

North Pender
Island
Affordable
Housing
Report

October 30

2008

That all residents on North Pender Island be able to live in safe,
appropriate housing that is affordable.

Prepared by the
North Pender Island
Affordable Housing
Task Force

Acknowledgements

The Task Force would like to thank all members of the North Pender Island community for their participation in the Affordable Housing Survey and interviews. Thanks are also extended to the Islands Trustees, Ken Hancock and Gary Steeves for their continuing support throughout this important project.

Affordable Housing Task Force Members:

Ellie Donahue
Jack Ferguson
Kari Huhtala
Colin Hamilton
Ken Rempel
Jean Deschenes
Marika Kenwell

Table of Contents

<i>Acknowledgements</i>	2
<i>Executive Summary</i>	4
1. The Purpose of the Report	6
2. Community Profile	6
North Pender Island.....	6
Population.....	7
Residential Land Use & Current Zoning.....	7
Housing Quality and Cost.....	8
Occupied Private Dwellings	8
Economy	8
3. The Topic of Housing Affordability	9
4. Report Background	9
5. Community Housing Needs Survey & Interviews	10
Survey Methodology.....	10
6. Survey Results, Housing Issues & Challenges	11
Survey Findings	11
Interviews with Island Businesses & Service Providers	12
Housing Issues.....	13
Housing Ideas from the Survey Respondents	14
Housing Challenges.....	15
7. Possible Island Futures	15
8. Affordable Housing Options on the Island	16
Housing Vision, Principles & Goals.....	17
Housing Options to Achieving Affordable Housing.....	19
9. Concluding Comments	23
10. Attachments	24
Attachment 1: Glossary of Affordable Housing Terms	25
Attachment 2: North Pender Island Affordable Housing Cover Letter & Needs Survey	27
Attachment 3: Survey & Interview Responses	33
Attachment 4: Affordable Housing Options - Definitions.....	38
Attachment 5: San Juan Community Home Trust Homebuyer Eligibility Requirements	43
Attachment 6: Benefits of Legalization Secondary Suites	45
Attachment 7: Housing References and Resource Bibliography	47

Executive Summary

North Pender Island has some of the most spectacular natural setting of any community in the country; it prides itself for its many parks and green spaces, and for providing some of the best natural trails and ocean accesses anywhere. People have been drawn from around the world, across Canada and the Lower Mainland to the Island to enjoy this unique residential experience. Once here they want to stay, raise their families, and enjoy retirement encircled by children, grandchildren, and their community.

In the preceding three to four years the North Pender Island Local Trust Committee and the Islands population completed a review and the revision of the Island's Official Community Plan. Part of this review and revision included strengthening the strategic directions towards the enhancement of affordable housing on the Island.

In January 2008, the North Pender Island Local Trust Committee established an Affordable Housing Task Force composed of Pender residents to look at housing need on the Island and to report back in late fall with affordable housing options. It is important to note that this project was initiated because it was recognized that individuals and families are experiencing difficulties in finding suitable accommodation. During the summer, an affordable housing needs survey was initiated.

The results of the survey indicate that although North Pender Island residents know that there are higher costs associated with living on Pender Island, most residents enjoy the Island environment and lifestyle, and want to continue to live here as long as they can. This reality is confirmed by those who have housing and those who have challenges in accessing and maintaining suitable housing accommodation on the Island. Those on fixed income and seniors also embody this opinion as well.

Many residents indicated that affordable housing is important for the Island, if it is to be a place that attracts all ages and income groups as well as ongoing economic investment interest (i.e. services, programs, infrastructure improvements, etc.). However, there are concerns about existing rental rates, lack of affordable housing for service providers, employees in the business sectors, and for the aging community members.

There are also concerns noted that improved affordable housing choices may change the community as it is appreciated today, by altering the character of the community and possibly bringing to the Island unwanted issues and concerns.

The survey results and the review of what other like communities are doing regarding affordable housing formed the base for the housing options presented in this report. It is recognized by the Task Force that to achieve sufficient affordable housing on North Pender Island, there needs to be a strategic process, acknowledging that some successes will happen earlier and others later. The foundation for planning activities is articulated in the North

Pender Island Official Community Plan. Realizing success will depend on the support of the community, local, regional and senior levels of government and strong partnership between both public and private organizations.

The North Pender Island OCP demonstrates the island's commitment to building a sustainable community that ensures that all who choose to live in the community can do so affordably. But today, housing needs remain varied and complex. It takes multiple, sometimes controversial, approaches to make headway on affordability issues, and a strong network of government, community, and business partners to help people meet their needs along the housing continuum.

In this new environment, partnerships are necessary in order to increase the supply of affordable housing. There is no single tool but through a series of tools that include a wide variety of partnerships among governments, non-profit organizations and, in some cases, the private sector can achieve increase in housing choices and affordable units.

This report also presents several affordable housing options that have generated successful outcomes in other local government jurisdictions, which are described in more detail in the report.

Affordable Housing Options

- Density Bonus for Seniors and Special Needs Housing
- High Density Housing at Select Locations
- Infill Housing or Second Unit On-Site
- Affordable Housing Fund
- Land Acquisition, Banking/Donations
- Home Trust Initiative
- Secondary Suites
- Seasonal Rental Housing
- Home Maintenance
- Community Rent Housing Registry
- Government & Community Awareness, Partnership & Support for Affordable Housing

North Pender Island Affordable Housing Report

1. *The Purpose of the Report*

This report is the major deliverable and describes:

- The context and background in which the work was carried out,
- Outlines the extent of the housing need on the Island, and
- Presents several affordable housing options that will assist in the direction of formulating a strategic plan for improving the availability of affordable housing on North Pender Island.

As strategic planning is recognized as a dynamic process, it is expected that periodically throughout the effort of improving housing availability, changes or modifications to the housing options presented will occur.

The purpose of the affordable housing needs assessment work was to identify the extent of community views on the housing need on North Pender Island and to provide housing options that will begin the implementation of the North Pender Island Official Community Plan (OCP) policies.

Specifically this report:

- Presents a demographic profile of the North Pender Island.
- Outlines housing issues and challenges on the Island.
- Presents community comment on housing (i.e. housing need survey response).
- Suggests areas for various housing options, types and tenure.
- Offers housing forms that can be placed in existing neighbourhoods.
- Introduces strategic housing choice considerations for the future, including the development of North Pender Island Affordable Housing Plan in 2009.

To assist the reader, Attachment 1 presents a glossary of the commonly used terms in the topic of affordable housing.

2. *Community Profile*

North Pender Island

North Pender Island has some of the most spectacular natural setting of any community in the country; it prides itself for its many parks and green spaces, and for providing some of the best natural trails and ocean accesses anywhere. The Island has more public beach accesses for their size than any other Gulf Island. Surrounded by all these natural elements is a world of

local community experiences supported by a comprehensive array of goods and services. People have been drawn from around the world and around the Lower Mainland to the Island to enjoy this unique residential experience. Once here they want to stay, raise their families, and enjoy retirement encircled by children, grandchildren, and their community.

Population

North Pender is 2,728 hectares in size (6,741 acres) with a year round population of approximately 2,000 people¹ occupying 998 dwellings. There are a significant number of seasonal and part time non-residents who own and seasonally occupy 673 of the island's total of 1,671 dwellings. The rate of annual population growth is cyclical and has varied over time from a high of 2.3%, to below 1% annually, with a projected average of over 1% per year until 2031.² The average age on North Pender in 2006 is 56. The provincial average age is 41.

The incidence of families with children at home on North Pender is half of the provincial average (25% vs. 54%). Of the 680 family households on North Pender, there are only 205 families with children living at home. Of these, 150 are two-parent families and 55 are single-parent (female) families. There are 610 seniors who make up 32% of the total population, which is almost two and one half times the provincial average. Of the 295 people living alone on North Pender, over half (54.2%) are seniors 65 years of age and older.

Residential Land Use & Current Zoning

The predominant land use on North Pender (over two-thirds of the island) is residentially zoned land permitting single family dwellings, and in some circumstances accessory cottages. Of the existing residential lots (approx. 2,200), less than half have occupied dwellings (998), about a third (673) have dwellings that are occupied on a seasonal basis and the remainder (approx. 500) are undeveloped.

Approximately two-thirds of the undeveloped lots are located in the Magic Lake subdivision, which contains about 60% of the total number of residentially zoned lots on the island. Under current zoning there is potential for creation of over 200 additional lots through subdivision. Over one-third of the subdivision potential is located in the northwest (Port Washington and MacKinnon road) part of the island. Other areas of unrealized potential include a number of rural parcels in the central island and Razor Point area.

