

# **Saanich Peninsula Affordable Housing Needs Assessment Report**

**Companion Report to the Saanich Peninsula Housing Data  
Book Technical Report**

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## EXECUTIVE SUMMARY

In 2014, a workshop of affordable housing stakeholders including housing providers, funders and advocates was convened to focus on low and modest income earners currently living on the peninsula, including First Nations. This group recommended that an affordable housing needs assessment for the Saanich Peninsula would be a useful first step in facilitating development of affordable, particularly rental housing. Government and non-government funders typically require some form of needs assessment as part of a feasibility study, so a peninsula-wide assessment available to all potential affordable housing developers is a cost-effective way of providing such information. Funding for the study was obtained from the Canada Housing and Mortgage Corporation (CMHC) and BC Housing. The Capital Regional District agreed to administer the funding and oversee the study. The objectives of the study are to:

- Document housing needs and gaps on the Saanich Peninsula;
- Help inform local government planning and decision-making; and
- Provide information to help facilitate individual affordable housing projects.

This summary report draws on a standardized approach to determine housing need and demand developed by BC Housing.<sup>1</sup> For the purposes of this report, the following data are examined:

- Population demographics such as age distribution and household composition
- Income distribution for renter and owner households across the Saanich Peninsula
- Number of renter and owner households spending more than 30% of their income on shelter costs and the number of renter and owner households spending more than 50% of their income on shelter costs
- The number of households on the social housing waitlist and the number of households for on-reserve housing
- The number of households and individuals accessing the food bank
- Housing Supply: Rental housing supply, and vacancy rates; number of secondary suites

In addition to an analysis of the quantitative data, qualitative data was gathered through key-informant interviews with municipal planners and First Nations administrators, and through a community engagement session with developers, housing providers, funders, government officials, and advocates.

### Housing Gap Analysis

A review of the demographic, income, and housing supply data for the Saanich Peninsula reveals the following:

- Households with little to no income have few if any housing options. Households in this category make up almost 4% of the households on the Saanich Peninsula.
- Low income households (\$15,000 to \$29,999/year) make up 13% of the population of the peninsula while housing options associated with this income category only account for 2.5% of the supply.
- Households with a low to moderate income (\$30,000 to \$49,999/year) represent 17.6% of the population of the peninsula while housing options associated with this category only account for 1.6% of the housing supply. It is interesting to note that many households that fall into this category may be collecting retirement income, are living off pensions, etc. and may own their home.
- The lack of reliable and accurate rental market data make it difficult to make any observations based on the income categories associated with the rental market. Based on the rental market

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<sup>1</sup>[http://www.bchousing.org/resources/Partner\\_Resources/Developing\\_Housing\\_Opportunities/Need\\_and\\_Demand\\_Template.pdf](http://www.bchousing.org/resources/Partner_Resources/Developing_Housing_Opportunities/Need_and_Demand_Template.pdf)

data that are available for Sidney, there appears to be a severe under supply of affordable, and market priced rental housing units available on the peninsula.

- Households in the high income category represent approximately 30% of the households on the peninsula while the associated housing supply category accounts for 85% of the housing stock according to this analysis. <sup>2</sup>

The housing gap analysis is summarized in Table A below. The far left column presents an estimate of the number of units needed per income category to address the need for affordable housing. This table shows that there are no housing options for households with little to no income, and a substantial oversupply of housing for high income households (the negative number of -7,185 indicates an over-supply).

**Table A**

<b>Summary of Housing Gaps by Income Category</b>			
<b>Income Category<sup>3</sup></b>	<b># of households</b>	<b># of housing units</b>	<b>Housing Gap (# of units needed)</b>
Little to no income	635	0	635
Low income	2,120	358	1,762
Low to moderate income	2,885	226	2,659
Moderate income	1,285	92	1,193
Moderate to above moderate income	2,450	1,644	806
Above moderate income to high income	2,045	1,405	640
High income	5,000	12,185	-7,185

Additional data on housing waitlists for social housing and on-reserve housing, residents who access the Sidney Food Bank, and the National Household Survey data estimates of core housing need (i.e., the number of households spending more than 30% of income on shelter costs), also reveal that there are close to 4,000 families and individuals on the Saanich Peninsula who require better access to affordable housing in order to thrive, not just survive.

**THE THREE MAIN CONCLUSIONS OF THIS ANALYSIS ARE:**

1. There is an urgent and immediate need for more on-reserve housing for First Nations.
2. There is an immediate need for transitional housing for women and children fleeing violence on the Peninsula.
3. There is a current and growing need for low-income rental housing for seniors and families on the Saanich Peninsula. In 2010, there were 555 households<sup>4</sup> spending more than 50% of their annual household income of shelter costs – these households are at high-risk of experiencing housing instability and homelessness. The number of individuals and households on housing waitlists and using the food bank indicate that income levels are not high enough to cover basic living costs.

<sup>2</sup> 2011 National Household Survey data, which this analysis is based on, includes owner and tenant households in non-farm, non-reserve private dwellings with household total income greater than zero in 2010 (Statistics Canada). For more detailed information limitations of the analysis, see Appendix A page 19.

<sup>3</sup> Income category definitions can be found on Page 21 of this report.

<sup>4</sup> Includes owner and tenant households in non-farm, non-reserve private dwellings with household total income greater than zero in 2010 (Statistics Canada, 2013)

## INTRODUCTION

In 2014, an affordable housing roundtable convened by Saanich North and the Islands MLA Gary Holman, recommended that a housing needs assessment be undertaken for the Saanich Peninsula. The objectives of the study are to:

- Document housing needs and gaps on the Saanich Peninsula
- Help inform local government planning and decision-making
- Provide information to help facilitate individual affordable housing projects.

The purpose of this report is to present a summary of the relevant quantitative and qualitative data on the need for affordable housing on the Saanich Peninsula. This report is the companion report to the Saanich Peninsula Housing Data Book. A focus on the Saanich Peninsula as a whole is important because of the inter-connectedness of the geography and municipalities, for instance residents finding the need to downsize due to cost or lifestyle change have the option to relocate to nearby municipalities such as Sidney which has more of these types of housing options. Furthermore, a focus on the peninsula as whole also:

- Inspires collaboration and coordination between municipalities and First Nations to address housing gaps;
- Provides non-profit and for-profit housing developers accessible data to strengthen applications for affordable housing developments on the peninsula; and
- Encourages action on reducing commuting and traffic congestion through the provision of a mixture of housing forms and types to accommodate the diversity of workers commuting back and forth to, or within, the peninsula on a daily basis regardless of their household income.

In a broader sense, diversity is important in building sustainable and prosperous communities.<sup>5</sup> Jane Jacobs pointed out that: "... that neighbourhoods which are diverse and provide a range of uses within close proximity— including housing, apartments, businesses, shops and public institutions—become places that promote walking, community interaction, civic engagement and economic activity."<sup>6</sup> Although Jacobs was taking about neighbourhoods, the same principles can be applied to larger communities as well. Focusing on the peninsula as a whole provides an opportunity to collaborate across boundaries to promote diversity, prosperity, and sustainability.

### WHY INVEST IN AFFORDABLE HOUSING

Investing in affordable housing provides economic benefits at various scales: household, community, region, and broader economy, for several reasons. Lower income households would have greater disposable income to spend on other goods and services. A larger stock of affordable housing could also help avoid other social costs that are ultimately borne by taxpayers in the form of emergency sheltering, social services, health care, and the criminal justice system.<sup>7</sup>

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<sup>5</sup> King, et al. (2010)

<sup>6</sup> Quoted in King et al. (2010)

<sup>7</sup> Eberle et al. (2001). Homelessness—Causes and Effects: The Costs of Homelessness In British Columbia. Ministry of Social Development and Economic Security.

Preventing homelessness would be a key benefit of increasing the affordable housing stock. Many households in the low-income brackets may be homeless<sup>8</sup>, unstably housed, or at risk of homelessness (spending more than 50% of their income on shelter costs). The costs of social housing are significantly less than for other ways of housing the homeless. According to estimates from the Homeless Hub, the monthly costs of other forms of housing are as follows: \$1,932 for a shelter bed; \$4,333 at a provincial jail; and \$10,900 for a hospital bed. Social housing, on the other hand, costs approximately \$200 monthly.<sup>9</sup> On a national scale, homelessness is estimated to cost Canada \$7 billion annually.<sup>10</sup> Increasing the supply of affordable housing options could also free up supportive housing resources that could be more effectively offered to people in greater need.

## **INVESTMENTS IN AFFORDABLE HOUSING CAN BE AN EFFECTIVE COMMUNITY ECONOMIC DEVELOPMENT STRATEGY**

- The construction of new, affordable housing units creates jobs.<sup>11</sup>
- According to the Wellesley Institute, every dollar invested in housing creates two dollars in additional economic activity, as well as additional dollars in further “multiplier effects”.<sup>12</sup>
- Enabling more households to become stably housed at an affordable rate may help to increase labour force participation (with benefits to local employers), have a beneficial impact on health and social outcomes,<sup>13</sup> and contribute to an overall improvement in quality of life.<sup>14</sup>

## **REGIONAL CONTEXT AND TRENDS**

The availability of affordable housing, particularly for lower income families and individuals, has increasingly become a serious issue across the capital region. In September 2015, the CRD released a Housing Data Book and Gap Analysis that presented the growing affordable housing gap in the region.

In the midst of a growing affordable housing crisis, there are some demographic groups that feel the crisis more than others, or are less able to absorb the increasing housing costs in the region: young families; working poor families and individuals; families and individuals with little to no income; and seniors. A recent population projection for the region indicates that the number of seniors will double over the next ten years<sup>15</sup>, and according to study conducted by the BC Non-Profit Housing Association, core housing need and rental demand by seniors may increase by as much as 25% during approximately the same time period.<sup>16</sup> A recent report by the Office of the Seniors Advocate highlighted the housing affordability issue for seniors, whose median income in BC is \$24,000.<sup>17</sup>

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<sup>8</sup> There is very little data on people experiencing homelessness on the Saanich Peninsula.

<sup>9</sup> Gaetz et al (2013). The State of Homelessness in Canada, 2013. The Homeless Hub.

<sup>10</sup> Gaetz et al (2013).

<sup>11</sup> Affordable Housing Committee (2009). Housing Opportunities Toronto Action Plan 2010-2020.

<sup>12</sup> Wellesley Institute (2008). Public housing investments – generating jobs and other social/economic benefits.

<sup>13</sup> Ontario Non-Profit Housing Association (2015). Affordable Housing as Economic Development: How Housing Can Spark Growth in Northern and Southwestern Ontario.

