HOUSING NEEDS REPORT

2020 | Bowen Island, BC

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1 Introduction

Urbanics Consultants Ltd. has been retained by the Bowen Island Municipality to carry out a housing needs report.

The Bowen Island Municipality has witnessed growth in population over the last decade. This growth has been accompanied by a variety of housing issues in the community, including:

- Limited availability of housing that is affordable to residents of the community;
- Concerns related to housing adequacy, suitability, and accessibility;
- Limited supply of low-income housing in the community; and,
- Limited housing diversity across the housing continuum.

This study is a comprehensive review of such concerns and identifies appropriate strategies for addressing them.

1.1 Main objectives

The main objectives of the study are to:

- Review existing studies and research related to housing-oriented policies and market and non-market rate housing in the community;
- Review existing studies and research related to the housing-oriented policies and market and non-market rate housing in the community;
- Analyze population, socio-economic and employment trends to develop a comprehensive demographic and socio-economic profile of the community;
- Examine the current housing market characteristics and develop a comprehensive housing profile, including housing stock (market and non-market rate housing), vacancy rates, rental revenues, sale prices, dwelling type preferences (single-family, townhouse and apartments) and tenure preferences;
- Assess the costs of developing and the market values of land and improvements in the community;
- Create an inventory of residential lands in the community with special focus on vacant and under-utilized parcels;
- Develop and implement a consensus-based community engagement, communications and consultation program. Engage and consult with municipal staff, suitable community stakeholders and target demographic groups to identify market and non-market housing needs and housing trends related to country living, small-home development, et cetera.
- Estimate the housing needs over the next 5 to 10 years, by dwelling type and tenure.
- Identify and prioritize strategies to address any current and anticipated gaps in the housing continuum.
- Create an action plan to address the breadth and depth of housing issues in the community.

Figure 1: Urbanics approach for the Housing Needs Study
Source: Urbanics Consultants Ltd.

1.2 Report structure

The following is a brief description of the report structure:

1. Introduction

The introduction provides the overall objectives of the study, the approach, and the report structure and the limitations of the study.

2. Community context

This section examines the regional and local economies and their impact on the demand for housing, including market rate and non-market rate housing in the Bowen Island Municipality. In addition, it develops a demographic and economic profile of the community utilizing the latest census data, information from other research studies and discussions with industry professionals. The section also examines the population and household growth trends over the last few decades and creates a population projection for the Bowen Island Municipality for the period 2016 – 2031.

3. Housing supply

This section examines the existing housing stock on Bowen Island. It provides an inventory of housing units by structure type and tenure (own vs. rent); housing sales and rental activity; and the number of market and non-market rate housing units in the community. It also examines the housing suitability, adequacy, and affordability characteristics of the Municipality and identifies the proportion of households in core housing need. The consultant has used a variety of data sources including the 2016 Census data, 2020 property tax rolls, and interviews with appropriate stakeholders (e.g., housing developers, independent contractors, rental housing operators, etc.).

4. Housing market characteristics

The section examines the current housing sales activity and rental housing characteristics of the community. The section also examines the affordability of market-rate housing by household type and dwelling type.

5. Land utilization

This section examines the detailed parcel level dataset provided by the Municipality. The dataset includes information on each of the property addresses including parcel size, area, zoning information, assessment class, assessed land, and improvement value and actual use category.

6. Current gaps

This section examines the current gaps and needs in housing – type, number of bedrooms and price ranges (both rental and ownership type) based on a variety of demand determinants such as population growth, and household income. We determine current demand of housing for both market and non-market forms of housing (e.g., social housing, affordable rental, affordable homeownership, market rental housing, home ownership).

7. Housing needs projections

The section examines the future housing needs of the community based on the population and household growth projections. The population growth projections are based on the Census 2016 population counts for the Municipality and the adjusted age cohort and population growth rates from the West Vancouver School District for the period 2016 – 2031. The findings from the analysis provide the estimated market rate and non-market rate housing needs of the community.

1.3 Limitations

Background data for this study was obtained from a variety of public (federal, provincial, regional, and municipal) and private sector sources (including comparable residential sales from the local real estate board), as well as from field work conducted by the consultant during the period of November 2019 to March 2020.

Similar to other studies of this nature, a number of forecasts and assumptions regarding the state of the economy, the state of future competitive influences, and population projections have had to be made. These assumptions are made with great care and are based on the most recent and reliable information available. Should any assumptions noted in this study be undermined by the course of future events, we recommend that the study's findings be re-examined.

While specific assumptions may be noted throughout the report, the following general assumptions also apply:

- Real GDP growth and other national and local economic indicators for the area will not significantly differ from the projections indicated in the study over the course of the study period.
- No unforeseen economic or political events will occur within the study period on a national, provincial, or local level that would significantly alter the outcomes of the study's analyses. Short-term fluctuations are likely to occur, but long-term gradual growth rates should prevail.
- Actual population growth rates will be relatively consistent with the historical growth rates in the region.
- The demand and market analyses are based on estimates, assumptions, and other information developed from research of the market and knowledge of the industry.
- The study does not speculate on the impact of high net-wealth on the housing needs of low-income senior households and retirees. This is primarily because the net-wealth data as well as the impact of such wealth on housing needs is inconclusive.

2 Community context

2.1 Location

The Bowen Island Municipality ("the Municipality") is located in British Columbia, Canada, in Howe Sound, in close proximity to the Lower Mainland. Bowen Island is within the jurisdiction of the Islands Trust, which is a federation of local governments of the islands situated within the southern part of the Strait of Georgia, Haro Strait, and Howe Sound. The Municipality boasts a scenic coastline, mountains, and a feted small-town charm. Bowen Island is a popular tourist destination, particularly for residents of the Lower Mainland. There are renowned retreat centres, outdoor recreational opportunities, and a topography for enthusiasts that appreciate spectacular natural beauty.

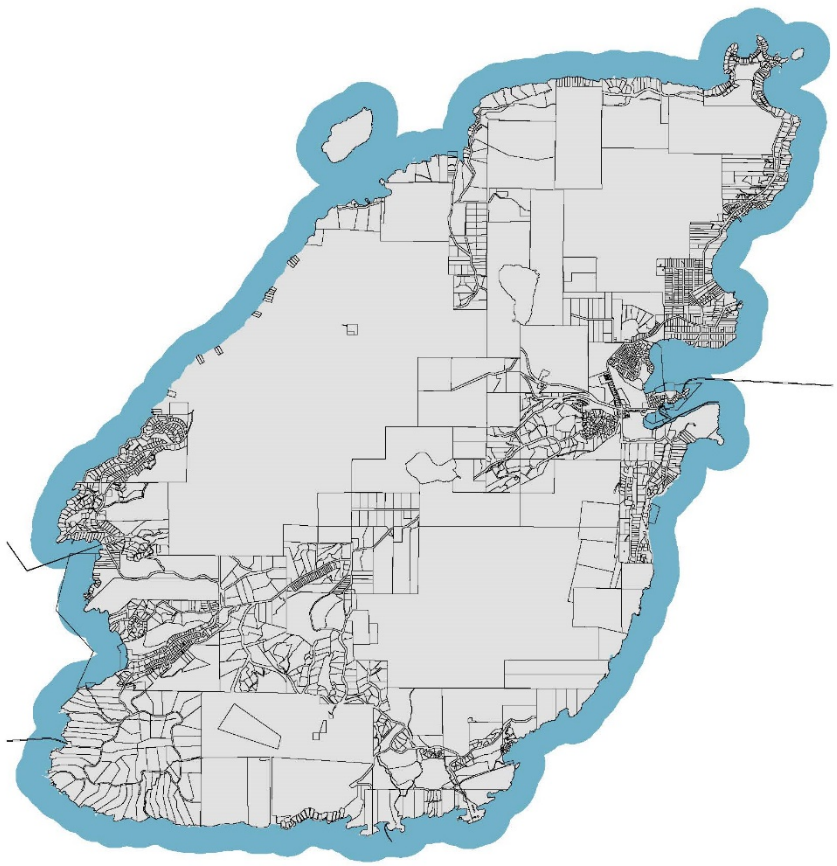


Figure 2: Regional Context – Bowen Island Municipality
Source: Bowen Island Municipality GIS

2.2 Provincial economy

This section provides a brief economic outlook of the provincial economy. These macro-economic indicators are some of the important drivers of future housing demand at the provincial level.