¹ 2006 Stats Canada census

² North Pender Island Official Community Plan 2008

Housing Quality and Cost

Approximately two-thirds of the island's dwellings were constructed between 1971 and 1995 (670) with the remainder almost equally divided between pre-1971 and post-1995 construction. The state of repair of occupied private dwellings is below the provincial average, with 60.8% listed as in good condition, 32.2% requiring minor repairs and 6.5% needing major repairs.³

The cost of buying a single family dwelling on North Pender Island, and in the Southern Gulf Islands, has more than doubled in the past ten years. The average price in 1998 was \$268,613, in 2003 \$350,550, and in the first six months of 2008 has climbed to \$543,179.⁴

Occupied Private Dwellings

The 2006 census identified almost 1,000 (998) private households on North Pender with an overall average of two persons per dwelling, with 945 of the dwellings listed as single-detached houses. Ten of the dwellings were identified as semi-detached houses, ten as apartment or duplex, and thirty as moveable dwellings. One in nine (11.1%) of the occupied private dwellings were identified by the census as being rental housing with the remainder (88.9%) as owner-occupied.

Economy

In comparison to other non-urban areas in the province, North Pender's economy is disproportionately dependent upon private non-employment income, primarily private investment income and private pensions with one third of all income being derived from these sources. Compared to the provincial average there is a very low dependence on resource-based income 2% versus 22%, but income from tourism at 7% and agriculture at 2% are close to the provincial average.

Employment and family incomes on North Pender tend to be lower than the provincial average. Of those in the workforce, almost half are self employed with many working from home. The average employed rate is 78.9%.

³ BC Stats Oct. 2007

⁴ Victoria Real Estate Board Historical MLS Statistics

3. The Topic of Housing Affordability

Housing affordability is a function of housing cost and household income. Affordable housing is defined by the Canada Mortgage and Housing Corporation (CMHC) as housing which does not exceed 30% of a household's gross income. This measure applies to households of low to moderate income, usually those with incomes at 80% or below the median household incomes for a region.

The issue of housing affordability can be determined by the number of households in core need. Core need as defined as a household spending more than 30 % of their gross income on shelter costs. The Southern Gulf Islands area has the largest number of households in core housing need of any area in the Capital Regional District with 18% of household-owners and 46% of household-renters in core housing need.⁵

The emerging demand for housing choice and awareness of its scarcity has become a concern for a growing number of households keen to retain their vibrant communities. Housing choices for many Islanders has become an important issue, not just to ensure that as we age there are opportunities to remain in the community, but also to maintain a healthy sustainable island community.

This report reflects the proactive approach taken by the North Pender Island Local Trust Committee to identify directions, strategies and tools that could contribute to providing housing choices and affordability. In this report are the results of this community study of the Island's housing trends, issues, challenges and opportunities. This report serves in support of a district wide dialogue on housing among residents, and the Islands Trust.

4. Report Background

The work on improving the availability of affordable housing on North Pender Island began approximately four years ago when this community began reviewing and revising the Official Community Plan (OCP). A Housing Focus Group was established with a mandate to recommend enhancement of housing related policies in the OCP. The work of the group was incorporated into the OCP, and the plan was approved in the fall of 2007.

In 2007 the affordable housing shortage was referred to the North Pender Island Local Trust Committee (LTC) Advisory Planning Commission (APC) for discussion and recommendations.

⁵ CRD Regional Housing Affordability Strategy

The APC, after further discussion, recommended to the LTC to proceed with the formal assessment of the affordable housing need on North Pender Island.

In January 2008, the LTC established an Affordable Housing Task Force composed of North Pender Island residents to look at housing need on the Island. The Task Force undertook the following tasks to complete its mandate:

- Review and analysis of available local data and statistics related to demographic changes, housing supply and demand.
- Review the North Pender Island OCP, Island Trust planning policies, zoning bylaws, community profile, and other pertinent documents.

During May and June 2008, the Task Force designed and developed a housing needs survey questionnaire and distributed it at the following eight (8) island locations:

- Southridge Farms Country Store
- Pender Island Agricultural Hall (and Saturday Farmers Market)
- Pender Island Realty at Driftwood Centre
- Port Browning Pub
- Medicine Beach Market
- Dockside Realty at Hope Bay
- Pender Island Library
- Pender Island Home Building Centre

The survey is attached as Attachment 2.

The survey questionnaire consists of two parts:

- Part A asks for comment on the current housing situation.
- Part B asks for comment on issues related to housing.

In August 2008, the completed surveys were collected and tabulated.

In addition during August, the Task Force interviewed various Island businesses and community organizations to solicit their views on the housing situation on the Island.

5. Community Housing Needs Survey & Interviews

Survey Methodology

The survey questionnaire was designed by the AHTF members in May 2008. After a brief validity test the questionnaire was prepared for distribution. Two methods of distribution were carried out as follows:

1. 1,200 questionnaires were mailed out as an insert in the Islands Tides newspaper. An additional 336 questionnaires were distributed by the task force members who were positioned at various locations in the community.
2. The second distribution method allowed for informative dialogue between community members and task force members. The survey questionnaire was accompanied by a cover letter that listed the above eight locations throughout the community where completed questionnaires could be picked up and dropped off.

In addition, a survey questionnaire was designed for the purpose of interviewing the business sector to ascertain difficulties in hiring practices as a result of the shortage of housing. Guidelines for interviewing various community organizations were also discussed.

The completed survey questionnaire data was summarized utilizing two methods as follows:

Part A – Part of the questionnaire asked for comment related to the current housing situation. A simple method of calculating percentages was utilized. It is important to note that contaminated data (dirty data in survey research language), or, in other words, responses that were entered not exactly as instructed but still related to the question, were included in the calculation of percentages. This method was used in order to maintain a representative sample. This decision required that a margin of error be calculated for areas where data was contaminated in order to increase confidence in the data.

Part B - Part B of the questionnaire asked for comments related to housing issues. The Q-Sort survey methodology was utilized to summarize the responses. This methodology allowed for the quantification of the comments into percentages. The comments were sorted into three categories and percentages were calculated for each of the categories. This method was utilized to summarize interview data.

6. Survey Results, Housing Issues & Challenges

Survey Findings

The Task Force members were pleased with a 16% response rate, or 247 completed surveys returned.

The survey findings indicated that:

- Gender: 60% of the questionnaires were completed by females.
- Age Group: The respondents fall into two major age categories: 56.8% in the 60 to 75+ age group, and 43.1% in the 16 to 59 age group. 21% are retired with some working part or full time (on and off Island).
- Household Description: 45.1% are single adults, 22.6% are or single seniors, and 21% are senior adult couples.
- Living on the Island: 87% live on the Island full time and 12.1% live part time.
- Housing Type Residence: 83.5% live in a house with 16.5% residing in a secondary unit (attached to the house or a second dwelling on a property).
- Rent or Own: 14% rent accommodation while 52% own their houses without a mortgage. 28.6% own their home with a mortgage.
- Housing Cost: 22.9% pay more than 30% of their household income on housing per month (including rental and those who own a house with a mortgage). 28.3% pay \$501 to \$1,750 per month for housing, with 67.7% of that group paying \$500 to \$1,000.
- Housing Need: 78.5% state their housing needs are met. 28.5% note that their housing needs are not being met. 13.6% say that their housing is too small. 20% note that their housing needs improvement, and 10% indicate having mobility concerns with regard to their housing design.
- Housing Ownership/Rental: 63.2% prefer to own their home, with 16.8% preferring to rent.
- Preferred Housing Size: 69.4% prefer one or two bedroom accommodation with a smaller number noting interest in studio or 2 bedroom accommodation or larger.
- Housing Need: 35.4% note that they prefer a house. 15% would prefer to find a small second dwelling. 14.2% indicate a desire for seniors housing. 11.8% low income assisted housing.
- When Housing Needed: 55.6% note that they need to find housing now while 33.7% need housing in the next 1 to 5 years.

Interviews with Island Businesses & Service Providers

It has been known for some time that the business sector was experiencing some difficulty in securing sufficient numbers of workers and retaining workers due to housing shortages. It was important to the Affordable Housing Task Force to substantiate the sectors problems and to hear recommendations on how the housing shortage could be addressed.

In total, eleven business owners and service providers were interviewed utilizing a standard questionnaire.

The following table reflects the findings.

- Four businesses indicated that their employees had problems securing rental accommodations.

- Four businesses were unable to hire staff due to the lack of housing.
- Five businesses knew workers who had to leave the Island due to not being able to find housing.
- Nine responses knew someone who could not find housing.
- Two service providers knew individuals who were short of food due to housing being too expensive.
- All stated that if they were in need to hire workers off island they would be in serious trouble.