<sup>14</sup> Canada’s Chief Public Health Officer (2014). Report on the State of Public Health in Canada, 2014.

<sup>15</sup> Community Social Planning Council of Greater Victoria (2015) Building an Effective Labour Market Development System for Greater Victoria

<sup>16</sup> BC Non-Profit Housing Association, 2012

<sup>17</sup> Office of the Seniors Advocate (2015.) Seniors’ Housing in BC



A recent labour market projection indicates that lower paid jobs and higher paid jobs are on the rise, while more middle income type jobs will not experience the same level of growth in the labour market.<sup>18</sup> This means that some individual and families will not be able to earn the income needed to find and secure housing that meets their needs and their price point thus deepening the need to explore ways to address the growing crisis of housing affordability in the region. The recent sharp increase in housing prices in the capital region, in part related to trends in the lower mainland, suggest that current trends in affordability may be accelerated.

## SAANICH PENINSULA CONTEXT

The availability of affordable housing for the range of residents that live on the Saanich Peninsula has been recognized as a growing concern since the early 2000s. In 2000, Central Saanich conducted a housing needs assessment following an Official Community Plan policy recommendation. The study identified housing gaps in the municipality concerned with affordable housing for emerging young families; new rental housing; and affordable options for seniors wanting to age in place.<sup>19</sup>

In 2007, the District of North Saanich commissioned City Spaces to conduct a housing need assessment. The assessment provided the following conclusions:

- Residents finding the need to downsize due to cost or lifestyle change have the option to relocate to nearby municipalities such as Sidney which has more of these types of housing options.<sup>20</sup>
- Many people who work in North Saanich cannot afford to live there; there are no affordable housing options for lower income households and individuals.
- At the time of the study there were no options for seniors to age in place.<sup>21</sup>

In 2013, the Saanich Peninsula Housing Roundtable was established to address the shortage of housing options with a primary focus on ownership rather than rental housing for people working on, and commuting to, the Saanich Peninsula. The focus of this group was on increasing workforce housing options, for households with mid-range to higher incomes that do not need subsidies to access affordable housing. In 2014, the Roundtable commissioned Tim Wake to develop recommendations on how to address the shortage of workforce housing options on the Saanich Peninsula. Workforce housing was defined as “housing intended to house working families and individuals whose place of work is located in North Saanich, Sidney, or Central Saanich”<sup>22</sup> but not necessarily living there. The main recommendation was to develop an organization, the Saanich Peninsula Housing Partnership (a public private partnership) to oversee the implementation of an Action Plan to increase the supply of workforce housing options on the Saanich Peninsula, and to ensure that employees working on the Peninsula would be a priority for the newly developed workforce housing units.<sup>23</sup>

Also in 2014, a workshop of affordable housing stakeholders such as housing providers, funders and advocates was convened to focus on low and modest income earners currently living on the peninsula, including First Nations. This group recommended that an affordable housing needs assessment for the Saanich peninsula would be a useful first step in facilitating development of affordable, particularly rental

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<sup>18</sup> Community Social Planning Council of Greater Victoria (2015) Building an Effective Labour Market Development System for Greater Victoria

<sup>19</sup> Corporation of the District of Central Saanich (2003).

<sup>20</sup> This conclusion suggests that the peninsula as a whole should be considered in evaluating the demand and supply of affordable housing, and is part of the rationale for taking a peninsula-wide approach in this study

<sup>21</sup> City Spaces (2007)

<sup>22</sup> Wake (2014)

<sup>23</sup> Ibid.

housing. Government and non-government funders typically require some form of needs assessment as part of a feasibility study, so a peninsula-wide assessment available to all potential affordable housing developers is a cost-effective way of providing such information. Funding for the study was obtained from the Canada Housing and Mortgage Corporation (CMHC) and BC Housing. The Capital Regional District agreed to administer the funding and oversee the study.

## ESTABLISHING THE NEED FOR AFFORDABLE HOUSING ON THE SAANICH PENINSULA

The focus of this study is to determine the level of housing need for households and individuals with lower to modest incomes for example households that earn a minimum wage or less than a “living wage”<sup>24</sup>; households that receive government income assistance; and lower income seniors. These are households and individuals that are in core housing need that market housing typically does not address, and may be living in overcrowded and/or unsuitable housing, and who may access the food bank, and other social services in order to meet their daily needs. The data presented in this report demonstrate a clear need for accessible, affordable rental housing for low-income households and individuals on the Saanich Peninsula.

## DEFINITION OF CORE HOUSING NEED

A household is said to be in core housing need if its housing falls below at least one of the adequacy, affordability or suitability, standards and it would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable (meets all three [housing standards](#)).

- [Adequate](#) housing are reported by their residents as not requiring any major repairs.
- [Affordable](#) dwellings costs less than 30% of total before-tax household income.
- [Suitable](#) housing has enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements.

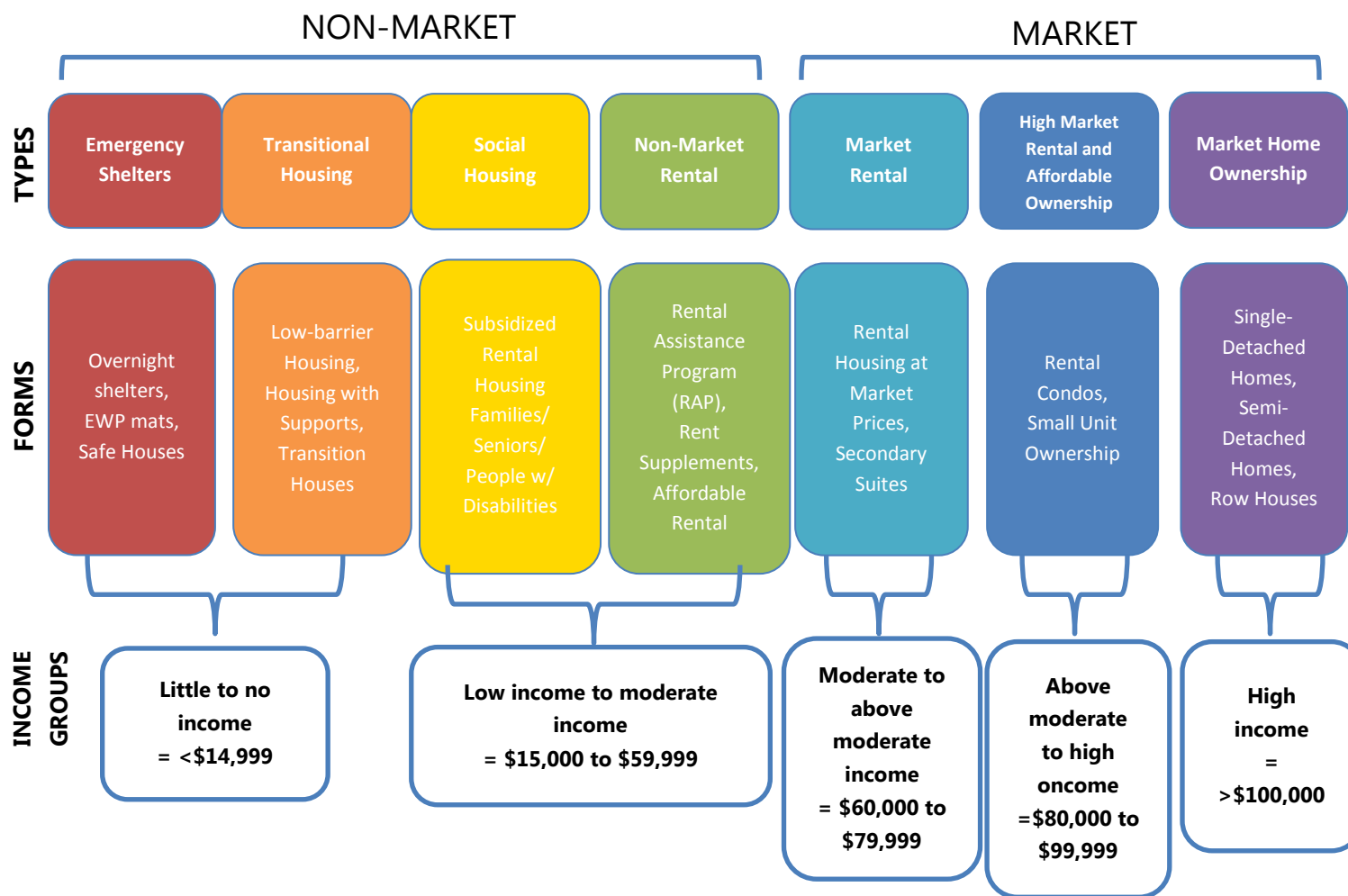
*Source: Housing in Canada Online, Canada Mortgage and Housing Corporation*

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<sup>24</sup> The living wage is calculated as the hourly rate at which a household can meet its basic needs, once government transfers have been added to the family's income and deductions have been subtracted. The living wage gets families out of severe financial stress by lifting them out of poverty and providing a basic level of economic security (Living Wage Canada, 2016; Community Social Planning Council of Greater Victoria, 2016).

## THE HOUSING CONTINUUM

The following diagram presents the housing continuum and the general income groups associated with the different housing categories across the continuum. These income categories were developed for the Capital Region Housing Gap Analysis and are used here for continuity. The overall housing needs assessment for the Saanich Peninsula is based on this model to help better understand how the distribution of housing and income type correspond with current policy frameworks.



## DETERMINING HOUSING NEED ON THE SAANICH PENINSULA

This summary report draws on a standardized approach to determine housing need and demand developed by BC Housing.<sup>25</sup> This approach typically focuses on renter households and the need for non-market rental housing since these households tend to experience higher rates of housing need and because almost all of the new housing being built on the Peninsula is ownership housing for higher income households. For the purposes of this report, the following data are examined:

- Population demographics such as age distribution and household composition
- Income distribution for renter and owner households across the Saanich Peninsula
- Number of renter and owner households spending more than 30% of their income on shelter costs
- Number of renter and owner households spending more than 50% of their income on shelter costs
- The number of households on the social housing waitlist and the number of households for on-reserve housing
- The number of households and individuals accessing the food bank
- Housing Supply: Rental housing supply, and vacancy rates; number of secondary suites

For more detailed information for each municipality and additional data, please see the accompanying report, the Housing Data Book for the Saanich Peninsula that provides a comprehensive analysis of all available housing related data for the Saanich Peninsula. Canada Mortgage and Housing Corporation, and National Household Survey data do not include information from First Nations Reserves. In addition to the above data, more detailed information was compiled, where readily available, from interviews with First Nations, and municipal planners, and from an affordable housing workshop.