Economic Indicators		2012	2013	2014	2015	2016	2017	2018F	2019F	2020F
Real GDP	% change	2.5	2.2	3.7	2.1	3.2	3.8	2.3	2.2	2.4
Nominal GDP	% change	2.1	3.4	5.7	2.9	6	6.9	4.6	4.4	4.6
Employment	% change	1.6	0.1	0.6	1.2	3.2	3.7	1.1	2.9	1
Unemployment Rate (%)	rate %	6.8	6.6	6.1	6.2	6	5.1	4.7	4.7	5.1
Retail Sales	% change	1.9	2.8	6.3	7	7.7	9.3	2	0.9	2.8
Housing Starts	000's of units	27.5	27.1	28.4	31.4	41.8	43.7	40.9	43.6	34
Consumer Price Index	% change	1.1	-0.1	2.6	1.1	1.9	2.1	2.7	2.3	1.8

Table 1: Economic Indicators: British Columbia
Source: RBC Economics, Provincial Outlook (September 2019)
Note: Figures highlighted in grey are RBC Economics' estimates

The Province of British Columbia displayed stable GDP growth in 2019. British Columbia's economy is expected to have grown by roughly 2.2 percent primarily as a result of strong jobs growth and a robust housing market. According to RBC Economics Provincial Outlook September 2019, British Columbia's Real GDP output grew by an estimated 2.3 in 2018 and is projected to grow by 2.4 percent in 2020 (Table 1). The same report estimated that the Province was expected to display growth in employment in 2019 at a higher percent change as compared to the previous year (1.1 percent in 2018 as compared to 2.9 percent in 2019). The Province was not expected to display strong growth in retail sales in 2019 (0.9 percent in 2019), but it is expected to show a higher rate of growth in 2020 (2.8 percent). Housing starts are expected to increase in 2019 compared to 2018 but decrease from 2019 to 2020 as compared to the previous years (from 40,900 in 2018 to 43,600 in 2019, decreasing to 34,000 in 2020).

Overall, the Province is expected to display continued economic growth and a strong demand for housing in the near future. However, this also assumes that the impact of wildfires on the economy is localized and the softwood lumber trade conflict with the US does not escalate further.

2.3 Local economy

Tourism has been a major part of the economy since the early twentieth century when it featured a popular resort. The growing dependence on the mainland for employment has been growing since the 1980s, rising sharply since the early 2000s. Table 2 describes the Municipality's labour force as of 2016. Rows highlighted in red indicate industries in which Bowen Island's labour force makes up a larger proportion of the labour forces of Greater Vancouver and British Columbia. Rows highlighted blue indicate the same where Bowen Island's labour force share is greater than

Labour force by industry, 2016	BIM	GV	BC	BIM	GV	BC
Total labour force	2,100	1,355,520	2,471,665			
Industry - not applicable	15	24,955	43,805			
All industries	2,090	1,330,565	2,427,865	100%	100%	100%
11 Agriculture; forestry; fishing and hunting	15	13,020	65,205	0.7%	1.0%	2.7%
21 Mining; quarrying; and oil and gas extraction	10	4,475	25,920	0.5%	0.3%	1.1%
22 Utilities	15	6,840	12,445	0.7%	0.5%	0.5%
23 Construction	195	98,365	199,985	9.3%	7.4%	8.2%
31-33 Manufacturing	75	84,355	157,560	3.6%	6.3%	6.5%
Goods producing industries	310	207,055	461,115	14.8%	15.6%	19.0%
41 Wholesale trade	45	55,415	82,105	2.2%	4.2%	3.4%
44-45 Retail trade	150	150,000	283,135	7.2%	11.3%	11.7%
48-49 Transportation and warehousing	55	74,775	128,400	2.6%	5.6%	5.3%
51 Information and cultural industries	85	50,230	67,225	4.1%	3.8%	2.8%
52 Finance and insurance	60	65,250	93,805	2.9%	4.9%	3.9%
53 Real estate and rental and leasing	25	35,440	54,995	1.2%	2.7%	2.3%
54 Professional; scientific and technical services	340	133,130	196,670	16.3%	10.0%	8.1%
55 Management of companies and enterprises	0	3,185	4,320	0.0%	0.2%	0.2%
56 Admin & support; waste mgmt & remediation	110	61,005	109,095	5.3%	4.6%	4.5%
61 Educational services	220	99,835	173,820	10.5%	7.5%	7.2%
62 Health care and social assistance	250	137,665	270,855	12.0%	10.3%	11.2%
71 Arts; entertainment and recreation	95	31,530	57,940	4.5%	2.4%	2.4%
72 Accommodation and food services	145	111,365	207,045	6.9%	8.4%	8.5%
81 Other services (except public administration)	85	60,840	112,335	4.1%	4.6%	4.6%
91 Public administration	100	53,855	125,000	4.8%	4.0%	5.1%
Services producing industries	1,765	1,123,520	1,966,745	84.4%	84.4%	81.0%

Table 2: Employment by Industry (2-Digit NAICS Codes), 2016
Source: Statistics Canada – Census 2016

only British Columbia. These highlighted industries represent the core industries in the community (i.e., these industries might be the net exporters of goods and services to the surrounding area and the other regions of the Province).

The largest share of the Municipality's labour force comes from Professional, Scientific, and Technical Services at 16 percent, more than double that of the province's share and significantly more than that of the region. This may suggest that the labour force may have a competitive edge in this sector but also a vulnerability in the event of a downturn in employment in that sector.

Major Economic Sectors	Bowen Island Municipality			Greater Vancouver			British Columbia		
	2006	2011	2016	2006	2011	2016	2006	2011	2016
Tourism	425 (20%)	330 (18%)	320 (15%)	160,660 (14%)	172,595 (14%)	193,120 (15%)	287,875 (13%)	298,775 (13%)	332,210 (14%)
Business finance and management	90 (4%)	115 (6%)	75 (4%)	87,305 (8%)	97,565 (8%)	103,870 (8%)	137,740 (6%)	149,070 (6%)	153,120 (6%)
Public services	555 (27%)	525 (29%)	710 (34%)	293,035 (26%)	345,085 (28%)	359,195 (27%)	582,185 (27%)	672,885 (29%)	691,215 (28%)
Manufacturing and innovation	665 (32%)	545 (30%)	645 (31%)	296,575 (26%)	304,535 (24%)	333,340 (25%)	612,080 (28%)	596,335 (26%)	645,340 (27%)
Trade services	230 (11%)	245 (13%)	250 (12%)	251,960 (22%)	264,280 (21%)	280,200 (21%)	454,725 (21%)	475,500 (21%)	493,640 (20%)
Other services	120 (6%)	65 (4%)	90 (4%)	58,940 (5%)	61,700 (5%)	60,840 (5%)	109,485 (5%)	112,745 (5%)	112,335 (5%)
	2,085	1,825	2,090	1,148,475	1,245,760	1,330,565	2,184,090	2,305,310	2,427,860

Table 3: Employment by major sectors, 2006 – 2016
Source: Statistics Canada – Census 2006, National Household Survey 2011, and Census 2016

Major Economic Sectors Definitions:

- Tourism sector: accommodation and food services, arts, entertainment and recreation and information and cultural industries.
- Business, finance and management sector: finance and insurance, real estate, rental and leasing and management of companies and enterprises.
- Public services: healthcare and social assistance, education services, administration and support, waste management and remediation, utilities and public administration.
- Manufacturing and innovation sector: manufacturing, construction, professional scientific and technical services, mining, oil and gas and agriculture, forestry, fishing and hunting.
- Trade services sector: wholesale trade, retail trade and transportation and warehousing.

Table 3 breaks down labour force by major economic sectors from 2006 to 2016. These categories show the broader changes to the economy in those 15 years.

Tourism-related jobs declined by 25% and public services jobs increased by 28% from 2006 to 2016

These data show two notable shifts between 2006 and 2016. Tourism-related jobs declined as share of the labour force from 20 percent of the labour force to 15 percent, and public services employment increased from 27 percent to 34 percent. The decline in tourism-related jobs has brought Bowen Island closer to province-wide figures, while public services employment appears to be growing at a much greater rate. More specifically, the Professional, Scientific and Technical Services (16.3% of the labour force in 2016), Health Care and Social Assistance (12%), and Educational services (10.5%) employment have become larger parts of Bowen Island's economy, relative to British Columbia and the Greater Vancouver region. With the exception of Trade Services, the rest of Bowen Island's labour force has a similar distribution to the rest of British Columbia.

Select industries by tenure in BIM	Total	Owners	Renters
Total labour force	2,100	1,740 (83%)	365 (17%)
44-45 Retail trade	150	100 (67%)	50 (33%)
53 Real estate and rental and leasing	20	20 (100%)	0 (0%)
61 Educational services	220	165 (75%)	50 (25%)
62 Health care and social assistance	255	195 (76%)	55 (24%)
72 Accommodation and food services	145	125 (86%)	20 (14%)

Table 4: Select industries by tenure in Bowen Island Municipality
Source: Statistics Canada – Census 2016

Examining the labour force by tenure shows that owners make up approximately 83 percent of workers on Bowen Island. Among industries, employment in Retail Trade is disproportionately skewed towards renters, who make up 33 percent of those employed (Table 4). Notable is that Accommodation and Food Services is generally reflects the overall balance between owners and renters proportional to their rates that they appear in the Bowen Island population. However, in the 2011 Census the renters made up the majority of the workforce in this sector. Given that employment in retail tends towards lower incomes, those employed in that sector are more likely to rent. Ensuring that affordable and stable housing options are available to those who require, or prefer, rental housing over owning will be important to maintaining a healthy labour force on the Island.