Attachment 3 presents the detailed survey and interview responses.

Housing Issues

The research provides evidence that many Island households have considerable choice in Pender Island’s housing market. This includes longer term residents who have owned their home and have realized capital appreciation. They now have the option to stay, move elsewhere, relocate locally or renovate with the advantage of increased equity. However, it is also clear that there are people who have more limited choices in the housing market. 21% of the respondents note that their housing needs are not met.

- *Young singles, couples and families with children – home ownership*
As house prices continue to rise, few young singles, couples and families are able to purchase a home. A decade ago, families with young children at home were able to purchase single detached home. Today, some are choosing to move away from family and friends due to high prices.

The survey indicates that:

- Rental costs are too high (partially due to property management agencies charging up to 20% on top of rent).
- There is no long term housing security when renting (due to owners using housing in summer and short term vacation rentals).
- Single parents with children have limited rental options.

- *Seniors – downsizing choices*

There are limited ownership options and choices for seniors who want to continue to remain in their community and downsize from a home into a smaller housing accommodation. There is one senior’s housing project “Plum Tree Court”, which can expand dependant upon the availability of senior government funding support. However, many must continue to reside in their larger houses or move to another community where there are more choices to downsize.

The survey indicates that:

- Seniors want to downsize but smaller sized housing is not available.

- Many seniors have special needs as their independence declines; their housing needs are not met.
- *Rental housing – an affordable choice*
There is limited supply of rental housing for those who cannot purchase a housing unit, including seniors. Many who work in the community have to pay higher rental rates due to limited housing rental choices.

The survey indicates that:

- Having pets limits rental options.
- Affordable housing needs to be linked to innovative transportation.
- Many current rental units need improvement (they are barely fit to live in).
- *Lower income households – quality of housing*
Finding accommodation that is affordable and accessible for low income households that is adequate and safe is difficult to find. Many, particularly those who work on the island, have to pay larger sums for rent, or work at more than one job.

The survey indicates that:

- Low wages on the Island limit access to market and rental housing.
- The Island business sector has problems with attracting and securing sufficient workers.
- *Lower income households – security of tenure*
There is a good supply of individual homes. However, due to the island's recreation focus, seasonal rentals result in higher rental rates for year round residents.

The survey indicates that major Island tourism facilities take rental properties out of the available rental market for use by their employees.

Housing Ideas from the Survey Respondents

The survey responses presented a fair number of ideas that in their minds would address the above housing issues on the Island.

- Provide small footprint higher density housing.
- Build modest scale multiple family dwellings.
- Legalize secondary suites in existing and new housing.
- Provide for a mobile home park.
- Build cluster and co-op housing.
- Permit the building of duplex/triplex housing.
- License secondary rental accommodations for existing cabins and cottages.

- Change existing zoning to allow higher density housing.
- Prohibit short term vacation rentals.
- Decrease the lot size requirement to permit a second dwelling.
- Establish a centrally available Island housing registry.
- Expand Plum Tree Court for seniors/special needs individuals.
- Create assisted living housing
- Inform the community how to access government funding for improving existing housing.

Housing Challenges

Achieving and maintaining healthy communities on North Pender Island will require the Local Trust Committee to conduct purposeful and directed consultation with the public, and with local businesses, service providers and employers. Also needed will be local government decision-making committed to a sustainable future.

Well-crafted policies and do-able implementation plans can encourage opportunities and innovation in business and employment, enhance quality of life opportunities through housing and transportation choices, and stimulate social interaction for a sense of belonging and broad-based support. Gaining public support for the policies and plans, through a well-designed process, will be needed for local government decision-makers to hold to the vision and overcome voices of dissent. It affects the community’s ability to recruit and retain workers in public and private sector positions, the availability of public schools, traffic congestion and the overall health of the community.

7. Possible Island Futures

Before the community can engage in the topic of housing, it needs to decide on the type of community it wants to become. There are several future choices that are possible, each of which will drive change and lead to different futures. For the purposes of this discussion, two possible futures for the Island are presented.

Future 1: Stay the Course

This Island’s development pattern would be a continuation of the current growth pattern.

The result is that the community emphasize continuation of single detached housing to support the highest use of private automobiles for transportation, and the lowest number of sustainable community features. The community would continue to attract higher income households and overtime reduce the numbers of young families and Island workers who can afford to own or rent housing. The local school could close and there will likely be a gradual decline in Island business and social services as Island workers will find it difficult to find

suitable housing accommodation.

Future 2: Community Comes Together to Create Required Housing

The North Pender Island community forms a strategic plan to determine the type of housing required, the location, and form. This plan would create strong partnerships with local, regional and senior government agencies, and the private sector, to secure funding support and commitment for building the required housing.

This development pattern would work toward more compact walk-able Island areas that would have modest scale housing.

The result is that the community would emphasize redevelopment of existing properties in the form of high-density small lot residential areas where infrastructure can support these, or second floor housing above commercial at, or adjacent to, the Island's established commercial centres. Homes would be closer together creating opportunities for engendering a sense of community, especially catering to those households requiring community services within walking distance (e.g. seniors, seasonal employees and low income residents). No new land (including agricultural designated lands) would be used to accommodate forecasted growth.

This report finds "Future 2: Community Comes Together to Create Required Housing" provides the greatest opportunity for housing choices, and the economic conditions and transportation options necessary for sustaining it. This future also works toward maintaining the Island's existing single family character and green spaces.

8. Affordable Housing Options on the Island

The long-term sustainability of North Pender Island would require building a diverse, flexible housing stock to meet changing needs over time. The Island community must take leadership role in ensuring multiple housing choices and affordability.

Good, affordable housing is the foundation of communities and an essential part of smart growth. With a stable place to call home, people can build healthy families and communities. Housing is considered affordable when a household can spend less than 30% of their income on accommodation. In some BC communities, housing is becoming the most expensive in Canada.

Affordable housing is an issue for many people, such as teachers and fireman, moderate and low-income families, young and old, retirees and students. When people can afford the type of housing they want near their work or school, they can spend less time commuting and more time with their families. Having an affordable home provides stability for families, helping children to achieve more in school.

Choices in housing are critical. In addition to single-family homes, a smart growth community includes a mix of houses, apartments above commercial activities, “granny flats”, houses with secondary suites and more. These options use less land and resources, so they are less expensive.

Choices also allow people to find the kind of housing they need within the communities they know and love, even as their needs change over time.

- A bachelor apartment or basement suite may be perfect for an Island employee.
- A young family with children might want access to a yard.
- Empty nesters might choose a smaller, low-maintenance home or downsize to smaller accommodation.
- Elderly people need senior-friendly housing near their family, doctor, friends and community services.

All these types of housing can be rental or owned.

Housing Vision, Principles & Goals for North Pender Island

To pursue affordable housing on the Island, there needs to be a housing framework that includes a housing vision, principles and goals. The following provides what that might look like on North Pender Island.

Vision

That all residents on North Pender Island will be able to live in safe, appropriate housing that is affordable.

Principles for Housing Choices

- Affordable housing is an essential community good.
- The North Pender Island community is committed to a sustainable community, including affordable and safe housing for its residents.
- The North Pender Island community will collaborate with senior government, its municipal neighbours, the region, the housing industry and community stakeholders in the interests of housing affordability.
- The principle of social integration in both the community and housing underlies the community’s approach to affordable housing.

Housing Goals

- To increase North Pender Island’s inventory of safe, affordable, appropriate housing.
- To decrease the number of North Pender Island residents in housing need.
- To support North Pender Island residents in moving through their varying life stages of the housing continuum, from young families with children to independent seniors housing.
- To create affordable housing that will be affordable in perpetuity.

Housing Options to Achieving Affordable Housing Choices

In this new environment, partnerships are necessary in order to increase the supply of affordable housing. There is no single tool, but through a series of tools that include a wide variety of partnerships among governments, non-profit organizations and, in some cases, the private sector, we can achieve increases in housing choices and affordable units.

Housing Options to Achieving Affordable Housing

The North Pender Island OCP demonstrates the Island’s commitment to building a sustainable community that ensures that all who choose to live in the community can do so affordably. But today, housing needs remain varied and complex. It takes multiple, sometimes controversial, approaches to make headway on affordability issues, and a strong network of government, community, and business partners to help people meet their needs along the housing continuum.

In this new environment, partnerships are necessary in order to increase the supply of affordable housing. There is no single tool but through a series of tools that include a wide variety of partnerships among governments, non-profit organizations and, in some cases, the private sector, we can achieve increases in housing choices and affordable units.