### HOUSING GAP ANALYSIS

Following the examination of the data outlined above, a housing gap analysis is presented to develop a clearer understanding of which income groups are affected by housing gaps on the Saanich Peninsula. The gap analysis uses the housing continuum (see page 11) as a means to compare income levels with the housing types that are available on the peninsula (see page 20 of this report for the analysis).

### POPULATION DEMOGRAPHICS

In 2011, the population of the Saanich Peninsula was 38,203, excluding First Nations reserves.<sup>26</sup> North Saanich has the highest proportion (39%), and Central Saanich the second highest proportion (35%), of older workforce adults. Central Saanich has the highest proportions of children, youth, and younger workforce out of all the municipalities on the Saanich Peninsula. Sidney has the highest proportion (36%) of seniors out of all the municipalities on the Saanich Peninsula and one of the lowest proportions of children and youth in the capital region.<sup>27</sup>

As of 2011, there were approximately 16,425 private households in the Saanich Peninsula, representing around 10% the capital region's 160,635 private households. Of these Peninsula households, there are 5,995 couple family households without children, 3,480 couple family households with children, 1,100 lone-parent families, and 985 other family types on the Saanich Peninsula.<sup>28</sup> There are 4,465 one-person

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<sup>25</sup>[http://www.bchousing.org/resources/Partner\\_Resources/Developing\\_Housing\\_Opportunities/Need\\_and\\_Demand\\_Template.pdf](http://www.bchousing.org/resources/Partner_Resources/Developing_Housing_Opportunities/Need_and_Demand_Template.pdf)

<sup>26</sup> 2011 Census, Statistics Canada

<sup>27</sup> Ibid. See Saanich Peninsula Housing Data Book for more detailed information.

<sup>28</sup> 2011 Census, Statistics Canada

households, and 415 non-census family two person or more households. Sidney has the highest proportion of one-person households on the Saanich Peninsula (45%), followed by Central Saanich (38%), and North Saanich (17%).<sup>29</sup>

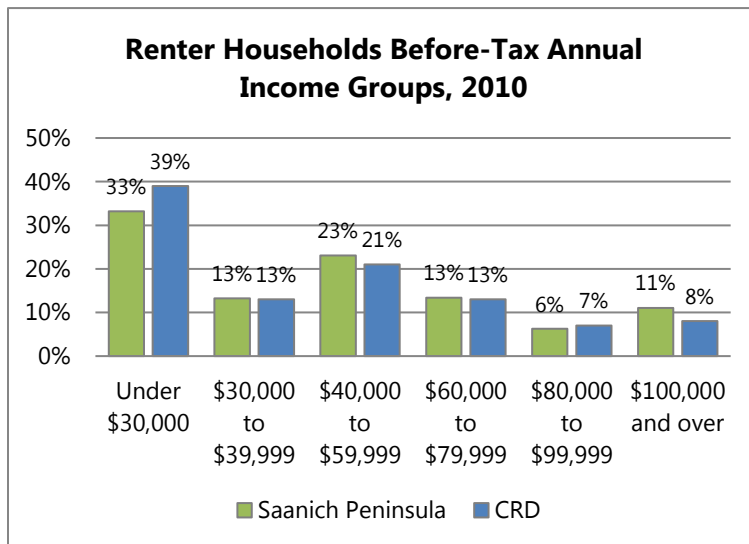
## INCOME DISTRIBUTION FOR RENTAL AND OWNER HOUSEHOLDS

To help document affordable housing need for the Saanich Peninsula, the income distribution for rental and owner households is presented below. It is important to note that while owner households are included in this analysis, renter households tend to experience higher levels of economic hardship, and higher rates of core housing need.

### RENTER HOUSEHOLDS

According to the 2011 National Household Survey, there were approximately 2,800 renter households on the peninsula, representing 17% of the total households on the Saanich Peninsula. Out of the total number of renter households, 930 renter households had an annual, before-tax income of less than \$30,000. This means that approximately 33% of all renter households on the peninsula would be considered low-income. See Chart 1 for detail.

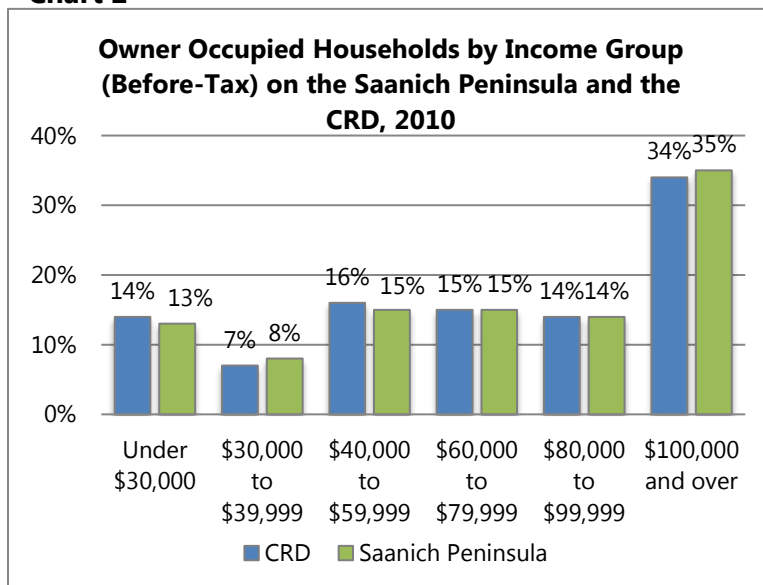
**Chart 1**



### OWNER HOUSEHOLDS

According to the 2011 National Household Survey, there were approximately 13,625 owner households on the peninsula, representing 83% of the total households on the Saanich Peninsula. Out of the total number of owner households, 1,820 had an annual income of less than \$30,000. This means that approximately 13% of all owner households would be considered low-income.<sup>30</sup>

**Chart 2**



<sup>29</sup> Ibid.

<sup>30</sup> It is important to note the data limitations in this analysis. It is unknown if the owner households presented here have mortgages, or what the source of household income is. A household living off a retirement income may not be facing an affordability crisis if the household is no longer maintaining a mortgage.

## HOUSEHOLDS IN HOUSING NEED

In 2011, there were 3,893 total households (owner and renter) spending more than 30% of household income on shelter costs on the Saanich Peninsula representing 24% of the total 16,225 households on the peninsula. Comparatively, 31% of the total 157,700 households in the Capital Region were spending more than 30% of the household income on shelter costs. The data below show that renter household experience core housing need at a higher rate compared to owner households.

### RENTER HOUSEHOLDS

Chart 3A (following page) shows the proportions of renter households paying more than 30% of their before-tax annual household income on shelter costs. It is important to note that the proportion of renters paying more than 30% of their household income on shelter costs on the peninsula is similar to the proportion of renters for the capital region as a whole (23%), which indicates that this is a region wide issue. Out of the 2,795 renter households on the Saanich Peninsula, 1,224 of them pay more than 30% of their annual household income on shelter costs, this means that 44% of all renter households are considered in core housing need.<sup>31</sup>

Renter households that spent more than 50% of their annual household income on shelter costs represented 20% of all renter households on the Saanich Peninsula, see Chart 4A. It is important to note that renter household spending more than 50% of their annual income on shelter costs are at risk of deepening financial hardship, and are at-risk of experiencing homelessness.<sup>32</sup>

### OWNER HOUSEHOLDS

Chart 3B shows the proportion of owner households that spend more than 30% of their annual before-tax household income on shelter costs on the peninsula. Out of the approximately 13,430 owner household, 20% spend more than 30% of their household income on shelter costs, compared to 23% for the region as a whole.

Owner households that spent more than 50% of their annual household income on shelter costs represent 7% of all owner households on the peninsula; see Chart 4B for detail, compared to 9% for the region as a whole.

## HOUSING NEED HIGHLIGHTS FOR THE SAANICH PENINSULA

**3,893**

Households spent more than 30% of their annual household income on shelter costs

**555**

Renter households spent more than 50% of their annual income on shelter costs

**88**

Total households were on the BC Housing waitlist for housing on the peninsula in 2016.

**35**

Families were on the Housing Waitlist as of August 2016

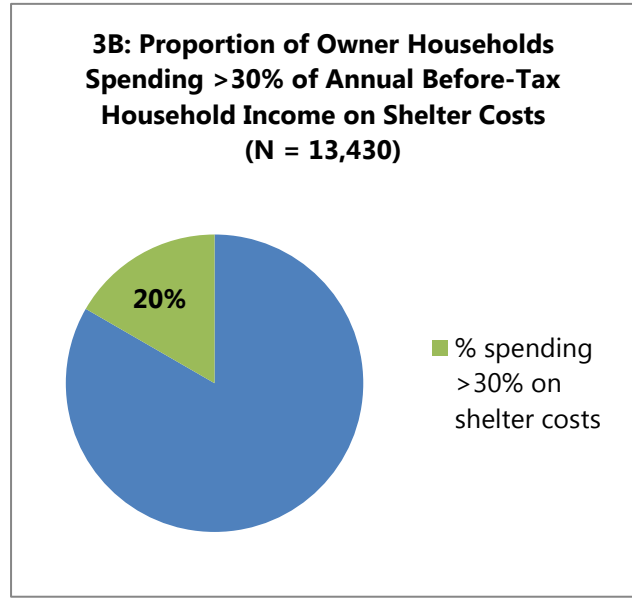
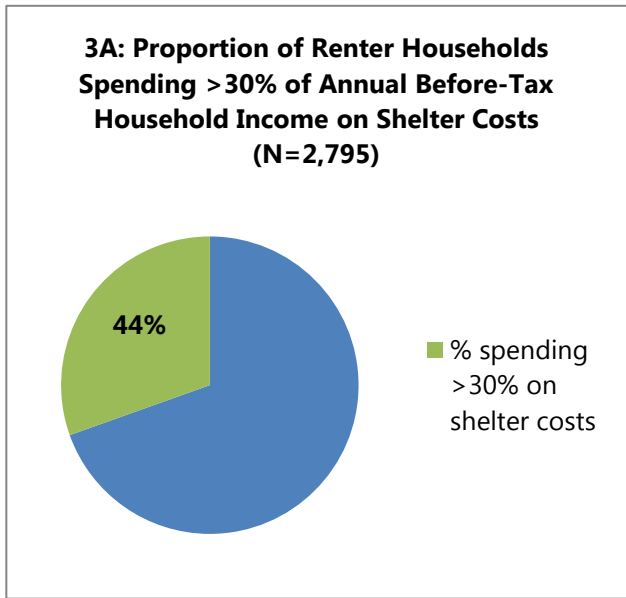
**295 (at least)**