The top local employers operating on Bowen Island, according to the Municipality, are listed here in no particular order:

- Orchard Recovery Centre Ltd
- The Ruddy Potato Wholefoods Market Inc
- Bowen Island Pub
- Bowen Children's Centre Society
- Bowen Building Centre
- Bowen Island Dog Ranch
- Doc Morgans
- Bowen Waste Services
- Island Pacific School
- The Snug Cafe
- Boedl Food Ltd Aka Snug Cove General Store
- Arts Pacific Gallery
- Union Steamship Company

Small businesses are typically classified as those with less than 100 employees, which is the case for all businesses on Bowen Island.

Table 5 shows the education level of Bowen Island residents, respectively. The Municipality's population has a significantly higher portion of residents with post-secondary educations (78%) as compared to both Greater Vancouver (68%) and British Columbia (55%), with a bias towards university educations.

Commuting Status	BIM	GV	BC
Commute within census subdivision (CSD) of residence	40%	44%	49%
Commute to a different census subdivision (CSD) within census division (CD) of residence	58%	54%	46%
Commute to a different census subdivision (CSD) and census division (CD) within province or territory of residence	1%	2%	5%
Commute to a different province or territory	1%	1%	1%

Table 5: Commuting destination for the employed labour force aged 15 years and over in private households with a usual place of work.
Source: Urbanics Consultants Ltd. and Census 2016

With regards to commuter status, approximately 58 percent of the population leave Bowen Island for commuting to work within the Greater Vancouver region, according to Statistics Canada (Table 6). This represents a slightly larger portion of commuters when compared to Greater Vancouver and it is approximately 26 percent larger than the share of the entire Province. With the majority of residents commuting off the island for work, it suggests Bowen Island's relationship to rest of the region as one of a bedroom community.

Commuting Status by Tenure	Owner	Renter
Commute within census subdivision (CSD) of residence (% of tenure total)	310 (32%)	125 (61%)
Commute to a different census subdivision (CSD) within census division (CD) of residence	635 (66%)	70 (34%)
Commute to a different census subdivision (CSD) and census division (CD) within province or territory of residence	- (0%)	10 (5%)
Commute to a different province or territory	15 (2%)	- (0%)
Total - Commuting Status for the employed labour force aged 15 years and over in private households with a usual place of work	960 (100%)	205 (100%)

Table 5: Commuting Status by Tenure
Source: Statistics Canada – 2016 Census

Further examining commuter status by tenure, the 2016 census shows that nearly two thirds of renters work on Bowen Island. Conversely, two thirds of owners commute off the island for employment (Table 7). This ratio demonstrates that rental accommodations are serving those who work on the island, while owners are more likely to commute.

Education Level	BIM	GV	BC
No certificate, diploma or degree	3%	8%	16%
Secondary (high) school diploma or equivalency certificate	19%	24%	29%
Postsecondary certificate, diploma or degree	78%	68%	55%
Apprenticeship or trades certificate or diploma	8%	7%	9%
College, CEGEP or other non-university certificate or diploma	15%	19%	18%
University certificate or diploma below bachelor level	7%	4%	4%
University certificate, diploma or degree at bachelor level or above	49%	37%	25%

Table 7: Highest certificate, diploma or degree for the population aged 25 to 64 years in private households
Source: Urbanics Consultants Ltd. and Census 2016

The labour force, educational, and commuter data demonstrate that Bowen Island is attractive to highly trained professionals who are willing to commute via plane or ferry in order to maintain a residence on the island.

Nearly two thirds of renters work on Bowen Island, while two thirds of owners commute off island for employment.

What is also apparent is that renters, whose incomes are on average lower than owners, are much more likely to work on Bowen Island than owners. Providing stable rental accommodations will be important for ensuring the housing stability of those who work on the island and the provision of local services from those workers.

2.4 Demographic trends

The population of Canada has grown from 30 million residents in 2001 to more than 35 million in 2016, approximately 343,000 people per year at an average annual rate of 1.1 percent. Net immigration added an average of 213,000 new residents annually to the national population, while natural increase added an average of 130,000 people. The national-level trends have been driven primarily by low and declining fertility rates and increases in economic activity and immigration.

Similar to the demographic trends across the country, British Columbia's demographic trends point toward slight declines in birth rates, slight increases in life expectancy, growing net interprovincial migration, and increasing net international migration. These trends, along with the aging of BC's population have resulted in a steady population growth in the province from 3.9 million in 2001 to 4.65 million by 2016, an average annual growth rate of roughly 1.16 percent from 2001 to 2016 (Census 2001 and Census 2016).

Bowen Island's population grew from 2,955 to 3,680 from 2001 to 2016, representing an average annual growth rate of approximately 1.5 percent. This is a rate higher than both the province and the Greater Vancouver Region, which grew at approximately 1.3 percent annually from 2001 to 2016.

The population share of those aged 65 years and older doubled from 2001 to 2016.

Figure 3 and Table 8 on the following page show the historical trend for the Municipality. Bowen Island experienced the largest relative population increase from 2001 to 2006 and another significant increase of 7.5 percent from 2011 to 2016. A shift in age demographics has come with this increased population. As is occurring throughout the province, there has been a trend of older residents' becoming a larger share of the population in Bowen Island. The working age population (15-64 years old age group) has declined from 67 percent to 62 percent of the Municipality's population from 2001 to 2016. The share of those aged over 65 has more than doubled from 10 percent to 21 percent during that same period. While there was a significant decline in the population share of those younger than 15 from 2001 to 2006, this group has remained relatively steady since that time.

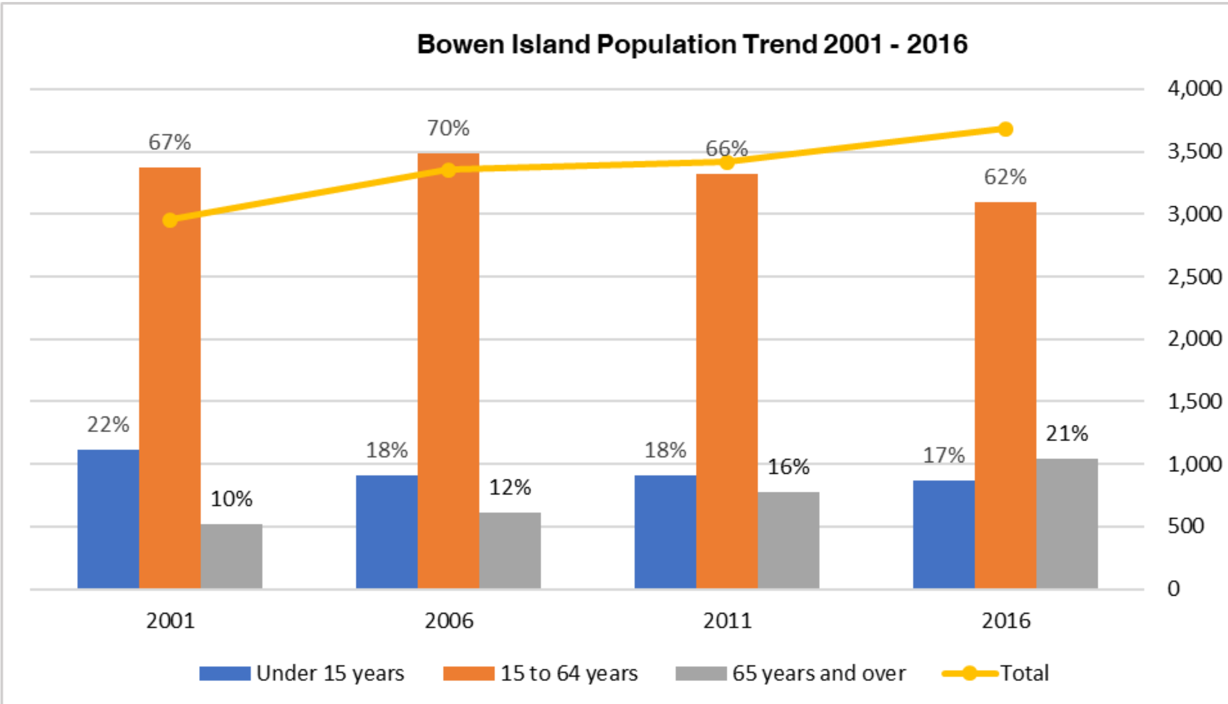


Figure 3: Historical population trends
Source: Urbanics Consultants Ltd. and Census 2001 – 2016

The large increase in the working age population from 2001 to 2006 may have represented families moving to the island, as the under 15 age group began to steady and recover from the previous five years. However, since 2006 the working population of those aged 15 to 65 years old has been growing markedly slower than the older populace. If these historical trends continue, the Municipality will see larger population of those older than 65 years old, which will have significant implications for the housing needs of the Municipality. This will be discussed later in the report.