Attachment 4 presents affordable housing options and definitions.

The following presents several housing instruments that have had successful outcomes in other *local government* jurisdictions.

a) Density Bonus for Seniors and Special Needs Housing

Density bonuses allow developers to opt into building high density housing in return for providing affordable housing units to the community. The result will create additional affordable housing units as part of the development.

The North Pender Island Land Use Bylaw No. 103 allows for density of 10 units or more if the housing is affordable and/or focuses on special need.

As local government do not have sufficient resources to go it alone in the provision of affordable housing within communities, other housing tools need to be utilized if the Island is to provide housing for all age and income groups. Affordable housing can come in the form of small lot single family development, cluster housing, and or second storey units above commercial. It can also be targeted at various household types in the community (e.g. housing specifically catering to certain household income groups). To ensure success, the Islands Trust needs to create an implementation protocol to specify how this policy will be applied to intended target households, enforced, and completed units managed.

b) *Low Density Housing at Select Locations*

High-density housing should be considered close to established commercial centres on the Island. This can be in the form of small lot single family residential, cluster housing (i.e. duplex or triplex) or second story residential above commercial. These housing locations will better cater to those households and individuals wishing to have smaller accommodations closer to Island services.

c) *Infill Housing or Second Unit On-Site*

Infill housing is the adaptive reuse of land within established single family residential areas. Infill housing represents adding housing units into an already approved property or community. The infill housing can be in the form of additional attached or detached units built on the same lot, by dividing existing homes into two units, or by creating new residential lots by fee simple or strata subdivision. In some instances, there may be more than two infill housing units on a property considered.

Currently, the North Pender Island OCP permits secondary units on 3 acre lots or larger.

However, before this opportunity can be considered, an amendment to North Pender Island OCP is required. This amendment should consider minimum land parcel size, siting, unit size maximums, location, compatibility of building design and availability of potable water.

d) *Affordable Housing Fund*

A housing fund is an account set up to receive funds that are dedicated to the creation of affordable housing and support needs (e.g. housing research, staffing, etc.). Funding to this account can also be contributed from property taxes, cash-in-lieu contributions from developers upon rezoning and through density bonus contributions. Also funding contributions from various non local government sources can be placed into this fund (e.g.

Vancouver Foundation, Vancity and Coast Capital Credit Unions, private individuals, senior government housing programs, etc).

e) *Land Acquisition, Banking/Donations*

The North Pender Island has a successful history of securing land for park and community service purposes that has been acquired through private land owner's donations and community acquisition. Similarly, Island land suitable for housing development should be pursued, acquired and set aside for that purpose. Other lands may be added for housing purposes as part of the Island ongoing program to purchase and secure land for future housing initiatives, negotiations, and joint public-private ventures.

A recent example of this type of public-private collaboration is the development of the first affordable housing project on Salt Spring Island that came as result of a donation of land by a private land owner. The donation helped to facilitate the construction of a 27 suite apartment building.

f) *Home Trust Initiative*

In BC, land trusts have been typical used to preserve habitant and natural areas. Given the success that San Juan Island has had in the creation of several affordable housing units, this initiative is one that warrants further investigation on North Pender Island.

This initiative would be patterned after the San Juan Community Home Trust (see Attachment 2) that creates permanently affordable housing for low and moderate-income island residents, promotes economic diversity and development, and supports a sustainable island community while practicing responsible stewardship of our rural environment. The Home Trust is a community land trust, a type of organization that removes the cost of land from the cost of the home. Our homeowners partner with us as stewards of affordability. The Home Trust is a registered non-profit.

To be eligible for housing a household must have a total income that is enough to pay the monthly mortgage, taxes and insurance. To be eligible for a subsidized home, the total annual income for your household must be less than 80% of area median income for your household's size. For those earning more than 80% of area median income, you may be eligible for a non-subsidized Home Trust home. A description of San Juan Community Home Trust application eligibility qualifications are presented on Attachment 5 of this report.

The Home Trust is a non-profit organization, which can apply for grants and accept tax-deductible contributions from individuals, foundations and agencies that support home ownership. With these funds, the Home Trust can subsidize the cost of land,

infrastructure and construction of new homes. Homebuyers must obtain a mortgage for the affordably priced home and also agree to limit the eventual resale price of the home to insure that it is perpetually (i.e., forever) affordable to working people. The increase in resale price is restricted by a formula tied to the area median income.

g) *Secondary Suites*

With the cost of housing, secondary suites can provide rental housing that is affordable, ground oriented, and market based. There are benefits for the owner, the tenant, and the community, which are outlined on Attachment 6 or this report.

h) *Seasonal Rental Housing*

North Pender Island is a community where recreation is in abundance. As such, it contains several tourist focused services, programs and events. To support Island tourism, the North Pender Island Zoning Bylaw includes a Commercial Two (C2) Zone that permits hotel, motel and lodges. As these accommodations are primarily utilized during the summer months, permitting the long-term rental of these units during the off season would greatly add to the affordable housing accommodation.

i) *Home Maintenance*

Canada Mortgage and Housing Corporation (CMHC) have two programs that offer financial assistance that will preserve the quality of affordable housing.

1. The Residential Rehabilitation Assistance Program (RRAP) helps people who live in substandard dwellings and cannot afford to pay for necessary repairs to their home. Homeowners may qualify for assistance if your property is eligible and if your total household income is at or below the Income threshold set by CMHC. This program is well suited to seniors and individuals on fixed income.

A residential property may be eligible for Homeowner RRAP if the property is:

- Valued below a certain amount,
- At least five years old, and
- Substandard and needs major repairs in one of the following areas: heating, structural, electrical, plumbing and fire safety.

The home may also qualify if work is needed to help reduce overcrowding. The maximum loan available for a Pender Island property owner would be \$16,000.

2. Residential Rehabilitation Assistance Program (RRAP) — Secondary/Garden Suite
Canada Mortgage and Housing Corporation (CMHC) offers financial assistance for the creation of a Secondary or Garden Suite for a low-income senior or adult with a disability — making it possible for them to live independently in their community, close to family and friends.

What is a Secondary Suite or a Garden Suite?

A **secondary suite**, sometimes called an in-law suite, is a self-contained separate unit within an existing home or an addition to a home. This means there are full kitchen and bath facilities as well as a separate entrance.

A **garden suite** is a separate living unit that is not attached to the principal residence, but built on the same property. Garden suites are sometimes referred to as “granny flats” because they were originally created to provide a home for an aging parent of a homeowner. Like a secondary suite, a garden suite is a self-contained unit.

Regardless of which type of housing is chosen, secondary and garden suites must meet all applicable building code requirements as well as local municipal planning and zoning regulations.

A property may be eligible for a Homeowner RRAP – Secondary/Garden Suite if a residential property:

- Accommodates an affordable, self-contained rental unit for a low-income senior (65 years of age or more) or adult with a disability.
- Meets the applicable zoning and building requirements.
- Owner enters into an Operating Agreement that establishes the rent that can be charged during the term of the Agreement.
- Owner agrees that the household income of the occupant(s) of the newly contained unit will be below CMHC set level.

The maximum loan available for a Pender Island property owner would be \$24,000.

Under both programs (i.e. RRAP and RRAP – Secondary/Garden Suite) the assistance is in the form of a forgivable loan that does not have to be repaid provided that you, as the owner, adhere to the conditions of the program.

i) Community Rental Housing Registry

A rental housing registry would be a free public service for the purposes of providing information regarding affordable housing options. The registry will not physically inspect accommodations being offered, cannot verify or vouch for the competence or reliability of the landlords or the tenants, and does not recommend, monitor or evaluate any of the landlords or tenants. It would be the responsibility of the landlord and/or tenant to check these matters. This service could be provided as part of an existing local government office or as an on-line service.

The community rental housing registry will reserve the right to decide who will be registered in the registry. The registry will also set a maximum monthly rental rate.

Landlords and Tenants posting information must report to the housing registry when they have satisfied their housing requirements so that the information will be removed from the registry. Registry cards will be completed by a landlord and/or individuals looking for accommodation. All postings will be removed after two months.

The City of Medicine Hat provides a community rental housing registry service.

3. *Government & Community Awareness & Support for Affordable Housing*

While affordable housing is an issue on the Island, the outside world's perception of the need is not evident. Many believe that households and individuals who choose to reside on the Gulf Islands have substantial disposal incomes. If regional and senior governments (e.g. CRD, BC Housing, CMHC, etc.) funding support for affordable housing is to be achieved, there needs to be greater awareness about the topic, and discussions pursued with key governmental housing agencies. Also, there needs to be community-based partnerships established to build local awareness and support, if the supply of more affordable housing units is to be achieved.

