charge Grant

Non-Profit Regional Development Charge Grant

Heritage Tax Rebate Program