Population	**2001**	**2006**	**2011**	**2016**
Under 15 years	660 (22%)	610 (18%)	620 (18%)	640 (17%)
15 to 64 years	1,990 (67%)	2,335 (70%)	2,265 (66%)	2,274 (62%)
65 years and over	305 (10%)	410 (12%)	530 (16%)	765 (21%)
Total	2,955	3,355	3,415	3,680
Population growth rate				
Period (5 years)		13%	1.8%	7.5%
Annual		2.5%	0.4%	1.5%

Table 6: Historical population trends
Source: Urbanics Consultants Ltd. and Census 2001 – 2016

2.5 Household growth

Table 9 contains the composition of household sizes in the Municipality from 2001 to 2016. The overall household size declined moderately and is in line the province average of 2.4 percent. There has been a steady increase of households with 2 persons and fewer during this period, now making up roughly two thirds of the households on the island. Households of 4 persons or more have declined, while those of 3 persons or more have stayed nominally the same since 2011. These data follow general trends in shrinking household sizes.

Table 10 compares the private households by household type to Greater Vancouver and British Columbia. The Municipality's population features a significantly larger portion of one-census-family households than the other areas with a greater proportion of those families not having children, which, with the growing aging population, would be indicative of more "empty nesters". The data also show a smaller portion of share of non-census-family households (i.e., one person living alone or a group of two or more people sharing a private dwelling). The changing nature of household composition will factor strongly in policies aimed at facilitating appropriate housing for the Municipality's residents.

Household size	2001	2006	2011	2016
1 person	225 (20%)	300 (22%)	295 (22%)	340 (23%)
2 persons	440 (38%)	510 (38%)	505 (37%)	610 (41%)
3 persons	180 (16%)	220 (16%)	210 (15%)	210 (14%)
4 persons or more	300 (26%)	250 (23%)	295 (25%)	240 (22%)
Total Households	1,145	1,340	1,355	1,495
Total Population	2,957	3,350	3,385	3,670
Average household size	2.58	2.50	2.50	2.45

Table 7: Bowen Island Municipality Trends in Household Size
Source: Urbanics Consultants Ltd. and Census 2001 - 2016

Private households by household type	BIM	GV	BC	BIM	GV	BC
One-census-family households	1,105	600,575	1,196,165	74%	63%	64%
Without children	550	226,325	527,795	37%	24%	28%
With children	550	374,250	668,365	37%	39%	36%
Multiple-census-family households	20	37,745	55,465	1%	4%	3%
Non-census-family households	375	322,575	630,340	25%	34%	33%
One-person households	340	275,485	541,925	23%	29%	29%
Two-or-more person households	35	47,090	88,415	2%	5%	5%
Total Private households	1,500	960,895	1,881,970	100%	100%	100%

Table 8: Household Composition: Bowen Island Municipality, Greater Vancouver, and British Columbia (2016 Census)
Source: Statistics Canada – 2016 Census

2.6 Household income

This section compares the total annual household income between the Bowen Island Municipality, Greater Vancouver, and British Columbia based on the 2016 Census. The total household income is the sum of the total incomes of all members of that household before income taxes and deductions. It includes income from:

- employment income from wages, salaries, tips, commissions and net income from self-employment;
- income from government sources, such as social assistance, child benefits, employment insurance, old age security pension, pension plan benefits and disability income;
- income from employer and personal pension sources, such as private pensions and payments from annuities and RRIFs;
- income from investment sources, such as dividends and interest on bonds, accounts, GICs and mutual funds; and,
- other regular cash income, such as child support payments received, spousal support payments (alimony) received and scholarships.

Income data from the most recent census reveal that there is a significantly larger portion of high-income households on Bowen Island than in the region and province. Households earning more than $100,000 annually represented 44 percent of households on the island, a share 50 percent larger than Greater Vancouver's and 37 percent larger than the province's (Table 11 and Figure 4 on following page).

The portion of households earning less than $60,000 annually is approximately 23 percent smaller than the provincial share (33% on Bowen Island versus 44% in the province). This may indicate a smaller relative demand for rental and social housing, which is typically occupied by lower-income households. The larger portion of higher incomes may also be related to the preference for homeownership and the low availability of rental housing, or vice-versa.

Household income (2015)	BIM		GV		BC	
	#	%	#	%	#	%
Under $30,000	215	14%	182,755	21%	354,930	19%
$30,000 to $59,999	280	19%	216,020	24%	455,120	24%
$60,000 to $99,999	350	23%	229,545	26%	465,965	25%
$100,000 and over	660	44%	255,055	29%	607,850	32%
Total households	1,505	100%	883,375	100%	1,883,865	100%

Table 9: Income Distribution, 2015
Source: Statistics Canada – 2016 Census

Households earning more than $100,000 annually represent 44 percent of households on the island.

Examining household incomes by tenures on Bowen Island shows that renters' incomes are skewed towards lower income brackets (Table 12). A majority of owner households earn more than $100,000 annually, while only 16 percent of renters fall into that category. The majority of renter households earn less than $60,000 per year.

In addition to the distribution of household income, the distribution of median income of economic families and households was examined for the year 2015.The median income is a useful statistic to examine and compare incomes of economic families and households as it provides the middle point in income distribution of each economic family and household group.

Household income (2015) Bowen Island Muncipality	Owners		Renters	
	#	%	#	%
Under $30,000	145	13%	75	35%
$30,000 to $59,999	180	16%	55	26%
$60,000 to $99,999	165	15%	50	23%
$100,000 and over	605	55%	35	16%
Total households	1,095	100%	215	100%

Table 10: Income distribution by tenure, 2015
Source: Statistics Canada – 2016 Census

Figure 5 page compares median incomes of multiple household types on Bowen Island with those of the region and British Columbia. Bowen Island residents have larger median incomes, in some cases significantly so, than those of the province and Greater Vancouver (with the exception of 1-person households). Table 12 on page 17 shows the same data with relative comparisons to the two larger areas, again demonstrating the relatively higher median income compared to the province and to Greater Vancouver.

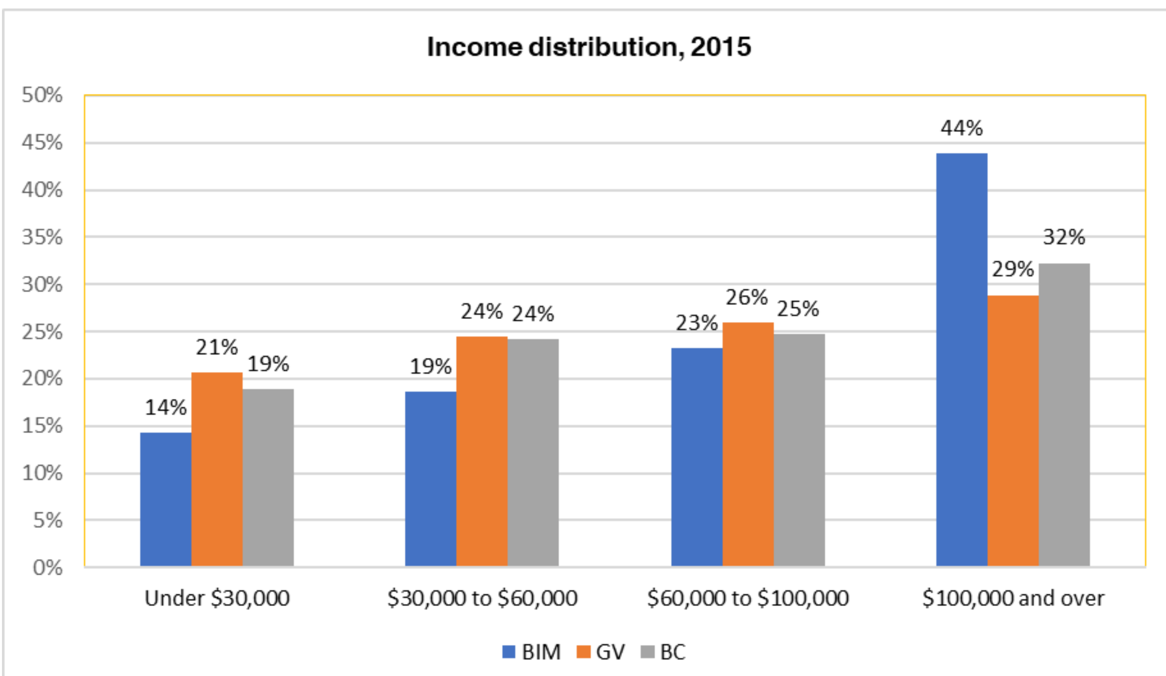


Figure 4: Income Distribution – Bowen Island Municipality, Greater Vancouver and British Columbia (2015)
Source: Statistics Canada 2016 Census