For example, the Plum Tree Court operated by the North Pender Island Seniors Society has 6 one bedroom units. The seniors' housing project was approved to accommodate 12 units. The findings from this study indicate that this facility should be expanded.

9. *Concluding Comments*

There have been increased pressures on local communities to respond to affordable housing needs as higher levels of government have been decreasing or even suspending their affordable housing initiatives. Local communities that have provided leadership in this field have generally received assistance from senior levels of government. A good affordable housing approach in place assists communities to take advantage of opportunities when they are proposed by provincial and federal governments, and other interested housing stakeholders.

Research has shown that housing affordability is influenced by a broad range of social and economic forces including rates, inflation, income, and population growth. It can also be affected by the decisions of senior levels of governments related to taxation, immigration, provision of housing assistance, and other social safety net policies.

The findings and possible directions identified in this report are presented as resources and a foundation toward the development of future housing on North Pender Island. There is no single solution to the challenges that exist in the provision of affordable housing, and it is dependent on the Island and its innovative partnerships and approaches.

To respond to Island's future housing needs, a strategic plan is needed that can:

- Stimulate the provision of forms of affordable housing;
- Better match the existing supply of affordable housing with the changes that are occurring in the profile of Island households and their needs and preferences; and
- Increase the overall supply of affordable housing choices, both by lower cost market/non-profit housing, and by considering ways to permit modest high density at select locations over the next 10 to 15 year period.

10. Attachments

1. *Glossary of Affordable Housing Terms*
2. *North Pender Island Affordable Housing Cover Letter & Needs Survey*
3. *Survey & Interview Responses*
4. *Affordable Housing Options and Definitions*
5. *San Juan Community Home Trust Homebuyer Eligibility Requirements*
6. *Benefits of Legalization Secondary Suites*
7. *Housing References and Resource Bibliography*

Glossary of Affordable Housing Terms

Affordable Housing - Housing that does not cost more than 30 per cent of a household's gross income regardless of whether they are living in market or non-market housing.

Cluster Housing - A subdivision technique in which detached dwelling units are grouped relatively close together, leaving open spaces as common areas.

Co-operative Housing - Housing where residents or members own and manage their building and work together to keep their housing well-managed and affordable.

Core Housing Need - Identifies the number of households in a community who are unable to find housing that is suitable in size, in good repair and affordable without spending 30 per cent or more of their gross household income on housing.

Government-Supported Housing - Refers to housing built through one of a number of programs and which typically receive an ongoing operating subsidy. It does not include rent assistance provided to households living in the private rental market.

Housing Action Plans - Identify specific housing objectives and actions for increasing housing supply, diversity and affordability at the municipal level.

Housing Continuum – Provides a framework for analyzing housing needs and choices for households with different social and economic circumstances.

Infill Housing - Single-unit infill housing is development that provides for new single-unit homes on land that is surplus to the needs of existing housing. This could be in the form of separate dwellings on one lot (strata-titled or otherwise), or dwellings on separate small lots created through subdivision of larger lots.

Low Income – Refers to households with incomes which are below 50% of the median income for the region. These households include low income seniors, families and single persons who face challenges in finding housing in the private market with the resources that they have available.

Low to Moderate Income – Refers to households with incomes which are between 50% and 80% of the median income for the region. Households with low to moderate income include working families and other households who are in core housing need and who face challenges in finding housing in the private market that they can afford.

Moderate Income – Refers to households with incomes between 81% and 120% of the median income. These households typically include key workers and include those who may need assistance to gain access to entry level ownership.

Non-Market Housing - Refers to government supported housing built through different Federal and Provincial funding programs and is typically managed by non-profit or co-op housing providers. Most non-market housing receives an operating subsidy.

Non-Profit Housing - Non-profit housing is housing developed under different Federal and Provincial programs and is frequently referred to as social housing. Non-profit housing is owned and operated by community-based service providers who have a mandate to provide safe, secure and affordable housing to households with low to moderate incomes.

Private Market Housing - The private rental market provides the majority of low cost housing. This can include purpose-built rental housing as well as housing supplied through the secondary rental market including basement apartments as well as rented condo stock.

Social Housing - Social housing refers to housing build under Federal, Federal/Provincial or provincial programs and is designed to accommodate households with low to moderate incomes in core housing need. It includes public housing as well as non-profit and co-op housing.

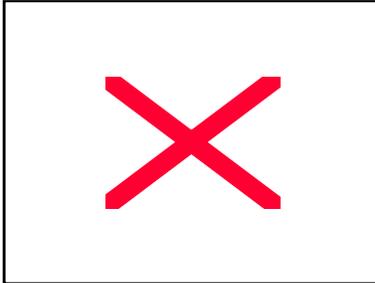
Small Lot Residential - Housing located on a smaller parcel size and reduced setbacks compared to the established Single Family Residential zones.

Supportive Housing – Refers to housing which includes on-going supports and services to assist those who cannot live independently. There is no time limit on the length of stay for supportive housing.

Transitional Housing – Refers to housing which includes services and supports but which includes a time limit on the amount of time that an individual can stay in this housing. The amount of time can vary from 30 days up to 2 or 3 years. Transitional housing is often viewed as an interim step to helping individuals to make the transition to permanent housing.

Attachment 2

North Pender Island Affordable Housing Cover Letter & Needs Survey



July 1, 2008

Dear North Pender Island Resident:

Subject: Affordable Housing on North Pender Island

In January 2008, the North Pender Island Local Trust Committee established an Affordable Housing Task Force composed of Pender residents to look at housing need on the Island and to report back in late fall with recommendations. This enquiry has come about as a result of individuals and families experiencing difficulties in finding suitable accommodation.

To assist with this review, the Task Force has prepared the attached survey and ask you to complete it and drop it off at one of the following eight (8) locations on the Island by **July 31, 2008**.

- Southridge Farms Country Store
- Pender Island Agricultural Hall (and Saturday Farmers Market)
- Pender Island Realty at Driftwood Centre
- Port Browning Pub
- Medicine Beach Market
- Dockside Realty at Hope Bay
- Pender Island Library
- Pender Island Home Building Centre

If you wish to mail the survey, please send it to: Affordable Housing Survey, 4745 Bosun Way, Pender Island, B.C., V0N 2M2.

Thank you for completing the survey. We will keep you informed about what we learn and what we plan to do. If you have any questions, please call me at 629-6416.

Sincerely,

Ellie Donahue, Chair

The Affordable Housing Task Force

Affordable Housing Task Force: Marika Kenwell, Jack Ferguson, Ken Rempel, Colin Hamilton, Jean Deschenes, Kari Huhtala, Ellie Donahue, and Ken Hancock (Trustee), and Gary Steeves (Trustee).

North Pender Island Affordable Housing Needs Survey

This affordable housing survey is presented in two parts.

- Part A asks questions about your individual housing situation.
- Part B asks questions about your housing needs.

Even if your housing needs are already being met, we would like you to answer Part A of this survey.

Please tick appropriate category under each question or provide more information when requested.

Part A – Your Housing Situation on the Island

1. What is your gender?

Male	
Female	

2. What is your age group?

0 – 15 years	
16 – 24 years	
25 – 44 years	
45 – 59 years	
60 – 74 years	
75+ years	

3. How many people live in your home (including yourself)?

Please put number	
-------------------	--

4. What household describes your situation?

Single adult	
Single senior (over 65)	
Adult couple	
Seniors couple (over 65)	
Couple with children	
Single parent with children	
3 or more adults	
Other (please specify)	

5. Do you live on the Island?

Full time	
Part time (year round)	
Part time (summers only)	
Part time (winters only)	
Other (please specify)	

6. What type of housing do you live in?

House	
Suite in house	
Small second dwelling on property	
Cottage	
Seniors housing unit	
Co-housing or shared housing	
Resort motel or bed & breakfast	
Temporary housing for island employees	
Garage	
Bus, van or camper trailer	
Boat	
Other (please specify)	

7. Do you currently: (Please tick all boxes that apply)

Rent	
Own with a mortgage	
Own without a mortgage	
Live with parents	
Live with friends	
Live with fellow employees	
Other (please specify)	

8. Do you currently: *(Please tick all boxes that apply)*

Work on the island	
Work off island	
Work for someone else	
Work for yourself	
Work full time	
Work at two jobs	
Work part time	
Work seasonally (only in summer or winter)	
Do not work (retired)	
Do not work (e.g. sabbatical, medical leave, disability, etc.)	
Other (please specify)	

9. Do you spend more than 30% (on average) of your monthly gross income on housing (rent or mortgage payments)?

Yes	
No	

10. Please advise what your household pays in rent or mortgage costs for accommodation.

Rent		Home ownership	
Under \$500		No mortgage	
\$501 to \$750		Under \$500	
\$751 to \$1,000		\$501 to \$750	
\$1,001 to \$1,250		\$751 to \$1,000	
\$1,251- to \$1,500		\$1,001 to \$1,250	
\$1,501 to \$1,750		\$1,251 to \$1,750	
Above \$1,750		Above \$1,750	

11. Are your housing needs on the island being met?

Yes	
No	

If **NO**, please answer the survey questions in Part B NEXT PAGE.