Families of various sizes, Elders, and individuals on Band Housing waitlists

<sup>31</sup> 2011 National Household Survey, Statistics Canada

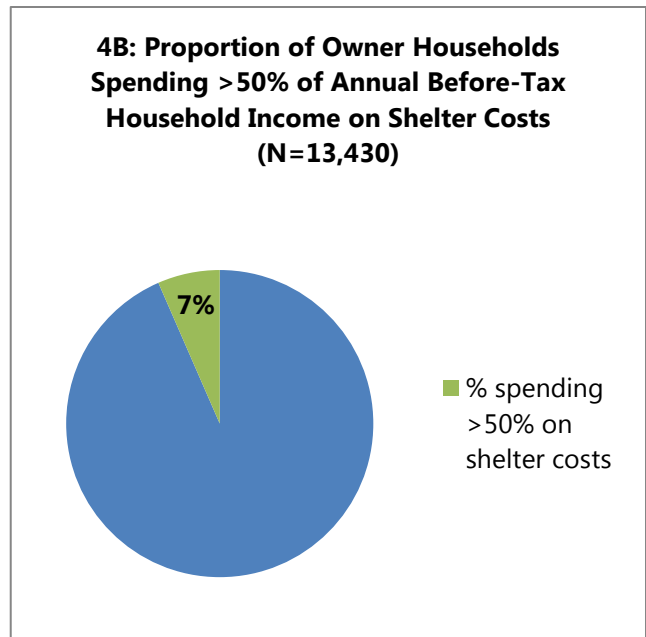
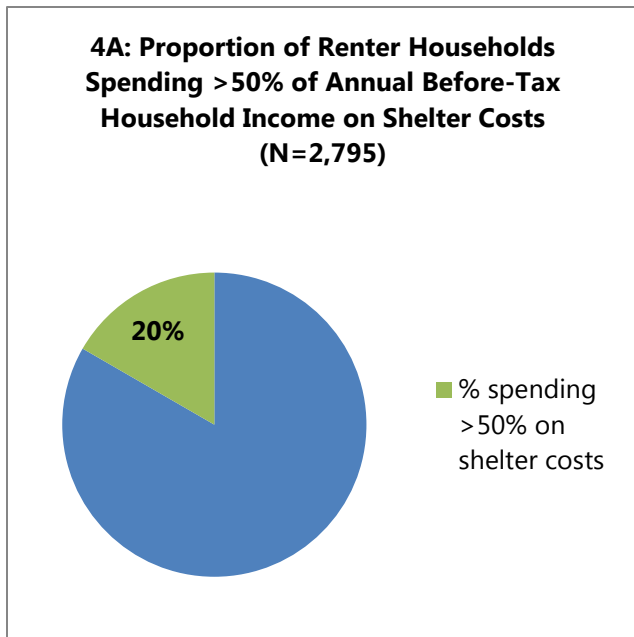
<sup>32</sup> It should be noted that not all households spending 30% or more of incomes on shelter costs are necessarily experiencing housing affordability problems. This is particularly true of households with high incomes. There are also other households who choose to spend more on shelter than on other goods. Nevertheless, the allocation of 30% or more of a household's income to housing expenses provides a useful benchmark for assessing trends in housing affordability (Statistics Canada).

**Chart 3A & 3B**



Source: 2011 National Household Survey, Statistics Canada

**Chart 4A & 4B**



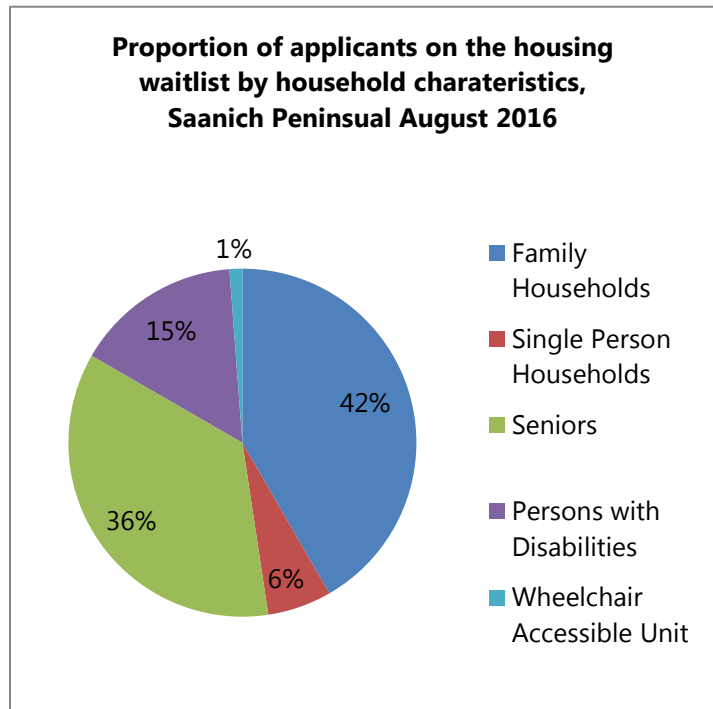
Source: 2011 National Household Survey, Statistics Canada

## HOUSING WAITLISTS

**BC HOUSING** | There were 88<sup>33</sup> households on the BC Housing Registry<sup>34</sup> on the Saanich Peninsula as of August 10, 2016. Out of all the waitlist applicants, 42% were family households, 36% were seniors, 15% were Persons with Disabilities, 6% were singles and 1% were waiting for wheelchair accessible units. See Chart 5 for detail.

**ON-RESERVE HOUSING** | Three of the four First Nations that participated in the study provided the number of families and Elders on the waitlist for band housing. At the time of the interviews (April – June 2016), there were a combined total of approximately 295 families and individuals, including Elders who were on band housing waitlists.<sup>35</sup>

Chart 5



Source: BC Housing,

<sup>33</sup> Housing providers that do not participate in the Housing Registry keep their own applicant lists; therefore this is not a census of the number of individuals and families in need of subsidized housing (BC Housing, 2015). While the number of individuals and families on the registry are not a census of all of individuals and families in need of subsidized housing, is a consistent indicator of the growing need for subsidized housing (Pauly et al., 2013).

<sup>34</sup> The Housing Registry is a centralized database for housing providers, which allows individuals and families to apply for subsidized housing using one application form. When housing units become available, housing providers are able to use the registry to find tenants (BC Housing, 2015).

<sup>35</sup> Data provided by interview participants. Estimates not available for one First Nation and therefore the overall number presented here likely understates overall need for on-reserve housing on the peninsula.



## HOUSEHOLDS ACCESSING THE FOOD BANK<sup>36</sup>

The Sidney Lions Food Bank has been operating since 1984 to provide hampers for clients needing to supplement their food needs.<sup>37</sup> The food bank participates in an annual survey through Food Bank Canada that collects statistics on food bank clients. It is difficult to determine a direct relationship between the Statistics Canada data presented above and the people represented in the statistics provided by the food bank. However, it is understood that food bank clients are required to be Saanich Peninsula residents and therefore the number of separate households accessing the food bank does provide an indication of the number of Saanich Peninsula residents experiencing financial hardship who would most likely need low-cost housing options to meet their housing needs.

In March 2016, the Sidney Food Bank served a total of 990 individuals.<sup>38</sup> See Table 1 for detail. Out of those individuals, 367 of them were children under the age of 17 years, and 623 were adults 18 years and older. The number of separate households served was 372. Out of these separate households, 16% were single parent families, 23% were two-parent families, 16% were couple households with no children, and the majority 46% were single person households. About 30% of these households reported that their primary source of income was government income assistance, 17% employment income, and 16% indicated they had other sources of income. There were a small number of individuals that indicated they had no income at all.<sup>39</sup>

The majority (67%) of the households accessing the Sidney Food Bank lived in private market rental housing, and 17% indicated they lived in Band Housing on reserve. A small number of households indicated they were homeless, i.e. living on the street or staying temporarily with friends or family.<sup>40</sup>

**Table 1**

<b>Sidney Food Bank Usage Statistics</b>	
623 Adults	372 Total Separate Households
+ 367 children	
= 990 individuals	
<b>CLIENT INFORMATION</b>	
<b>Household Demographics</b>	
Household Type	% of Total Served
Single person	46%
Single parent families	16%
Two-parent families	23%
Couples with no children	16%
<b>Sources of Household Income</b>	
Income Type	% of Total Served
Income assistance (E.I., old age pension, social assistance)	61%
Employment	17%
No income	6%
Other income (not defined)	16%
<b>Where Households Lived</b>	
Type of Housing	% of Total Served
Private market rental	67%
Band Housing	17%
In a home they own	10%
Temporarily with family or friends	4%
On the street	2%

<sup>36</sup> Sidney Lions Food Bank, March 2016.

<sup>37</sup> <http://sidneylionsfoodbank.com>

<sup>38</sup> This number represents separate individuals, counted only once regardless of the number of times they accessed the food bank.

<sup>39</sup> The actual number is suppressed to protect the identity of the individuals.

<sup>40</sup> The actual number is suppressed to protect the identity of the individuals.

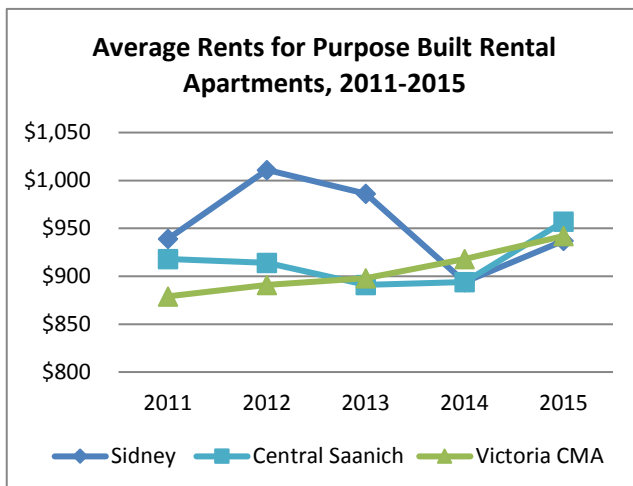
## HOUSING SUPPLY FOR RENTER HOUSEHOLDS<sup>41</sup>

### PRIVATE MARKET RENTAL

The private rental market may have affordable options for low-income families and individuals although those options are decreasing across the Census Metropolitan Area.<sup>42</sup> The evidence clearly indicates that approximately 555 renter households<sup>43</sup>, excluding First Nations, are spending more than 50% of their annual household income on shelter costs, indicating that these households are at risk of housing instability and possibly homelessness. Lower-income households may often require some sort of government subsidy to access housing units in the private rental market.