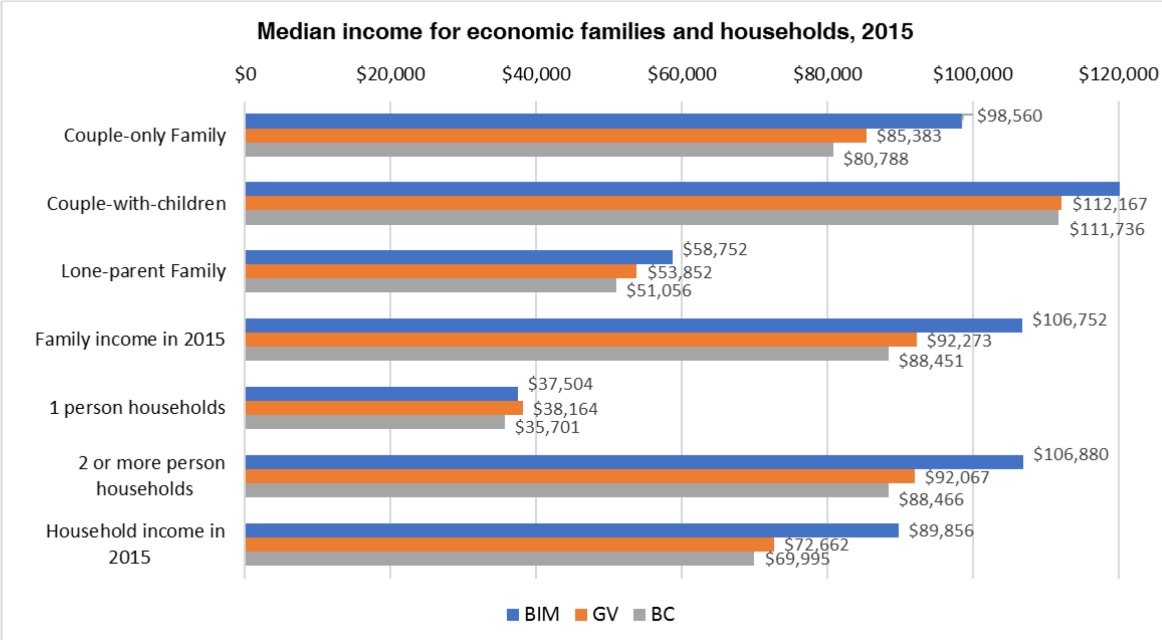


Figure 5: Median Household Income Levels for Selected Household Structures
Source: Statistics Canada 2016 Census

	Median income in 2015			Comparison to BC (%)	
	BIM	GV	BC	BIM	GV
Economic families					
Couple-only Family	$ 98,560	$ 85,383	$ 80,788	122%	106%
Couple-with-children	$ 124,672	$ 112,167	$ 111,736	112%	100%
Lone-parent Family	$ 58,752	$ 53,852	$ 51,056	115%	105%
Family income in 2015	$ 106,752	$ 92,273	$ 88,451	121%	104%
Households					
1 person households	$ 37,504	$ 38,164	$ 35,701	105%	107%
2 or more person households	$ 106,880	$ 92,067	$ 88,466	121%	104%
Household income in 2015	$ 89,856	$ 72,662	$ 69,995	128%	104%

Table 11: Median Household Income Levels for Selected Household Structures
Source: Statistics Canada 2016

These data show Bowen Island to have a larger proportion of higher-earners than the region and province, particularly in higher-income bracket households. Given this distribution of household incomes on the Island, this may indicate a preference for, and ability to afford more easily, market-rate housing products. This will be discussed further in the Housing Tenure section.

Bowen Island residents have larger median incomes, in some cases significantly so, than those of the province and Greater Vancouver.

It also should be noted older residents may have a high-net wealth with a lower household income. Net-wealth data is not available for analysis, but seniors with property wealth, for example, would have different options regarding home selection and access to credit than those without owned property.

2.7 Population projections

Provincial demographic trends are expected to follow those of the rest of Canada. British Columbia is expected to experience slight decline in birth rates and slight increases in life expectancy, net inter-provincial migration, and net international migration. These trends, along with the aging of British Columbia's population have resulted in a steady population growth in the province from 3.9 million in 2001 to 4.65 million by 2016, which translates into an annual growth rate of roughly 1.16 percent from 2001 to 2016 (Census 2001 and Census 2016).

Projections foresee net migration inflows into British Columbia, which may continue to tip the province's overall sex ratio in favour of males. However, the aging of the large baby boom cohort into senior ages, coupled with higher female life expectancies, may pull the sex ratio in favour of females. These two dynamics can be expected to keep the sex ratio stable over the projection at roughly 98.4 males per 100 females.

The population projections in this report used the Census population counts for 2001, 2006, 2011, and the base year, 2016. From the base year, the consultant projected the population growth for age cohorts and gender population growth based on BC Stats projections for the West Vancouver

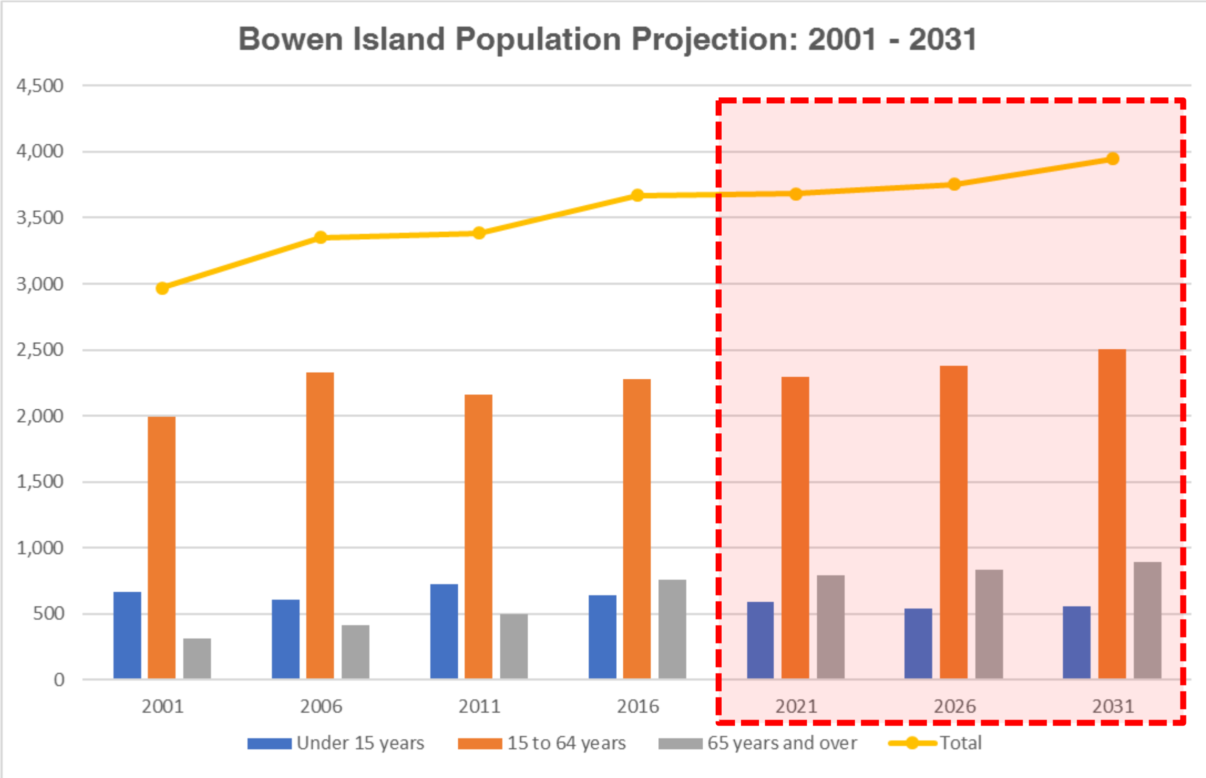


Figure 6: Bowen Island Population Projection from 2001 to 2031
Sources Urbanics Consultants; Statistics Canada – 2001, 2006, 2011, and 2016 Censuses; and BC Stats - P.E.O.P.L.E., 2018, Accessed January 2020.

School District, of which Bowen Island Municipality is a part (Figure 6). These population projections are expected to incorporate all the components of population growth in the region such as fertility and mortality as well as economic migration generated by economic growth and decline.

The average annual growth rate from 2016 to 2031 is expected to be 0.48 percent, an average increase of approximately 65 people per year. If population growth were to follow this projection, Bowen Island could expect an additional 976 people by 2031.

Compared to 2001, projections forecast a more-than 100 percent increase in the 65 and older age cohort by 2031, likely increasing the demand for seniors-appropriate housing.

Population	2001	2006	2011	2016	2021	2026	2031
Under 15 years	665 (22%)	610 (18%)	725 (21%)	640 (17%)	594 (16%)	542 (14%)	554 (14%)
15 to 64 years	1,995 (67%)	2,330 (70%)	2,160 (64%)	2,275 (62%)	2,292 (62%)	2,379 (63%)	2,501 (63%)
65 years and over	310 (10%)	410 (12%)	500 (15%)	755 (21%)	795 (22%)	832 (22%)	891 (23%)
Total	2,970	3,350	3,385	3,670	3,681	3,753	3,946

Table 12: Bowen Island age cohort shares from 2001 to 2031
Sources: Urbanics Consultants; Statistics Canada – 2001, 2006, 2011, and 2016 Censuses; and BC Stats - P.E.O.P.L.E., 2018, Accessed January 2020.