If you have **additional comments** that you would like to provide, please go to question 17.

Part B - Your Housing Needs on the Island

12. Why do you think your housing is unsuitable? Why? (Please tick all boxes that apply)

It is too small	
It is too big	
It is too expensive	
It needs improvements/repairs	
I have no housing rental security	
I have health or mobility concerns	
I need to live independently	
I need to be closer to family	
I need to be closer to work	
I need to downsize	
Other (please specify)	

13. In terms of your housing needs, would you prefer to:

Rent	
Own	

14. What size of housing would best meet your needs?

Studio	
One bedroom	
Two bedroom	
Three bedrooms or more	
Other (please specify)	

15. What type of housing would best meet your needs?

House	
-------	--

Suite in house	
Small second dwelling on property	
Senior housing unit	
A dwelling with 2 units or more	
Special needs housing	
Co-housing or shared housing	
Temporary housing for island employees	
Low income assisted housing	
Other (please specify)	

16. Regarding your answers to questions 14 and 15, when would you like to see this type of housing available to you?

Now	
In 1 to 3 years	
In 3 to 5 years	
In 5+ years	

17. Do you have any other comments that you would like to make on the topic of affordable housing on Pender Island? Should you require more space, please add additional pages to this survey.

Attachment 3
Survey & Interview Responses

Table 1: Survey Responses

Surveys Distributed	1,536
Surveys Received	247
Survey Response Rate	16.1%

Table 2: Gender

Male	39.3%
Female	60.7%

Table 3: Age Group

16 - 24	4.0%
25 - 44	11.7%
45 - 59	27.4%
60 - 74	43.7%
75+	14.1%

Table 4: Number of Persons in Household

Average Household	2.5
-------------------	-----

Table 5: Household Description

Single Adult	16.9%
Single Senior	28.2%
Adult Couple	22.6%
Senior Couple	21.0%
Couple with Child	7.3%
Single Parent	1.2%
3 or More Adults	2.0%

Table 5: Living on Island

Full Time	87.0%
Part Time	8.9%
Part Time Summer	2.8%
Part Time Winter	0.4%
Other	0.8%

Table 6: Housing Type Residence

House	83.5%
Suite	2.9%
Small Second Dwelling	2.1%
Cottage	5.4%
Bus, Van, Camper, Trailer	3.7%
Other	2.4%

Table 7: Current Housing Situation

Rent	14.7%
Own with Mortgage	28.6%
Own No Mortgage	52.2%
Share	4.4%

Table 8: Employment

On Island	19.7%
Off Island	6.3%
For Self	13.7%
For Others	9.5%
Full Time	9.1%
Two Jobs	5.6%
Part Time	8.9%
Seasonally	2.8%
Retired	21.0%
Other	3.2%

Table 9: Housing Cost/Month

More Than 30% Income	22.9%
Not More Than 30% Income	77.1%

Table 10: Rent Cost

Under \$500	17.6%
\$501 - \$750	47.1%
\$751 - \$1,000	20.6%
\$1,001 - \$1,250	11.8%
Above \$1,250	2.9%

Table 11: Mortgage Cost

No Mortgage	64.1%
Under \$500	6.6%

\$500 - \$750	9.9%
\$751 - \$1,000	5.0%
\$1,001 - \$1,250	4.4%
\$1,251 \$1,750	6.1%
Above \$1,750	3.9%

Table 12: Housing Needs Met

Yes	78.5%
No	21.5%

Table 13: Housing Unsuitability

Too Small	13.8%
Too Big	7.9%
Too Expensive	16.8%
Needs Improvement	20.0%
No Housing Security	7.1%
Health + Mobility	10.0%
Need to Downsize	7.9%
Closer to Work	5.0%

Table 13: Housing Preference

Prefer to Rent	36.8%
Prefer to Own	63.2%

Table 14: Preferred Housing Size

Studio	9.4%
One Bed	30.6%
Two Bed	38.8%
Three Bed+	16.8%
Other	4.7%

Table 15: Housing Need

House	35.4%
Suite	8.7%
Small Dwelling	15.0%
Seniors Housing	14.2%
Special Needs Housing	3.1%
Low Income Assist Housing	11.8%
Other (co-housing, temporary, shared)	11.8%

Table 16: When Housing Needed

Now	55.5%
1 – 2 Years	23.6%
3 – 5 Years	11.1%
5+ Years	9.7%

Table 17: Comments from Those Who Have Housing Needs Met

Want More Seniors Housing	14%
Want Legal Secondary Unit/Lot	12%
Need Affordable Rental Housing	20%
Village Centre Small Scale Housing	9%

Table 18: Comments from Those Who Do Not Have Housing Needs met

Want More Seniors Housing	4%
Want Legal Secondary Unit/Lot	11%
Need Affordable Rental Housing	12%
Need Alternative Housing (co-housing)	2%

Table 19: General Housing Comments

Need for Seniors Housing	16%
Legal Second Unit/Lot	21%
Need for Affordable Rental Housing	29%
Village Centre Housing (Small Scale)	8%
Alternative Housing (co-housing)	2%

Table 20: Community Views on Affordable Housing on North Pender Island

Support	86%
Oppose	14%

Table 21: Island Businesses & Service Providers Interviews

No. of Interviews	11
-------------------	----

Interview Responses	Yes	No
---------------------	-----	----

Aware of Staff Having Housing Problems:	4	7
Unable to Hire Staff Due to Housing Shortage	4	6
Know Persons Who Moved Off Island Due to Shortage of Housing	5	6
Know Persons Who Have Been Short of Food Due to High Housing Costs	2	7

Table 22: Housing Ideas on North Pender Island from Survey Findings

- Small foot print higher density housing (modest scale development).
- Multiple family housing dwellings.
- Legalize secondary units in single family houses.
- Mobile Home Park.
- Cluster and coop housing.
- Duplex/Triplex housing
- Licensed secondary rental accommodation
- Change zoning bylaw to permit higher density development.
- Prohibit short term vacation rentals.
- Decrease lot size for second dwelling on lot to 1.5 acres.
- Establish a central rental housing registry.
- Expand Plum Tree Court for seniors/special needs individuals.
- Create assisted living housing.
- Inform community hot to access government grants for improving existing housing.

AFFORDABLE HOUSING OPTIONS - Definitions

Secondary Suites

- * a living unit contained within an existing dwelling
- * has a separate entrance, self contained kitchen and bathroom
- * limited by the Building Code to 40% of gross sq ft of principal dwelling

Notes:

- * driven by free market forces if bylaws allowed them
- * neighbours/community may have concerns - NIMBY
- * does this model preserve rural character yes or no?
- * can be created without public expenditures or the involvement of a community organization
- * will homeowners create a suite or register their suite if they're forced into an "affordable housing agreement"?
- * most homeowners on North Pender do not need the extra income? Retired living on pension?
- * people move to Pender Island for more privacy not less.

Duplex or Triplex

- * a duplex/triplex is a result of a density bonus on what was normally a single family lot

Notes:

- * driven by free market forces if bylaws allowed them
- * neighbours/community may have concerns - NIMBY
- * does this model preserve rural character yes or no?
- * it has been said that "rural character" when applied to Magic Lake Estates or Trincomali is a misnomer
- * can be created without public expenditures or the involvement of a community organization
- * may cost less to construct and therefore sell/purchase due to the shared cost of the land
- * a builder may engage in a project like this if there is some profit at the outset
- * tie a "housing agreement" to it to keep future sales and re-sales affordable
- * this densification of land use is popular in urban environments
- * could a larger 2 or 3 storey home be "stratified" and sold as separate units? Or is the community afraid of "condos"?
- * I've personally have seen some large homes on Pender where this could easily be accomplished.

Cottages

- * a secondary dwelling with a foot print/liveable sq m of 65 sq m (603 sq ft) or less

Notes:

- * need 3 acres or more on North Pender to have a "Cottage" in addition to the main dwelling
- * if the 3 acre minimum was reduced to 2 acres or 1 acre would this motivate property owners to build a cottage purely for affordable housing?
- * does this model preserve rural character yes or no?
- * if they build the cottage with a "housing agreement" in place how do you monitor it?
- * septic & water issues would be expensive to overcome if located on a property with a septic field.