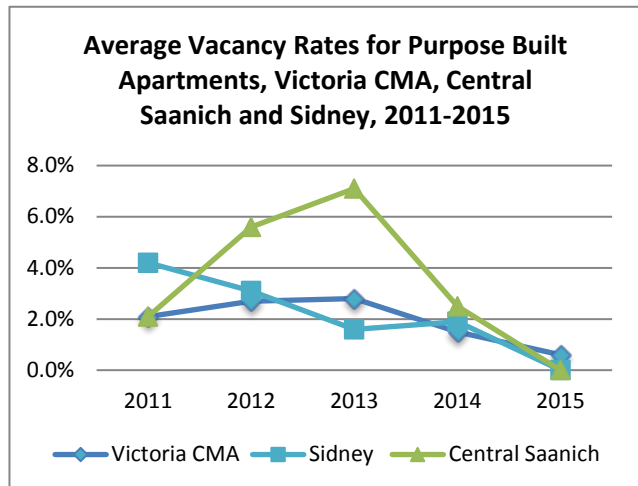
The average rent<sup>44</sup> for Central Saanich was \$957 and \$937 for Sidney in 2015. Since 2011, average rents in Sidney have experienced some fluctuation with an overall rate of decline of -0.2%. Average rents in Central Saanich have increased by 4.2% since 2011 whereas average rents for the Victoria CMA have increased by 7.2% from 2011 to 2015. Vacancy rates have also been declining and are close to zero for the two municipalities for which data is available. See Charts 6 and 7 below for more detail. In order to meet affordability standards of spending less than 30% of their annual income on shelter costs, renter households would have to have an annual before tax income of approximately \$40,000 to be able to meet the affordable threshold of spending 30% or less of their annual household income on shelter costs.

**Chart 6**



Source: Canada Mortgage and Housing Corporation, 2011-2015

**Chart 7**



Source: Canada Mortgage and Housing Corporation, 2011-2015

<sup>41</sup> Footnote: Data on rental housing supply is limited and quantitative comparisons of housing supply with demand are difficult. The estimates presented above on housing need (i.e., the proportion of households paying more than 30% of income on shelter costs) are derived from surveys (e.g. 2011 National Household Survey) that are independent of housing supply estimates and therefore stand on their own.

<sup>42</sup> See analysis of the decreasing number of affordable units in: Homelessness in Greater Victoria 2014/2015 Report on Housing and Supports. Accessible online: [http://victoriahomelessness.ca/wp-content/uploads/2015/12/2014-15\\_RHS\\_FINAL.pdf](http://victoriahomelessness.ca/wp-content/uploads/2015/12/2014-15_RHS_FINAL.pdf)

<sup>43</sup> 2011 National Household Survey data, which this analysis is based on, includes owner and tenant households in non-farm, non-reserve private dwellings with household total income greater than zero in 2010 (Statistics Canada).

<sup>44</sup> It is important to note that it is difficult to secure quality data for the rental market on the Saanich Peninsula – the Canada Mortgage and Housing Corporation does not collect data for North Saanich, and the data quality is only good enough to report on 1 and 2 bedroom units in Central Saanich and Sidney. That said, the data that is available is still useful in determining the state of the private rental market, and accessing the need to increase the supply.

## SECONDARY SUITES

Secondary suites are often considered a way to add to the supply of private market rental housing units. The secondary rental market, which includes secondary suites, represents approximately half of the rental housing supply across the region as a whole.<sup>46</sup> While there is no readily available data as to the price range for secondary suites on the Saanich Peninsula, BC Assessment notes that there are an estimated 1,594 secondary suites across the Saanich Peninsula, see Table 2 for detail. Without information on the price range of these units, it is difficult to determine if low-income families and individuals find these units affordable. Generally speaking, secondary suites are considered a feature of the market portion of the housing continuum.

**Table 2**

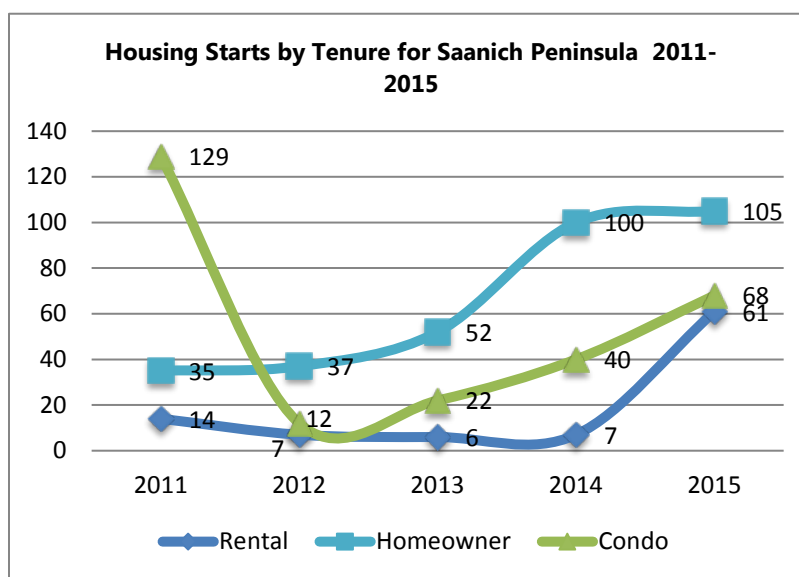
Number of Residential Dwellings with Suites in municipalities on the Saanich Peninsula, 2015	
Municipality	Total Residential Dwellings with Suite <sup>45</sup>
North Saanich	406
Central Saanich	622
Sidney	566
<b>Total</b>	<b>1,594</b>

Source: BC Assessment, 2015

## HOUSING STARTS

Increasing the supply of rental units on the Saanich Peninsula may benefit low-income families and individuals by opening up more rental options in the market. Canada Mortgage and Housing Corporation data on new housing starts<sup>47</sup> on the Saanich Peninsula show that there have been 695 total housing starts between 2011 and 2015. The number of housing starts has been increasing since 2012 on the Saanich Peninsula. The average number of housing starts across the Saanich Peninsula from 2011 to 2015 was 139 per year and the number of starts has been increasing since 2012. See Chart 8 below for details.

**Chart 8**



Source: Canada Mortgage and Housing Corporation, Housing Starts and Completion Survey, 2011-2015

## RENTAL STARTS

A total of 95 purpose built rental starts were reported between 2011 and 2015, about 14% of total housing starts. Rental housing starts increased sharply in 2015, in absolute terms (61) and as a proportion

<sup>45</sup> Note: BC Assessment data provides an estimate, and may not accurately reflect the actual total number of these types of properties within each jurisdiction.

<sup>46</sup> Canada Mortgage and Housing Corporation (2015).

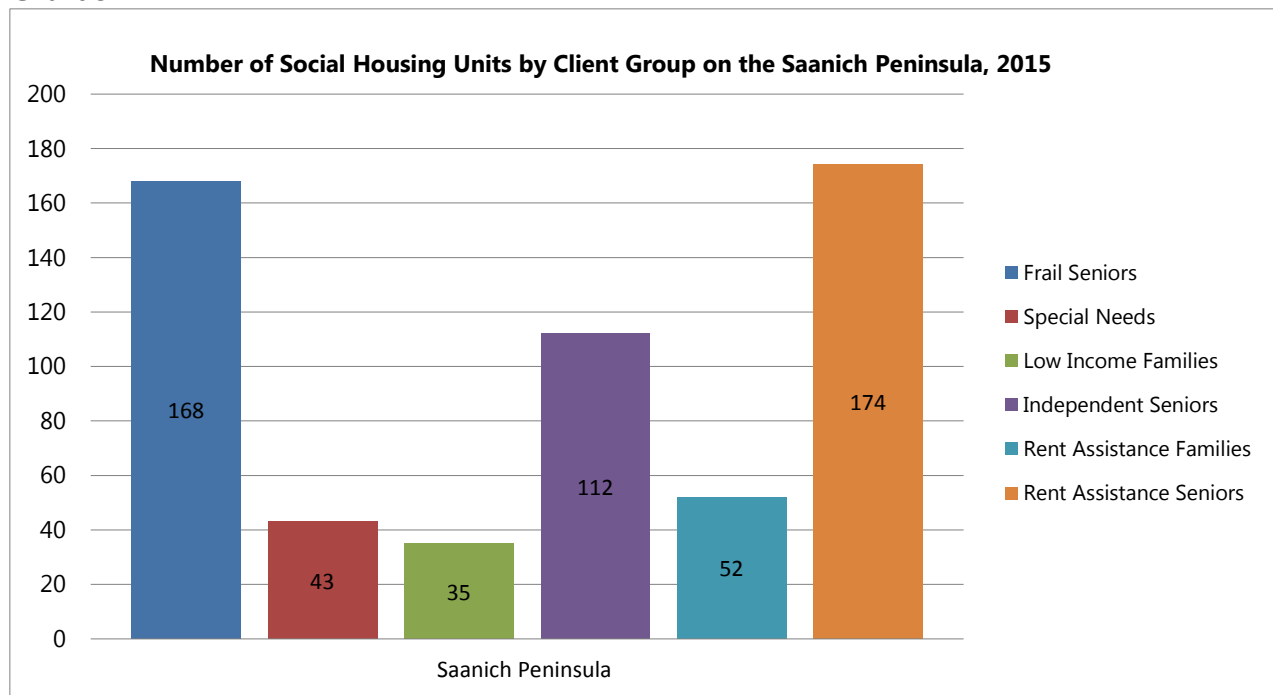
<sup>47</sup> "A Start is defined as the beginning of construction work on a building, usually when the concrete has been poured for the whole of the footing around the structure, or an equivalent stage where a basement will not be part of the structure." Source: CMHC Housing Starts and Completions Survey Methodology

of total housing starts (26%). It remains to be seen whether this trend will continue. Market rental housing generally provides a more affordable housing option than ownership housing

## SOCIAL HOUSING UNITS

In 2015, BC Housing reported that the organization administered 10,431 social housing units, in the form of physical units or rent supplements in the Capital Region. The Saanich Peninsula, which has approximately 10% of the region’s population, has 5.6% of the region’s social housing units.<sup>48</sup> The majority of the social housing units on the peninsula were for seniors, see Chart 9 for detail. As of March 31, 2015, there were no homeless shelters, homeless housed units or homeless rent supplements available on the Saanich Peninsula, nor are there any shelters/safe houses available for women and children fleeing violence. In comparison with the CRD, the peninsula appears to be underserved in terms of social housing, particularly for the most vulnerable and marginalized.