The working age cohort will reman relatively stable as a share of the population over the projection period. The two other notable age cohorts will see shifts with those aged younger than 15 years old declining in the population share from 17 percent in 2016 to 14 percent in 2031, representing a continuing trend from 2001. Conversely, those aged 65 and older will grow in the share of the population from 21 percent in 2016 to 23 percent in 2031 (Table 13). Compared to 2001, this could mean a more-than 100 percent increase in that cohort’s share of the population. This is a notable trend because as the population’s residents age, the demand will likely rise for ground-oriented housing that is accessible to those who may have mobility limitations.

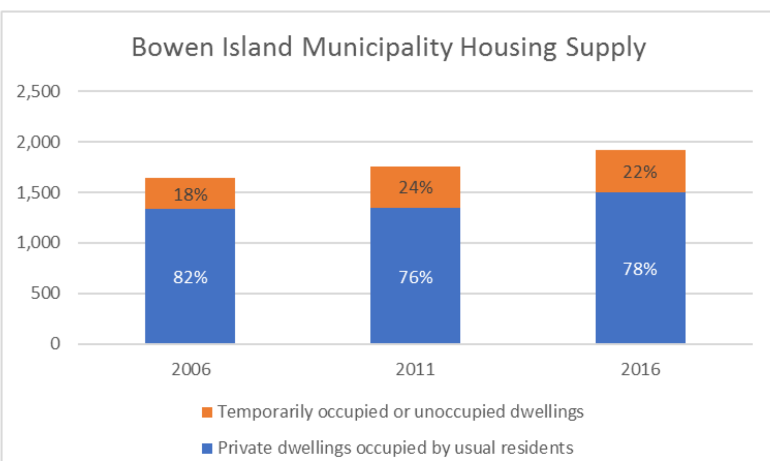
3 Housing Supply

This section describes the current housing supply on Bowen Island. The analysis is primarily based on occupied private dwellings, as these generally reflect the housing preferences and needs of the community. Temporarily occupied dwellings, however, should be considered with regards to the housing supply on Bowen Island, as many of the dwellings are vacation homes that do not serve as primary residences.

Bowen Island saw a net increase of 275 private dwellings from 2006 to 2016. However, the number of temporarily occupied or unoccupied dwellings increased by 119 units. These unoccupied units are likely vacation homes or possibly unsold dwellings of households who have left the island. The portion of vacant or temporarily occupied dwellings on Bowen Island is significantly higher than that of Greater Vancouver and has increased by approximately 22 percent since 2006 (18% in 2006 to 22% in 2016 [Table 15 and Figure 7]). By contrast the ratio of unoccupied dwellings to occupied ones has remained stable in Greater Vancouver over the same time period.

	2006		2011		2016	
	BIM	GV	BIM	GV	BIM	GV
Total private dwellings	1,640	870,992	1,760	949,565	1,915	1,027,613
Private dwellings occupied by usual residents	1,339	817,033	1,345	891,336	1,495	960,894
Vacant dwellings or dwellings occupied by temporary residents (as a % of total private dwellings)	301 18%	53,959 6%	415 24%	58,229 6%	420 22%	66,719 6%

Table 13: Total private dwellings versus private dwellings occupied by usual residents in Bowen Island Municipality and Greater Vancouver/
Source: Urbanics Consultants and Statistics Canada – 2006, 2011, and 2016 Censuses.



Approximately, twenty two percent of dwellings on Bowen Island were not occupied by usual residents in 2016.

Figure 7: Temporarily occupied dwellings versus occupied dwellings
Source: Urbanics Consultants and Statistics Canada – 2006, 2011, and 2016 Censuses.

3.1 Housing Stock Trends

The growth of the housing stock has generally followed population trends for the island. While between census periods it appears that there were erratic periods of building and non-building, the average annual growth rate of housing was approximately 1.9 percent per year (Table 16). As discussed above, Bowen Island's population has grown 1.5 percent annually over the same period, which aligns with the trend of smaller household sizes.

From 2001 to 2016, the single-detached house has been the dominant form of dwelling, which likely will continue given the presence the large portion of high-income earners on the island who are better able to afford such a product. Despite this general preference for single-detached homes, there has been a steady increase in apartments in the duplex and low-rise form, representing a significant relative increase. Encouraging these forms, which are more affordable, may be important to the Municipality's strategy for supplying secure housing for its residents.

Bowen Island Housing Stock	2001	2006	2011	2016
Single-detached house (% share of total)	1,060 (94%)	1,225 (92%)	1,175 (87%)	1,335 (90%)
Semi-detached house	15 (1%)	0 (0%)	10 (1%)	0 (0%)
Row house	15 (1%)	15 (1%)	20 (1%)	5 (0%)
Apartment, detached duplex	10 (1%)	30 (2%)	60 (4%)	65 (4%)
Apartment building, five or more storeys	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Apartment building, less than five storeys	15 (1%)	45 (3%)	55 (4%)	70 (5%)
Other dwellings	10 (0%)	0 (0%)	15 (1%)	0 (1%)
Movable dwelling	5 (0%)	80 (2%)	10 (1%)	15 (1%)
Total housing stock	1,130	1,335	1,345	1,490
5-year % change	-	18%	1%	11%
Annual average % change 2001 - 2016	1.9%			

Table 14: Bowen Island Housing Stock by Structural Type 2001 to 2016
Source: Urbanics Consultants and Statistics Canada – 2001, 2006, 2011, and 2016 Censuses

Dwellings by number of bedrooms	2006	2011	2016
0 bedrooms (bachelor)	15 (1%)	0 (0%)	0 (0%)
1 bedroom	140 (10%)	155 (11%)	150 (10%)
2 bedrooms	410 (31%)	375 (28%)	325 (22%)
3 bedrooms	550 (41%)	405 (30%)	620 (42%)
4 bedrooms or more	225 (17%)	415 (31%)	390 (26%)
Total	1,340	1,350	1,485

Table 15: Occupied private dwellings by number of bedrooms
Source: Urbanics Consultants and Statistics Canada – 2006, 2011, and 2016 Censuses

Under construction by dwelling type	Sep-19	Oct-19	Nov-19	Dec-19
Single	32	32	31	34
Semi-detached	4	4	4	4
Row house	0	4	4	4
Apartment	3	3	3	3
All	39	43	42	45

Table 17: Under construction by dwelling type, Q4 2019
Source: CMHC, Housing Information Portal, 2020

Housing completions by dwelling type	2018	2019
Single	21	37
Semi-detached	4	0
Row house	0	0
Apartment	6	11
All	31	48

Table 16: Housing completions as of December 2019
Source: CMHC, Housing Information Portal, 2020

The composition of dwellings by the number of bedrooms on Bowen Island skews towards larger homes (Table 17). Since 2006, the majority of dwellings have had three bedrooms or more. Two-bedroom units declined as a portion of the total housing stock over that same period, while one-bedroom units have remained relatively stable

Census data and tracking of construction activity by the Canada Mortgage and Housing Corporation (CMHC) indicate a strong preference for single-dwelling units with much less activity for smaller other dwelling types (Tables 17 and 18). Given the higher incomes of Bowen Island

Bowen Island Housing Stock Highlights

Single-detached dwellings: The share of single-detached dwellings declined from 94 percent of Bowen Island's housing stock to 90 percent from 2001 to 2016.
Apartments and Duplexes: Apartment and duplex dwellings increased by more than four times from 2001 to 2016, from 2 percent of the housing stock to 9 percent.
Movable dwellings: Movable dwellings, which include live-aboard vessels, saw a sharp increase and decline in 2006 and 2011, respectively.

residents and historical trends, this preference for larger, detached homes is likely to continue for market housing.

3.2 Housing Permits

In 2017 and 2018, Bowen Island Municipality issued 11 building permits for dwellings with secondary suites.

Housing permit records provided by Bowen Island Municipality are another indicator of housing construction activity. The permits track the types of housing approved for construction in a given year, but do not indicate completions of the dwellings. The permit data suggest that approximately 27 units on average were added each year from 2011 to 2018 (Figure 6). These data align with Census and CMHC trends, with a strong preference for single-family dwellings. However, in 2017 and 2018, Bowen Island Municipality issued 11 building permits for dwellings with secondary suites for construction (11 permits for a total of 22 dwellings), representing a significant uptick from previous years. In 2019, the Municipality approved its first 4-plex construction in the study period. Forms that include secondary suites may be important to providing more affordable housing options to renters and additional flexibility in financing for prospective homeowners. Notably, these figures do not necessarily represent a net increase in the housing stock as some of the permits may be for reconstructed homes.