Co-Housing/Clustered Housing/Farmsteads & Eco Villages

- * a co-housing community is an intentional community and is planned, owned and managed by the residents
- * communal or cooperative land ownership

Notes:

- * could implement green building techniques and sustainability planning models
- * requires a group of like-minded individuals to put this all together
- * does this model preserve rural character yes or no?
- * the planning challenge is in preventing the "communal" arrangements from ceasing and the property evolving into another form of regular housing market
- * could share the expense of water & septic systems

Pocket Neighbourhood

- * small nodes of single detached family dwellings (8 or more dwellings)
- * limit the dwelling footprint and liveable sq ft to keep the dwellings modest (1000 sq ft or less)
- * strata property ownership, green space is owned by the strata corp.

Notes:

- * driven by free market forces if bylaws allowed them
- * neighbours/community may have concerns - NIMBY
- * if this "Pocket Neighbourhood" was situated away from denser areas would the community support this concept?
- * does this model preserve rural character yes or no?
- * average household size on Pender is less than 2 people. This lines up with the trend (60%) towards 1 or 2 member households in North America.
- * see Ross Chapin architects for their work on Whidbey Island
<http://www.rosschapin.com/index.html>
- * could implement green building techniques and sustainability planning models
- * would a green architect and build firm be interested in a project like this?

- * high human energy input to change bylaws or gain approval.
- * high land costs for large parcels of land
- * could share the expense of water & septic systems
- * Ross Chapin (Chapin Architecture) says "Pocket Neighbourhoods" are similar to "Co-Housing" but without all the meetings.

Co-op Housing

- * a group of like-minded people pool their resources and purchase a property together and live in it communally

Notes:

- * requires a group of like-minded individuals to put this all together
- * would purchase and use existing housing stock or build a new house.

Mobile Home Park or "Trailer Park"

- * Mobile home refers to manufactured housing units built in factories, rather than on site, and then taken to the place where they will be occupied.
- * a mobile home is technically classified as a "dwelling" so therefore falls under applicable building codes and bylaws
- * a "Recreational Vehicle" is an enclosed piece of equipment dually used as both a vehicle and a temporary travel home.
- * a "Recreational Vehicle" is not classified as a "dwelling" so therefore does not fall under applicable building codes and bylaws

Notes:

- * Trailer parks, as a form of housing development are extremely light on the land and their infrastructure is nowhere near as disruptive of landform, soils and flora as any other type of domestic architecture. (Sustain Architecture)
- * does this model preserve rural character yes or no?
- * neighbours/community may have concerns - NIMBY
- * Sustain Architecture has designed an "**Off The Grid**" green home called the Mini-Home that falls under the designation of "Recreational Vehicle".
- * <http://sustain.ca/>
- * <http://sustain.ca/parks/>
- * South Pender bylaws allow for full time living in a "Recreational Vehicle".

Garden Suites/Granny Flat

- * A garden suite, sometimes called a granny flat, is a portable, self-contained dwelling without a basement.
- * It is installed temporarily in the rear or side yard of a lot with an existing, permanent, single-family house.

Notes:

<http://smallworks.ca/documents/homemakeover07-09.pdf>

- * neighbours/community may have concerns - NIMBY
- * this model could work well for exactly what the term "Granny Flat" indicates. A dwelling for a senior and or a single working person.
- * septic & water issues would be expensive to overcome if located on a property with a septic field.

Garage Apartment/Carriage House

- * residential units within detached buildings, usually in the attic or loft space

Notes:

- * neighbours/community may have concerns - NIMBY
- * septic & water issues would be expensive to overcome if located on a property with a septic field.

Community Land Trust or Land Bank

- * Community land trusts are established to provide low- and middle-income families access to affordable housing
- * non-profit organizations that hold simple title to land and/or other property and manage it in a manner consistent with their non-profit mission.

Notes:

- * a community organization needs to be created and staffed, may find some grants or funding
- * neighbours/community may have concerns - NIMBY
- * Habitat for Humanity could come and organize the build of a home(s)
- * the Land Trust may purchase existing housing stock and sell affordably at a lower price.

Affordable Housing Complexes

- * Large scale multi-family developments
- * driven by free market forces if bylaws allowed them
- * does this model preserve rural character yes or no?
- * neighbours/community may have concerns – NIMBY

Mixed Commercial/Residential developments

- * add apartments on top of the Driftwood Center?

Notes:

- * driven by free market forces if bylaws allowed them
- * neighbours/community may have concerns - NIMBY
- * would create "villages" and therefore decrease our dependency on vehicles.

Seniors housing

- * assisted & unassisted

Notes:

- * a community organization needs to be created and staffed, may find some grants or funding
- * Pender Island already has Plum Tree Court which is owned by a private Non Profit Society. Pender Island Housing Society.

Bylaw Free Zone - Squatting

- * based on the concept that people will solve their own housing issues if unfettered by rules and regulations
- * camper trailer parks, converted buses & mobile homes
- * use already existing modified ecosystems properties as an experiment
- * once in place how would you remove it if it was not working or was unacceptable?

San Juan Community Home Trust Homebuyer Eligibility Requirements

1. Minimum 3 year residency: You must have lived in San Juan County for at least three years. These do not need to have been the last three consecutive years, but you must be able to demonstrate the ability to make a living in the islands. If there is no waiting list, this minimum may decrease to two years.

2. Income: Your household must have a total income that is enough to pay the monthly mortgage, taxes and insurance. To be eligible for a **subsidized** home, the total annual income for your household must be less than 80% of area median income for your household's size. For those earning more than 80% of area median income, you may be eligible for a **non-subsidized** Home Trust home. Below are the 2007 maximum gross incomes by household size for a **subsidized** home:

Number of People in Household

- 1 person household \$36,400
- 2 person household \$41,600
- 3 person household \$46,800
- 4 person household \$52,000
- 5 person household \$56,150

3. Credit Rating: You must have a good credit rating showing no significant delinquencies in the past year and no bankruptcy in the past three years. See the Homebuyer Application Process sheet for information on obtaining a credit report.

4. Debt: At the time you apply for a mortgage your total debt (including the cost of your house) may not exceed 33% to 41% of your income (depending on your annual income and the type of mortgage for which you qualify). Debt includes any long-term obligations (a repayment period of more than 6 months). Examples of debt include (but are not limited to) car and student loans, child support payments, and credit cards. A Home Trust representative can help you determine your debt to income ratio during your initial screening interview.

5. Employment or other income: You must have proof of steady employment or income for at least one year. Sources of income include all wages, overtime and tips; interest and dividends; social security, annuities, pensions; unemployment, disability and severance compensation; alimony and child support; and most forms of public assistance. Self-employed individuals must demonstrate proof of earnings with tax returns for the past two fiscal years.

6. Assets: If you have assets valued at more than \$10,000, you may be required to use them towards your down payment. Assets include such things as a savings account, real estate, a mobile home, recreational vehicles, boats, art collections, or similar items.

Household possessions, cars, and Individual Retirement Accounts (IRAs) or pensions are not included in your asset calculation. If you are not eligible, how could you become eligible?

The most frequent reason for ineligibility is too much debt. If you meet all other eligibility and pre-qualification requirements, but think you might have too much debt, we encourage you to come in and talk with us. We will be happy to review your financial situation with you and assist with budget planning and other steps that will help you work towards eligibility.

If your household's total income is greater than 80% of area median income (see the amounts in Number 2 above), you may still be eligible for a non-subsidized home. Please call 378-5541 to make an appointment to review your individual circumstances.

Attachment 6

Benefits of Legalization of Secondary Suites

Benefits to the owner:

- **Mortgage helper.** With rising housing costs, particularly in urban areas, purchasing a house with a suite or adding a suite can make it possible for new homebuyers with limited income to purchase a home.
- **Aging in place.** Owners on a fixed income and frail seniors can remain in their own homes longer by renting a secondary suite. In addition, having someone living close by can provide a sense of security.
- **Allowing families to stay together.** An owner may provide a secondary suite as a first home for an adult child or as nearby accommodation for an elderly relative.

Benefits to the tenant:

- **Affordable housing.** Secondary suites expand the supply of lower cost rental housing, providing the opportunity for renters to live in a lower density residential neighbourhood.
- **Ground-oriented housing.** Basement units, the most common type of secondary suite, provide the greatest ease of entry and often include access to a yard.
- **Proximity to services.** Detached housing neighbourhoods generally have easy access to schools, shopping, recreation centres and other services.