**Chart 9**



Source: BC Housing, 2015

<sup>48</sup> **Frail Seniors:** Housing for seniors who need access to housing with on-going supports and services. Frail seniors are those who cannot live independently.

**Special Needs:** Housing for clients who need access to affordable housing with support services. These clients include for example adults with mental and/or physical disabilities or youth.

**Independent Seniors:** Housing for seniors where minimal or no additional services are provided. Seniors are usually defined as individuals who are 65 years of age and older.

**Low Income Families:** Independent housing for low to moderate income households with a minimum of two people including at least one dependent child.

**Rent Assistance Seniors:** Housing subsidy to help make private market rents affordable for BC seniors with low to moderate incomes. Housing under this category include for Shelter Aid for Elderly Renters (SAFER) program as well as other rent supplement units in the private market targeted towards seniors.

**Rent Assistance Family:** Housing subsidy to provide eligible low-income families with cash assistance to help with their monthly rent payments in the private market. Housing under this category includes Rental Assistance Program (RAP) as well as other rent supplement units in the private market targeted towards families.

## INCOME DISTRIBUTION AND HOUSING SUPPLY INVENTORY FOR SAANICH PENINSULA

The previous section provided an overview of the demographic and housing supply trends for the Saanich Peninsula. In order to approximate the housing gaps on the peninsula, Table 3 on the following page compares the estimated housing supply and households by income required to afford shelter. Table 3 is based on the Capital Region Housing Gap Analysis.

**HOW TO READ TABLE 3** | The income categories presented here are based on 2011 National Household Survey data. The income category definitions are in the first two columns. The *Distribution of Households* column presents the approximate number and proportion of households that fall into the category. The *Type of Housing* column presents the definition of the housing types each income category could afford within the 30% affordability threshold. The *Distribution of Estimated Units* column presents the estimated number of housing unit types. The *Housing Gap* column presents the difference between number of households and housing supply to determine where there is the greatest need for affordable housing. For example, there are approximately 2,120 households on the peninsula defined as low-income (annual household incomes of \$15,000 to \$29,999). It is assumed that these households would require social/subsidized housing to ensure they are not spending more than 30% of their annual income on shelter costs. According to BC Housing, there were 358 units of social housing on the peninsula in 2015. The difference or gap between the number of households in need of social housing (2,120) and the number of units (358) is 1,762. This number indicates a need for increasing the supply of social housing to accommodate the number of low-income households on the peninsula.

It must be noted that the number of units (particularly rental units) is an underestimate given the limited available data for purpose built rental units and secondary suites. Assumptions and limitations of this analysis can be found in Appendix A on page 32.

According to the analysis below, the most striking gaps are for:

- Households with little to no income.
- Households with low to moderate income households

**Table 3: Distribution of Income Groups by Housing Type and Supply for the Saanich Peninsula**

Income Categories <sup>49</sup>	Definition <sup>50</sup>	Distribution of Households		Type of Housing required based on income categories	Distribution of Estimated Units		Housing Gap
		#	% of total		# of units	% of total	
Little to no income	Households with annual incomes below \$14,999. These households either have no income or receive some level of income assistance.  <b>NHS = &lt; \$14,999</b>	635	3.9%	Emergency shelters: Overnight Shelters, EWP mats, Safe Houses  Transitional and Supportive Housing, Transition Houses	0	0.0%	635
Low income	Households with a before tax annual household that is between 50% of the median income for the region, \$30,389 and \$15,000 <b>NHS = \$15,000 to \$29,999</b>	2,120	12.9%	Social Housing – Subsidized rental housing for families, seniors and persons with disabilities  Source: BC Housing (2015)	358	2.5%	1,762
Low to moderate income	Households with a before tax annual income between 50% and 80% of the median household income for the region.  \$30,389 to \$48,637 <b>NHS = \$30,000 to \$49,999</b>	2,885	17.6%	Subsidized rental, Rental Assistance Program (RAP), Rent Supplements, Affordable Non-Market	226	1.6%	2,659

<sup>49</sup> The income categories were reorganized slightly from those presented in the Capital Region Housing Data Book to address the income thresholds for subsidized and below-market rental options modeled on the income thresholds used by the Capital Region Housing Corporation.

<sup>50</sup> The definitions presented here are based on the definitions used in the Metro Vancouver Housing Data Book, which in turn were adapted and used for the Capital Region Housing Data Book (pages 18 -19).

Moderate income	Households with a before-tax annual income between 80% and the actual median before tax median household income for the region.  \$48,637 to \$60,796 <b>NHS = \$50,000 to \$59,999</b>	1,285	7.8%	Subsidized rental, Affordable Non-Market Rental, affordable market rental  Less than \$700/month= -- <sup>51</sup> \$700 - \$799 = -- \$800 - \$899 = 92  <i>* Limited data only available for Sidney, no data are available by unit type; only total number by rent range is available. The data presented here are for row and apartment units combined.</i>	92	0.6%	1,193
Moderate to above moderate income	Households with a before-tax annual income between the regional median household and 120% of the median household income.  \$60,796 to \$72,955 <b>NHS = \$60,000 to \$79,999</b>	2,450	14.9%	Affordable Non-Market Rental, affordable market rental , Mid to high Market rental and secondary suites  Apartment and Row Rental Units: \$900 - \$999 = ** <sup>52</sup> \$1,000 - \$1,099 = 50 (2 bedroom units) \$1100 + = ** <i>* limited data only available for Sidney (CMHC, 2015)</i>  Dwellings with Secondary Suites: 1,594 <sup>53</sup> (BC Assessment, 2015) <sup>54</sup>	1,644	0.3%	806

<sup>51</sup> '—' No units exist in the universe for this category in Sidney, and across the Peninsula (Canada Mortgage and Housing Corporation, 2015)

<sup>52</sup> '\*\*' Data suppressed to protect confidentiality or data not statistically reliable (Canada Mortgage and Housing Corporation, 2015)

<sup>53</sup> BC Assessment data provide an estimate, and may not accurately reflect the actual total number of these types of properties within each jurisdiction.

<sup>54</sup> Dwellings with suites data were provided by BC Assessment for each municipality. The cost of the suites is not available but units in the secondary rental market tend to be somewhat higher priced compared to purpose built rental units.

Above moderate income to high income	Households with a before-tax annual income between 120% and 150% of the median household income for the region.  \$72,955 to \$91,194 <b>NHS = \$80,000 to \$99,999</b>	2,045	12.5%	High Market Rental (Rental Condos) = <i>No rental market data available</i>  Affordable Homeownership (small units): # of apartment units = 1,405	1,405	9.8%	640
High income	Households with an annual before-tax income of 150% and above the median household income for the region.  \$91,194 < <b>NHS = \$100,000 + &lt;</b>	5,000	30.4%	Affordable Home Ownership to Market Home Ownership - # of units by structure type  Single detached homes = 8,925 Other ground-oriented (semi-detached homes, duplexes, row houses, etc.) = 3,260	12,185	85.1%	-7,185 <sup>55</sup>

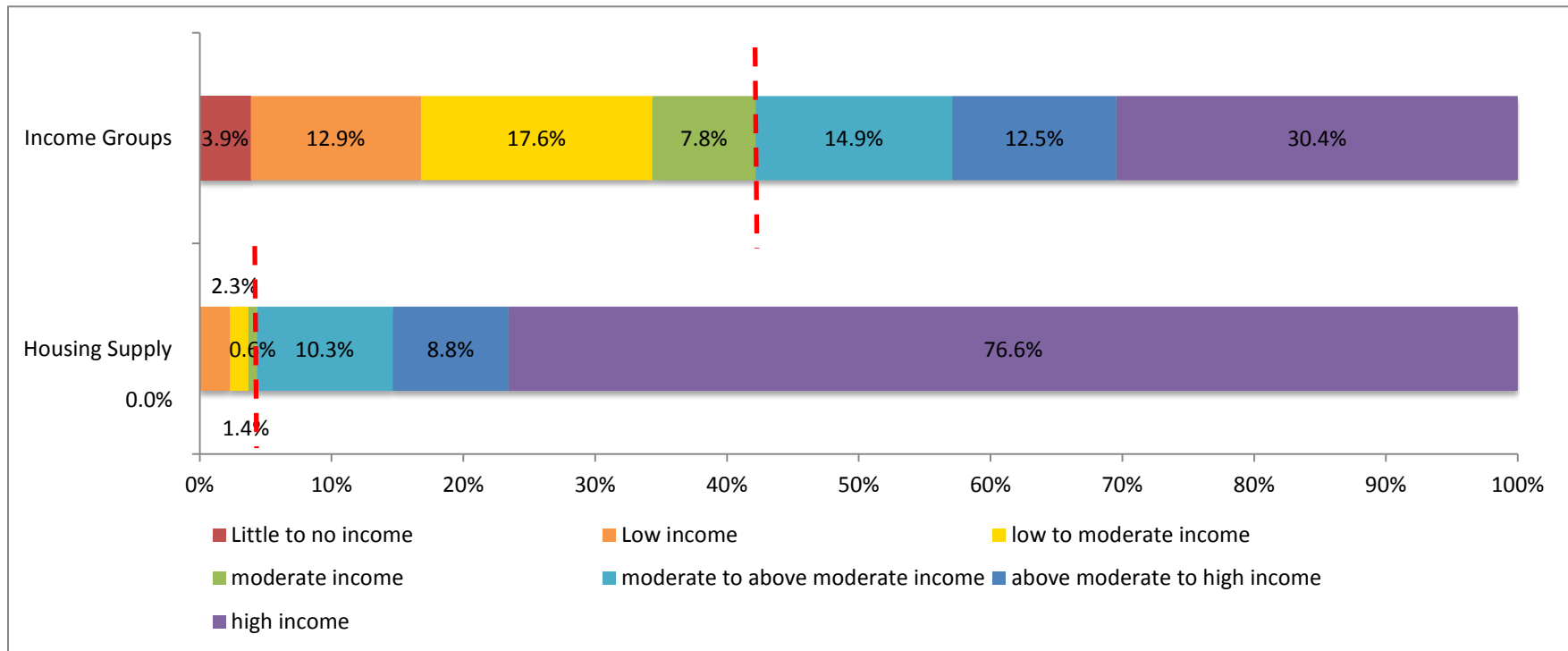
Sources: BC Housing (2015); BC Assessment (2015); Canada Mortgage and Housing Corporation (2014); 2011 National Household Survey, Statistics Canada

<sup>55</sup> The negative number indicates an oversupply of high income housing.