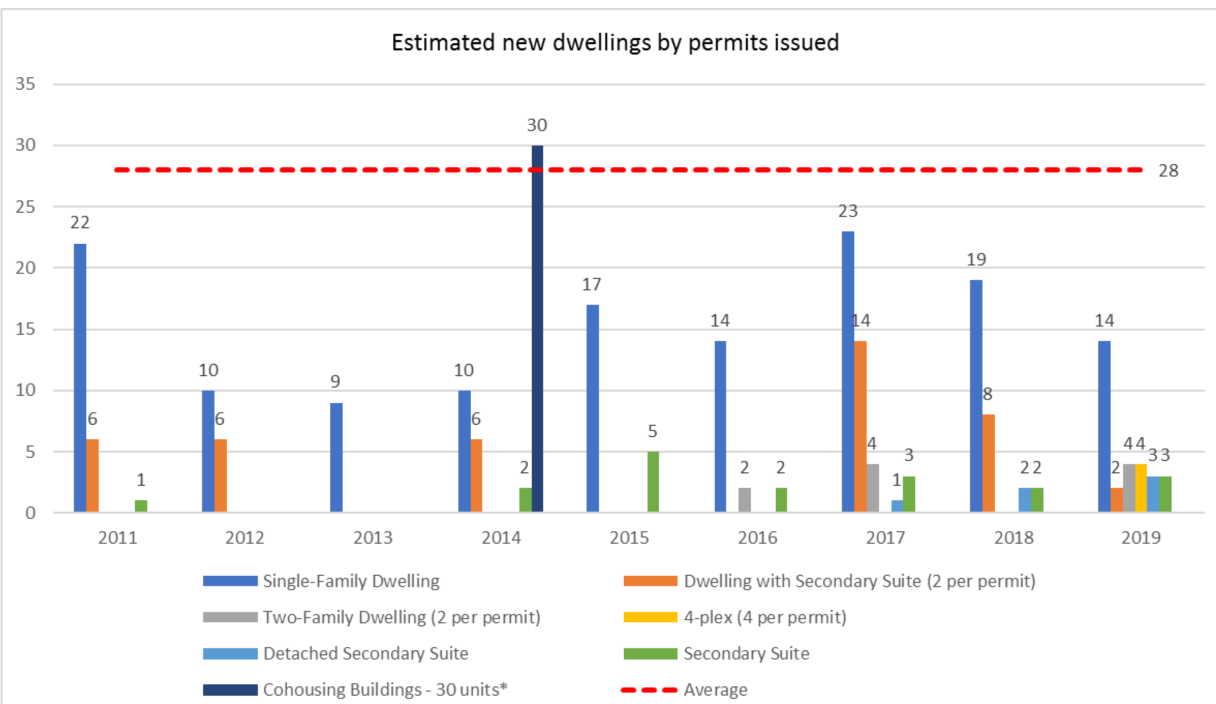


Figure 8: Dwelling units added by permits issued, 2011 to 2010.
*In 2015, the Belterra Cohousing development, a 30-unit townhouse development, was completed.
Source: Bowen Island Municipality and Urbanics Consultants.

3.3 Housing Tenure

In 2016, Statistics Canada recorded Bowen Island's ownership rate at 82 percent, substantially higher than both the province and the region (Table 19). This is roughly the same ownership rate as in 2006. There appears to be a dip in owned dwellings in 2011, but this may be explained by the lower quality of data from the 2011 National Housing Survey and Census, given their smaller sample sizes and Bowen Island's smaller population.

As the Municipality's natural surroundings and island setting are particular attractions for residents, higher density developments that are more common for purpose-built rental housing are uncommon on Bowen Island. Ownership is the most preferred form of tenure, which also lowers the availability of rental housing among the existing stock.

Examining tenure by the age of household maintainer shows that older residents tend to prefer ownership from ages 45 and older, when the ownership rate is in line with the island-wide rate (Figure 9). Younger household maintainers are more likely to rent. However, a large majority of those aged 44 and younger still own their residents. Ninety-two percent of households with a household maintainer between the ages of 65 and 74 own their homes, while only 75 percent of those with maintainers of 25 to 34 years old own their homes.

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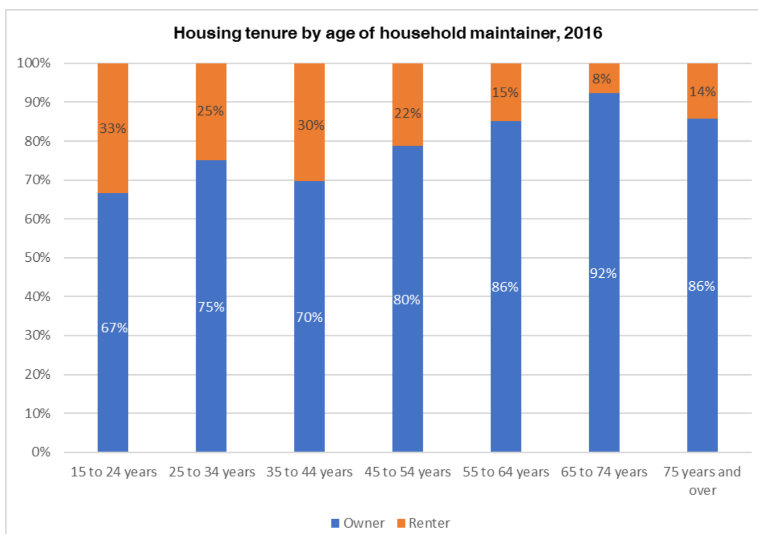

Figure 9: Housing tenure by age of household maintainer, 2016
Source: Urbanics Consultants and Statistics Canada–2016 Census

Tenure	2006			2011			2016		
	BIM	GV	BC	BIM	GV	BC	BIM	GV	BC
Owned	1,085	531,725	1,145,050	980	583,420	1,234,710	1,230	612,005	1,279,025
Rented	255	285,045	493,995	385	307,555	525,000	265	348,695	599,360
Band housing	0	455	4,920	0	330	4,925	0	190	3,590
Total occupied dwellings	1,340	817,225	1,643,965	1,365	891,305	1,764,635	1,495	960,890	1,881,975
Ownership rate	81%	65%	70%	72%	65%	70%	82%	64%	68%

Table 18: Housing Tenure 2006 to 2016, Bowen Island Municipality, Greater Vancouver, and British Columbia.
Source: Urbanics Consultants and Statistics Canada – 2006, 2011, and 2016 Censuses

Similar dynamics are apparent across household income groups. Ownership rates rise with household income, with 92 percent of households earning $100,000 or more annually owning their residences. This portion drops to 66 percent for those who earn less than $30,000 per year. Providing feasible rental options for those households will likely be important for maintaining a stable on-island workforce, as renters are more likely to work on Bowen Island in lower-wage retail services, as discussed in Section 2.3 above.

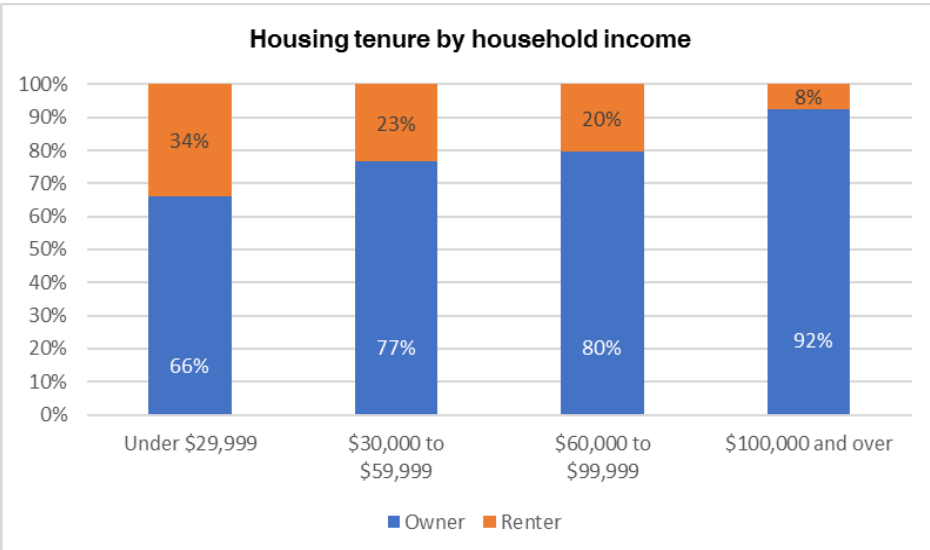

Figure 10: Housing tenure by annual household income, 2015
Source: Urbanics Consultants and Statistics Canada–2016 Census

3.4 Non-market housing

Metro Vancouver, of which Bowen Island Municipality is a part, has many households in non-market housing or receiving assistance for housing issues. According to its records as of March 2019, BC Housing has 61,481 units under its administration, which includes shelters across the housing continuum. Only 14 of those units, who receive rent assistance for private market rentals, are on Bowen Island. Otherwise, there are no shelters, transitional housing, assisted living, or social housing units under the administration of BC Housing on the island. The Municipality is home to some non-market housing options, which include:

BC Housing provides rental assistance for private market renters to 14 households on Bowen Island with no other housing under its administration on the island.