Benefits to the community:

- **Expansion of lower cost rental housing without the need for government subsidies.** Municipalities frequently participate in affordable housing programs that require matching funds, land donations, or other contributions. An additional way to increase the affordable housing stock and to take some pressure off subsidized housing is to promote secondary suites as a legitimate alternative.
- **Low-impact densification.** Secondary suites increase the rental housing stock without significantly changing the built form of detached housing neighbourhoods. They add to the efficient use of existing housing stock, land, and municipal services; make use of underutilized infrastructure in neighbourhoods that have undergone population declines; and can help to develop more transit-supportive communities.
- **Complete communities.** Diversity of housing types enables citizens from a wide range of economic levels and age groups to live within the neighbourhood.
- **Promotes Smart Development.** Secondary suites increase density within established communities. As a result, pressure to build new developments at the community's edge is reduced. By reducing peripheral development, natural and agricultural land remains intact for recreational purposes, habitat protection, and agricultural economies.
- **Design and character issues.** Secondary suites allow municipalities to increase density and meet housing needs without drastically altering the character of the neighbourhood.

Benefits to the community when suites are legalized:

- **Planning for infrastructure.** Having more certainty about the number of dwelling units in an area allows local government to more accurately plan the development of infrastructure.
- **Increase in federal transfer payments.** Tenants living in legal suites may be more willing to be identified by census takers. More accurate counts can result in higher population numbers and hence increases in population-based funding.
- **Avoiding a culture of non-compliance.** One of the problems associated with the proliferation of illegal suites is the development of a culture of non-compliance. Conversely, a permissive policy encourages compliance.

Attachment 7

Housing References and Resource Bibliography

Bowen Island Housing Needs, bowenhousing.org/BI_NeedsAssess2ED2DB.ppt -

Business and Professional People for the Public Interest, A Community Guide to Creating Affordable Housing, Chicago, 2005

Canada Mortgage and Housing Corporation, Critical Success Factors for Community Land Trusts in Canada, Final Report, CMHC External Research Program by Housing Strategies Inc, January 2005.

Capital Regional District, Regional Housing Affordability Strategy, CRD Planning & Protection Services, March 7, 2007.

City of Coquitlam, Affordable Housing in Coquitlam – Confirming Our Commitment, Updating Our Strategy, April 16, 2007, <http://www.coquitlam.ca/NR/rdonlyres/4940C42B-D5D3-44D4-A1F7-C2B1B7BB408D/66244/AffordableHousingStrategyforweb.pdf>

City of London, Affordable Housing Strategy for the, December 19, 2005.
<http://www.housing.london.ca/Main/2005AHSFinalDec19.pdf>

City of Revelstoke Affordable Housing Strategy and Policy Options; Jill Zacharias, Final Report, July 2006.

City of Toronto, Perspectives on Housing Affordability, Toronto City Planning, July 2006.

City of Toronto, Perspectives on Housing Tenure, Toronto City Planning, July 2006.

CMHC, Using Inclusionary Housing Policies, November 2006 <http://www.cmhc-schl.gc.ca/en/inpr/imhoaf/afhoid/pore/usinhopo/index.cfm>

Coriolis Consulting Ltd., Increasing Housing in Single Detached Neighbourhoods, Metro Vancouver and Ministry of Community Services, Province of British Columbia, December 2007

CRD, Regional Housing Affordability Strategy, March 2007.

Daniels, Normandy, Options for Affordable Housing: New Solutions to the Housing Crisis in the Islands Trust Area.

Communities in Transition, Real Estate Foundation of B.C., 2003.
http://www.communitytranstion.org/item-view.php?item_ID=170.

Davies, Fred, Labour, "Housing Issues Hit Parksville", July 20, 2007.
<http://www.pqbnews.com/portalscode/list.cgi?paper=50&cat=23&id=1029741&more=1>

District of Squamish Affordable Housing Strategy, City Spaces, September 2005.

Greater Vancouver Regional District, Discussion Paper on a Regional Affordable Housing Strategy for Greater Vancouver, GVRD Policy and Planning Department, November 24, 2006.
<http://www.gvrd.bc.ca/>

Dockside Green Housing Affordability Strategy, Vancity, November 7, 2006.
http://www.victoria.ca/cityhall/pdfs/currentprojects_dockside_hsng_strtgy.pdf

Downs, Anthony (editor), Growth Management and Affordable Housing: Do They Conflict? The Brookings Institution, Washington, DC, 2004.

Drdla, Richard and Associates, Municipal Regulatory Initiatives: Providing for Affordable Housing, CMHC, 1998.

Greater Vancouver Regional District, Forecast Demand for Affordable Housing in Greater Vancouver – Final Report, Price Waterhouse Coopers, GVRD, April 2004.

Greater Vancouver Regional District, Future of the Regional Sustainability Dialogue: Housing – The Price We Pay, GVRD Housing Committee Report, June 2007.

Greater Vancouver Regional District, Gray, Cameron, GVRD Regional Affordable Housing Strategy, February 13, 2007.

Hornby Island Community Economic Enhancement Corporation, An act Project – Secondary Accommodation Units: A Housing Option for Gulf Islands and Other Small Communities, 2008.

HUD, "Barriers to Rehabilitation of Affordable Housing: Volume 1 Findings and Analysis", May 2001, 247 p., Volume 2 Case Studies (May 2001, 162 p.).

Hulchanski, J. David, Rethinking Canada's Housing Affordability Challenge, University of Toronto.

Islands Trust, Housing Policy Options, Staff Report, August, 11, 2005.

Islands Trust, North Pender Island Local Trust Committee Land Use Bylaw No. 103, 1996 (Consolidated July 2, 2004).

Islands Trust, North Pender Island Official Community Plan Bylaw No. 171, 2007.

Mancer, Kate, Housing Trust Funds, Opportunities and Options, CRD Housing Affordability Strategy Partnership, October 2003.

Martinez, Amy, "Housing fees don't damp building boom", Seattle Times, September 9, 2007. <http://seattletimes.nwsourc.com/html/home/index.html>

Martinez, Amy, "Seattle buildings going tall for the middle class", Seattle Times, January 1, 2008. <http://seattletimes.nwsourc.com/html/home/index.html>

McClanaghan & Associates, "Housing Affordability in Metro Vancouver", Metro Vancouver Affordability Workshop – Responding to the Challenge, May 2008 <http://www.metrovancouver.org/planning/development/housingdiversity/AffordableHousingWorkshopDocs/McClanaghanAffordability2008Report.pdf>

Metro Vancouver Affordable Housing Strategy, Metro Vancouver, November 2007. <http://www.gvrd.bc.ca/growth/pdfs/AdoptedMetroVancAffordHousStrategyNov302007.pdf>

Moyes, Rowena E., A.C.T. Regulatory Reform Project: Project to Encourage Triplex and Quadruplex Housing, City of Nanaimo, B.C., Affordability Choice Today (ACT), November 1998. Pomeroy, Steve, Toward a Comprehensive Housing Strategy For Canada, Focus Consulting, October 2001. <http://www.caledoninst.org/Publications/PDF/1-894598-94-6.pdf>

North Pender Island Official Community Plan (OCP) Review, Housing Policy Focus Group, April 19 and May 7, 2005.

Pratt, Sara (and Michael Allen), Addressing Community Opposition to Affordable Housing Development: A Fair Housing Toolkit, The Housing Alliance of Pennsylvania, Glenside, PA, 2004.

Richmond Affordable Housing Strategy, City of Richmond, May 28, 2007. <http://www.richmond.ca/services/socialplan/housing/strategy.htm>

Scrivener, Leslie, "How to make housing affordable", Toronto Star, January 20, 2008. <http://www.thestar.com/News/article/295631>

Supportive Housing Breaks Ground on Salt Spring Island <http://www.cmhc.ca/en/corp/nero/nere/2007/2007-06-01-1700.cfm>

Urban Land Institute, Ten Principles for Developing Affordable Housing, 2007.

Wake, Tim, (and Deborah Curran) Affordable Housing Toolkit, Smart Growth BC, 2008. http://66.51.172.116/Portals/0/Downloads/SGBC_Affordable_Housing_Toolkit.pdf

Wake, Tim, Review of Best Practices in Affordable Housing, Smart Growth BC, 2007.
[http://www.smartgrowth.bc.ca/Portals/0/Downloads/SGBC Affordable Housing Report 2007.pdf](http://www.smartgrowth.bc.ca/Portals/0/Downloads/SGBC_Affordable_Housing_Report_2007.pdf)