When the gap analysis data summarized in Table 3 are visualized in a bar chart (Chart 10), the housing gaps for moderate to low-income households, and the over-supply of high income housing become evident. The dashed red line indicates the divide between non-market (left of the line) and market housing (right of the line) on the housing continuum. As the chart shows, while 42% of households on the peninsula have annual incomes of approximately \$60,000 or less, which would require some form of non-market housing to ensure housing costs are less than 30% of their incomes, less than 5% of the housing stock fall into the non-market category.

**Chart 10: Income distribution and housing supply inventory for the Saanich Peninsula**



## DEVELOPING A DEEPER UNDERSTANDING

While data provide quantifiable evidence of housing need for a diversity of low-income housing options for Saanich Peninsula residents, it is also important to enhance the data by grounding it through community stakeholder experiences and observations. Researchers interviewed municipal planners from each municipality on the Peninsula, First Nations administrators, and non-profit and private sector housing developers. A community engagement session was convened on April 29<sup>th</sup>, 2016 to review study results to date and to provide an opportunity for community stakeholders to provide additional input. A range of community stakeholders including non-profit service providers, and government officials attended this session.

The highlights from the above stakeholder consultation process are summarized below. See Appendix C on page 22 for more detailed information. Stakeholders were asked about who has the greatest need for low-cost rental housing on the peninsula, and the challenges they see in being able to address need. They were also asked to share some examples of promising practices in developing low-cost rental housing, and to share any promising opportunities for building low-cost rental housing on the peninsula. The following describes the main themes that came out of the community engagement process. In general, participants in the community engagement process tended to reaffirm conclusions that resulted from the data analysis.

**NEED** | Low-income families, seniors/Elders, and First Nations were identified as having the highest need for low-cost/affordable housing options that meet the unique needs of these groups; larger units, adaptable units, assisted living options, and culturally sensitive housing options. Individuals experiencing homelessness were also identified as a group with the highest housing need although there is little to no data available on how many people are experiencing homelessness on the Saanich Peninsula, the anecdotal evidence gathered through the consultation suggests that the number of people experiencing homelessness is growing.

**CHALLENGES** | Funding and financing for the development of on and off-reserve low-cost rental housing is difficult to access/secure. All stakeholder groups also mentioned lack of affordable, serviceable land as a major obstacle to developing low-cost rental housing. Community acceptance of the higher densities required to support affordable housing was mentioned. The lack of transportation options (e.g., transit) was also cited as challenge for low-income residents, and for First Nations members living on reserve. The lack of understanding or consensus about the meaning of "affordable" and who it applies to was also raised as a challenge.

### Top 3 Groups with Highest Housing Need:

- ✓ Low-income/working poor  
Aboriginal and Non-Aboriginal families
- ✓ Low-income Elders and Seniors
- ✓ Individuals experiencing homelessness

### Top 3 Challenges:

- ✓ Lack of serviceable, cheap land
- ✓ Lack of public transportation
- ✓ Lack of accessible financing for development projects

### **IDENTIFIED PROMISING PRACTICES | Housing**

Agreements were identified as a promising practice to increase housing supply in a way that ensures affordability despite increasing property values. Housing Agreements are explained in more detail in the following section on promising practices. Developing a land inventory makes it easier to move quickly if a funding opportunity emerges. Cross-sectoral partnerships were also seen as a promising practice.

**PROMISING OPPORTUNITIES |** The power of municipalities to up-zone land and provide other incentives and the increased availability of funding from senior governments, means there are potentially a number of sites that could support affordable housing, particularly sites that are well served by transit and close to other community services. The former Marigold Nursery land was mentioned several times as a potential site for encouraging an array of housing options to meet community need. There are also a number of other sites across the peninsula that are being, or will be considered, for up-zoning in the near future. The First Nations mentioned reserve land with development potential and were in various stages of exploring the development potential of their lands. Redevelopment of existing affordable housing facilities, church properties and surplus school district lands also present opportunities. Availability of the Regional Housing Trust Fund (including the Regional District's recently established \$30 million fund to address homelessness) and recently announced provincial and federal funding together create a unique opportunity in terms of the availability of funding for affordable housing.

### **The Regional Housing Trust Fund**

"... was established by the CRD Board in 2005, in recognition that housing affordability is a regional priority and key issue in the Capital Region. The Fund provides capital grants for "bricks and mortar" in the acquisition, development and retention of housing that is affordable to households with low or moderate incomes in the Capital Region."

*For more information, go to:*  
<https://www.crd.bc.ca/about/what-we-do/regional-housing/housing-policy-and-programs/regional-housing-trust-fund>

## LOCAL AFFORDABLE HOUSING DEVELOPMENT CASE STUDY: THE SIDNEY ON FOURTH

The tentatively named Sidney on Fourth is a recently approved affordable rental development of the Greater Victoria Rental Development Society, offering 56 affordable rental units marketed as workforce housing to help address a shortage of lower priced rental housing for low to moderate income workers in the area. The Regional Housing Trust Fund is contributing \$548,800 toward the project.

To help keep the rental units affordable, the Greater Victoria Rental Development Society requested the municipality to waive development and permit fees, in addition to a 10 year amnesty from residential taxes, although the commercial portion of the building (the bottom floor) would still be subject to municipal taxation. The municipality agreed to these exemptions, and parking exemptions as well which will reduce development costs, aid in securing financing for the project and to ensure that the below market rental units stay that way. Rents also to be controlled via a housing agreement registered on the property's title to ensure affordability for low- to middle-income working people and families over the long term.

Sources: <http://victoria.citifed.ca/rentals/9818-fourth-street/>; <http://victoria.citifed.ca/news/56-units-of-affordable-workforce-housing-approved-for-downtown-sidney/>; <http://www.peninsulanewsreview.com/news/366882681.html>;  
<http://www.timescolonist.com/news/local/sidney-oks-affordable-workforce-housing-1.2198916>

## HOUSING GAPS ON THE SAANICH PENINSULA

A review of the demographic, income, and housing supply data for the Saanich Peninsula reveals the following gaps in housing availability:

- Households with little to no income have few if any housing options. Households in this category make up almost 4% of the households on the Saanich Peninsula.
- Low income households (\$15,000 to \$29,999/year) make up 13% of the population of the peninsula while based on regional data it is estimated that housing options associated with this income category only account for less than 3% of the supply.
- Households with a low to moderate income (\$30,000 to \$49,999/year) represent 17.6% of the population of the peninsula while it is estimated that housing options associated with this category only account for less than 2% of the housing supply. It is important to note that some of the households that fall into this category may be collecting retirement income, are living off pensions, etc. and may even own their home.
- The lack of rental market data make it very difficult to make any observations based on the income categories associated with the rental market (roughly \$50,000 - \$60,000/year). Based on the rental market data available for Sidney and fact that most new housing is being built for ownership, there appears to be a severe under supply of affordable, and market priced rental housing units available on the peninsula.
- Households in the high income category represent approximately 30% of the households on the peninsula while the associated housing supply category accounts for 85% of the housing stock according to this analysis.<sup>56</sup>

Additional data on housing waitlists, residents who access the Sidney Food Bank, and the National Household Survey data estimates of core housing need (i.e., the number of households spending more than 30% of income on shelter costs), also reveal that there are thousands of families and individuals on the Saanich Peninsula who would benefit from better access to affordable housing in order to thrive, not just survive. It is also clear that almost all of the housing currently being built on the peninsula is ownership housing for higher income families.

### THE THREE MAIN CONCLUSIONS OF THIS ANALYSIS ARE:

1. There is an urgent and immediate need for more on-reserve housing for First Nations.
2. There is an immediate need for transitional housing for women and children fleeing violence on the Peninsula.
3. There is a current and growing need for low-income rental housing for seniors and families on the Saanich Peninsula. In 2010, there were 555 households spending more than 50% of their annual household income of shelter costs – these households are at high-risk of experiencing housing instability and homelessness. The number of individuals and households on housing waitlists and using the food bank indicate that income levels are not high enough to cover basic living costs.

### SETTING PRIORITIES AND ADDRESSING NEED

Community Engagement Session participants were asked to share their suggestions on how to prioritize different kinds of affordable housing needs, and to share their ideas on how to address these needs. The following is a summary of the ideas that were shared at the community engagement session.

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<sup>56</sup> For more detailed information on the analysis and limitations, see Appendix A page 32.

**PRIORITIES FOR AFFORDABLE HOUSING IDENTIFIED BY COMMUNITY ENGAGEMENT PARTICIPANTS**

- Households spending more than 50% of their annual household income on shelter costs – to reduce economic hardship, avoid social costs related to housing instability
- Low income seniors and Elders – having options to age in place and stay connected to the community
- Housing for working poor households – so households can live close to where they work which supports community building, local employers and reduces environmental impact
- First Nations communities, who likely are in the highest housing need of all communities on the peninsula

**IDEAS FOR ADDRESSING PRIORITIES IDENTIFIED BY COMMUNITY ENGAGEMENT PARTICIPANTS**

- Development of a diversity of housing types, including co-ops, co-housing, affordable ownership, but particularly non-market rental units.
- Locate affordable housing developments close to transit or within walking distance to amenities (schools, services, recreation, etc.) to reduce household costs associated with car use
- Creation of municipal affordable housing policies to meet individual community needs and ensure that housing developments are consistent with these policies
- Set targets and meet targets
- Encouraging and promoting cultural shift “Not in My Backyard” to “Yes! In My Backyard”

## PROMISING PRACTICES

While the concept of affordable housing is broad, and encompasses a range of household types and income levels, this study identified a need for permanent, low-income income housing on the Saanich Peninsula. There are a number of examples of policies and programs locally and in other jurisdictions that facilitate the development and maintenance of affordable housing for low-income residents. Interviews with community stakeholders, and research into previous housing initiatives on the Saanich Peninsula revealed two examples of promising practices that may be helpful in the Saanich Peninsula context: housing agreements which was raised by study participants, and the development of a housing authority which was raised by previous housing needs assessments on the peninsula.

### HOUSING AGREEMENTS

Housing Agreements are contractual agreements between a housing developer and the municipality (a form of public-private partnership) whereby the developer agrees to set aside a determined percentage of units for rental or non-market housing, typically in return for funding assistance, and tax and regulatory incentives. The agreement generally covers the tenure of the units; the availability of units to specific groups such as seniors or persons living with disabilities for example, the amount of rent; and the management of the units which may involve a non-profit housing organization<sup>57</sup>. The strength of housing agreements lies in the fact that they are filed and registered in the Land Titles Office, which ensures their legacy even if ownership changes<sup>58</sup>.

### HOUSING AUTHORITIES/NON-PROFIT HOUSING ORGANIZATIONS

In general terms, housing authorities are designated, non-profit organizations that facilitate the development of affordable housing units, and manage and maintain the affordability of housing units over time. These types of organizations act as an intervener in the housing market to ensure the target groups have access to affordable housing. The development of a Saanich Peninsula non-profit housing authority was the primary recommendation from the consultant's report to the Saanich Peninsula Housing Roundtable.<sup>59</sup> The Canada Mortgage and Housing Corporation, and the Assembly of First Nations support the development of First Nations housing authorities to manage on-reserve housing.<sup>60</sup> It is important to consider that there may be some advantages (economies of scale, greater administrative capacity, etc.) if such an organization was developed at the regional level, or if building on already existing regional assets like the Capital Region Housing Corporation.

#### EXAMPLE: WHISTLER HOUSING AUTHORITY

The Whistler Housing Authority (WHA) is an independent municipally owned corporation of the Resort Municipality of Whistler created to oversee the development, administration and management of resident restricted housing in Whistler.<sup>61</sup> The organization currently oversees 1,900 units of affordable rental and ownership housing units. For more information see: <https://whistlerhousing.myshopify.com/pages/about>

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<sup>57</sup> West Coast Environmental Law Clinic, 2012, and Islands Trust, 2006. Newton, R. (2009).

<sup>58</sup> Newton, R. (2009).

<sup>59</sup> Wake (2014)

<sup>60</sup> Canada Mortgage and Housing Corporation, (2016); Assembly of First Nations (2016). For more information, see: <http://www.afn.ca/en/policy-areas/housing/resources-updates/housing-authority-models>

<sup>61</sup> Whistler Housing Authority (2016)

## **AFFORDABLE HOUSING RESOURCES FOR MUNICIPALITIES**

There are a number of different ways communities can address the need for affordable housing. The following is a list of some of the resources for local governments looking to address the need for affordable housing in their community. Appendix C on page 36 provides a list of resources for municipalities considering how they can increase the supply of affordable housing in their jurisdiction.



## APPENDICES

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## APPENDIX A: INCOME DISTRIBUTION AND HOUSING SUPPLY INVENTORY FOR SAANICH PENINSULA DATA LIMITATIONS

### Limitations:

This analysis is the first attempt at replicating the Capital Region Housing Gap Analysis based on income and supply for a sub-region. There are some limitations to this analysis:

- Statistics Canada releases household income data in specific groups which are difficult to manipulate. The number of households on the Saanich Peninsula that fall into the income categories presented here is based on how the Statistics Canada categories fit best. Because of this, there is overlap across income categories and the count is not entirely accurate. In addition, because of limitations, and issues with data availability, it is difficult to ensure that the income and housing supply categories are mutually exclusive and thus align accurately. Therefore caution is encouraged when drawing conclusions based on this analysis
- Corresponding housing supply data were not available for some income categories particularly for the moderate income to above moderate income categories. These income categories generally correspond to units available in the rental housing market. Canada Mortgage and Housing Corporation either does not collect the data, the data are subsumed within a larger geographic area (Central Saanich and Saanich), or the data quality or confidentiality are issues (Sidney).
- There are no programs for people experiencing homelessness (emergency shelters, women's transition houses, etc.) on the Peninsula which correspond to the little to no income category. That said, according to NHS data, there are owner households that fall into the lower income categories. This could be because they own their home outright and live off of a pension income, among other reasons. For the purposes of this current analysis home ownership was assumed for higher income levels. This was based on the observation that the median income for owner households in the capital region was \$76,711, more than \$15,000/year more than the median income for the capital region as a whole, which was \$60,796 in 2010.

## APPENDIX B: STAKEHOLDER ENGAGEMENT SUMMARY

**Table 3: Stakeholder Engagement Summary**

Community Group	Housing Need	Challenges	Promising Practices	Promising Opportunities
<b>First Nations</b>	<p>High numbers of waitlists for housing: Tsyecum: 30 families Tsartlip: 200 + families Tsawout: 65 families</p> <p>Single parents and families have high need</p> <p>Need for a safe house on the Saanich Peninsula for women fleeing violence</p> <p>Elders have increasing need for housing options that have adaptations for mobility challenges; need more assisted living options for Elders.</p> <p>Lack of options for youth</p>	<p>Access to funding and financing; having to use own funds</p> <p>Not all Nations have funding for a housing worker to support nation members</p> <p>Need more services (sewage, water, roads, etc.) on the land</p> <p>Lack of transportation options leads to social isolation and disconnection from broader community, and challenges accessing employment opportunities off reserve</p> <p>Need for housing options for Elders 55+ but province defines seniors at 65+</p> <p>Overcrowding – modular homes/trailer being used as temporary solutions on some reserves</p> <p>Need for funds for renovations</p>	<p>Increase opportunities for information sharing across the Nations – CRD could help facilitate this.</p> <p>INAC can provide funding for land use plans (plans can cost between \$80k to \$100k)</p> <p>Paquachin: Creation of homeowner maintenance fund</p>	<p>Tsyecum: working on developing up to 20 new units</p> <p>Paquachin: 6-plex is currently being developed financed by CMHC</p> <p>Tsartlip: Application for funding approved for the development of 16 Elder homes, and an addition 50 homes.</p> <p>Development of market rental housing next to the Pump gas station is underway.</p> <p>The development of a market housing fund good opportunity for the future.</p>

Community Group	Housing Need	Challenges	Promising Practices	Promising Opportunities
		Mold issues		
<b>Municipal Planners</b>	<p>Low-income seniors</p> <p>Homelessness on the rise – people living in shelter not intended for human habitation</p> <p>Working poor families (families that have annual incomes of less than \$50,000)</p>	<p>Management of Housing Agreements</p> <p>Lack of cheap, easily serviceable land – high land values and ALR boundaries make land development more expensive</p> <p>Need to diversify the populations – need for more families and young people</p>	<p>In-fills and small lots</p> <p>Density bonusing, tax and regulatory incentives</p> <p>Process certainty: streamlined application and permitting process to keep costs low for developers</p> <p>Housing Agreements</p>	<p>Marigold Nursery lands and other development proposals may have options</p> <p>New rental buildings being built in Sidney and Central Saanich</p> <p>Accessing Regional Housing Trust Fund, and recently announced federal, and provincial funding</p>
<b>Non-Profit Housing Developers</b>	<p>Low –income seniors independent living units and range of other affordable housing needs</p>	<p>Lack of transportation and community support services</p> <p>Lack of serviceable land and expense of servicing land (water, sewage, electrical, etc.)</p> <p>Finances – particularly for on-reserve development</p> <p>Competition with private sector condo developers</p> <p>The removal of PST tax exemption has adversely effected construction costs</p>	<p>Development of a housing authority similar to the Whistler Housing Authority (<i>see page 29 for description</i>)</p>	<p>Marigold Nursery lands may be an opportunity but without expanded transit options, may make it less affordable for low-income households.</p> <p>First Nations Housing – need to build housing capacity on reserves where demand is high. High numbers of members on waitlists.</p> <p>56 units of rental housing being developed in Sidney</p>
<b>Private Sector Housing Developers</b>	<p>Gap in housing for households in the \$18k to \$50K range</p>	<p>Increase in assessment values drive up land costs</p> <p>Need for up to date planning</p>	<p>More dense development needed with shared amenities to decrease cost for in-fill projects</p>	<p>Pensions funds are now funding rental housing developments</p> <p>Churches and</p>

Community Group	Housing Need	Challenges	Promising Practices	Promising Opportunities
		documentation; criteria planning departments use to assess applications	Central Saanich OCP has good detail and in-fill flexibility  Make it easier for non-profit housing developers through partnerships i.e. Catalyst Community Development from Vancouver	Legions may have available land, but there needs to be a way to incentivize partnerships

## APPENDIX C: AFFORDABLE HOUSING RESOURCES FOR MUNICIPALITIES

There are a number of different ways communities can address the need for affordable housing. The following is a list of some of the resources for local governments looking to address the need for affordable housing in their community.

SOURCE	DESCRIPTION	LINK
Municipal Planning for Affordable Housing (2000) Canada Mortgage and Housing Corporation	A review of planning and financial mechanisms used to influence affordable housing construction.	<a href="https://www03.cmhc-schl.gc.ca/catalog/productDetail.cfm?cat=35&amp;itm=170&amp;lang=en&amp;fr=1470616122973">https://www03.cmhc-schl.gc.ca/catalog/productDetail.cfm?cat=35&amp;itm=170&amp;lang=en&amp;fr=1470616122973</a>
A Guide to Developing a Municipal Affordable Housing Strategy (2001) – Canada Mortgage and Housing Corporation	Assistance for municipalities in developing successful affordable housing strategies and action plans.	<a href="https://www03.cmhc-schl.gc.ca/catalog/productDetail.cfm?cat=34&amp;itm=1&amp;lang=en&amp;fr=1470616286285">https://www03.cmhc-schl.gc.ca/catalog/productDetail.cfm?cat=34&amp;itm=1&amp;lang=en&amp;fr=1470616286285</a>
Housing In My Backyard: A Municipal Guide For Responding To NIMBY (2009), Federation of Canadian Municipalities	“This document offers ways in which municipalities can prepare themselves for NIMBY opposition, focusing on tools and techniques that have proven successful in gaining community acceptance” (FCM, 2009).	<a href="https://www.fcm.ca/Documents/tools/ACT/Housing_In_My_Backyard_A_Municipal_Guide_For_Responding_To_NIMBY_EN.pdf">https://www.fcm.ca/Documents/tools/ACT/Housing_In_My_Backyard_A_Municipal_Guide_For_Responding_To_NIMBY_EN.pdf</a>
Affordable Housing Programs in British Columbia	Comprehensive list of resources on affordable housing programs in British Columbia.	<a href="https://www.cmhc-schl.gc.ca/en/inpr/afhoce/fuafho/iah/afhopracca/afhopracca_002.cfm">https://www.cmhc-schl.gc.ca/en/inpr/afhoce/fuafho/iah/afhopracca/afhopracca_002.cfm</a>
Tools for Local Governments, Province of British Columbia	“Local governments play a key role in supporting affordable housing in. In B.C., municipalities of all different sizes are using an array of tools including regional growth strategies, transportation plans, and zoning to affect housing affordability. Learn about some of the tools and resources and available to your community.”	<a href="http://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments">http://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments</a>

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