- **Bowen Island Seniors Housing Co-operative:** Established 1982, this housing co-operative consists of 19 homes, 12 one-bedroom units, six two-bedroom units, and one manager's suite. At least one member of the household must be aged 55 years or older to be eligible.

Residents own a share of the co-operative and contribute towards its maintenance and operations through housing charges, which include utilities. One-bedroom units are charged $870 per month, and two-bedroom units $1,058. The co-op has paid off its mortgage and owns the land outright, but it still maintains an operating agreement with CMHC for the subsidization of some members' housing charges.

The co-op had not had a vacancy for 18 months as of January 2020. Its waitlist, which was not accepting applicants, included approximately 20 people.

The co-op is considering expanding with new constructions on a small parcel of land adjacent to its current facilities, which may or may not serve seniors. The co-op's representative said apartment housing geared towards local employees was being considered.

- **Belterra Cohousing:** This development is on a 10-acre property near Snug Cove. It consists of 30 strata-title townhouse units. Five of the units (one studio, two one-bedrooms with dens, and two two-bedrooms) are designated non-market through a housing agreement with Bowen Island Municipality. A resident reported that the initial purchase price for the non-market homes was restricted to the cost of construction. The land costs associated with the non-market units were split between the owners of the 25 market homes.

  Any resale of a non-market unit is restricted to the initial purchase price plus a formula based on the Core Consumer Price Index (CCPI), a measure of inflation. Only "Qualified Purchasers," who are either permanent employees, residents of Bowen Island, or retirees, who have not owned property in the previous five years, are eligible to buy the non-market homes. The remaining 25 units have no resale restrictions.

  The construction and development was handled by the Belterra residents who had pre-purchased the homes, and it was done on a non-profit basis. Twenty-nine of the units had been sold prior to completion, and Belterra is now fully occupied. Bowen Island Municipality initially required Belterra to maintain a waitlist for the non-market units, but the list was never initiated. Belterra has its own informal contact list for those interested in purchasing but has not had specific inquiries regarding the non-market homes.

  There have been four sales of market units since opening in 2015. The interviewed resident spoke positively of the co-housing model of shared amenities and responsibilities and believed the development was a success. According to the interviewee, the challenges were the long period of development and the willingness of Belterra members to commit equity to the construction over that time.

- **Snug Cove House Society [in development]:** As of late 2019, Bowen Island Municipality was seeking comment on this 22-unit supportive housing rental development. This development would provide housing for seniors on Bowen Island, which will include meals and shared amenity spaces. The current plan for the housing is for all of the units to be 400 square feet and accessible to those with mobility issues. The average age of tenants is expected to be in the early 80s. The rents are yet to be determined and will depend on what financing and subsidies are available from the provincial and federal governments.

  The Snug Cove House Society has financed the development through subdividing the parcel on which the seniors housing will be located and selling off 12 plots for single-family and duplex housing. As of February 2020, nine of the lots had been sold.

- **Bowen Island Pub:** The owner of the Bowen Island Pub requested that the Municipality permit the four rental units being attached to the redevelopment of the restaurant. The pub, which opened in 2018, now includes four studio apartments above the establishment, which rent for between $750 and $1,200 per month. The owner is bound by a Housing Agreement with the Municipality to restrict rentals to "Qualified Tenants," who are either permanent employees, retirees, or residents. The Housing Agreement limits rents to 10 percent below market rates, and any rent increases must not exceed CCPI.

  The desire to include the apartments for the development was due to the difficulty of attracting employees to Bowen, which is hampered by the lack of affordable housing, according to the pub's owner. The apartments have only been occupied by Bowen Island Pub employees since being completed. The owner sets the rents according to what the employees can afford, which he believes exceeds the requirements of the Housing Agreement. He also believes the operating costs of the rentals are subsidized by the operations of the restaurant.

Bowen Island has 29 non-market homes with 22 proposed units, the majority of which serve senior citizens. Discussions with the Municipality and Housing Advisory Committee and a 2019 housing survey by BIRCH both indicate that there is significant concern about the availability of stable housing, particularly for renters. Increasing the relatively small amount of non-market housing could provide a secure stock of housing that would not be directly subject to market conditions.

As the population trends towards a greater proportion of older households, non-market housing that is accessible to people with mobility limitations will also be important. Developments such as the Snug Cove House Society may offer options for those who wish to age-in-place on Bowen Island. Exploring housing options geared towards specific populations (e.g., seniors, renters, on-island workforce, etc.) could alleviate some market pressures that cause housing instability.

Non-market Housing Terminology

BC Housing periodically reviews and updates definitions of non-market housing terms. The following definitions are based on BC Housing terminology. Non-market housing includes the following forms:

- **Shelter:** Year-round and emergency weather shelters provide single and shared bedrooms for stays of 30 days or less, with varying levels of support to individuals.
- **Transition houses:** Serve women and children fleeing violence. they provide housing, food, crisis intervention and referrals. All provincially funded transition houses have around-the-clock staff coverage. Typically, stays do not exceed 30 days.
- **Safe homes**: Provides temporary shelter and services (often for women and children) who face housing insecurity or domestic violence. This may include private homes, hotel units, or rental apartments. Stays do not usually exceed five days. In addition to food and shelter, they also provide support services such as advocacy, information and referral, counselling, and transportation to appointments.
- **Second-stage housing**: Provides housing for women and children fleeing violence who have completed a stay in a transition house or safe home. Typically, stays last up to 18 months.
- **Transitional housing**: Includes the provision of on- or off-site support services to help residents move towards independence and self-sufficiency. This type of housing provides for a minimum of 30 days and lasts up to three years.
- **Below-market rental**: Below-market rental housing is housing with rents equal to, or lower than, average rates in private-market rental housing.
- **Co-operative housing**: Co-operative housing is a type of development where the residents have a share in the corporation (co-operative) that owns the development.
- **Supportive Housing**: Supportive housing provides assistance that allows residents to live independently. It's available for people who are homeless, at risk of homelessness, or may have barriers to housing such as mental illness or substance use. Also supported are seniors and others who require medical and supportive services such as meals, housekeeping, 24-hour response system and social and recreational activities. It does not include personal assistance services such as bathing, dressing, or medication assistance.
- **Seniors housing**: Affordable housing geared toward individuals aged 55 or older or a couple where at least one person is age 55 or older. Seniors live independently, typically in self-contained apartments that provide accessible, barrier-free design features.
- **Assisted Living**: Housing that includes hospitality services (e.g., meals, housekeeping, social and recreational activities) and personal assistance services, such as regular assistance with activities of daily living, medication services, or psychosocial supports (referred to as prescribed services). This housing is subject to registration by the Assisted Living Registrar and includes self-contained apartments for seniors or people with disabilities who need some support services to live independently but do not need 24-hour facility care, and housing in which residents receive services related to mental health and substance-use issues.

3.5 Housing suitability and adequacy

Housing suitability and adequacy are measured by the Census. "Housing suitability refers to whether a private household is living in suitable accommodations according to the National Occupancy Standard (NOS)" (Statistics Canada, Census 2016). The NOS deems housing suitable when there are sufficient bedrooms for the size and composition of a family. These standards have numerous conditions, which may not be appropriate for all families. For example, the NOS holds that two children of the opposite sex older than 5 years require separate bedrooms; their sharing of a bedroom is deemed to fail the housing suitability requirement.

Housing adequacy measures the physical condition of dwellings, including these categories:

- The "regular maintenance needed" category includes only regular maintenance such as painting or furnace cleaning is required.
- The "minor repairs needed" category includes repairs such as dwellings with missing or loose floor tiles, bricks or shingles or defective steps, railing or siding.
- The "major repairs needed' category includes repairs such as dwellings with defective plumbing or electrical wiring, and dwellings needing structural repairs to walls, floors or ceilings.

Bowen Island's housing suitability appears is higher than both Greater Vancouver's and the province's, with 97 percent of households classified as having enough bedrooms for the household size (Table 21). For housing adequacy, Bowen Island is generally in line with the region and province, with 93 percent of housing not requiring major repairs compared to 94 percent for the region and province.

Occupied private dwelling characteristics, BIM 2016	Owned	Rented
Only regular maintenance or minor repairs needed	1,130 (97%)	190 (88%)
Major repairs needed	35 (3%)	25 (12%)

Table 19: Housing adequacy in Bowen Island Municipality by tenure, 2016
Source: Urbanics Consultants and Statistics Canada – 2016 Census

Occupied private dwelling characteristics	BIM	GV	BC
Number of private households by housing suitability			
Suitable	1,335 (97%)	824,220 (93%)	1,649,505 (95%)
Not suitable	45 (3%)	65,195 (7%)	91,410 (5%)
Occupied of private households by condition of dwelling			
Only regular maintenance or minor repairs needed	1,280 (93%)	838,495 (94%)	1,635,505 (94%)
Major repairs needed	100 (7%)	50,920 (6%)	105,410 (6%)

Table 20: Housing suitability and adequacy in Bowen Island Municipality, 2016
Source: Urbanics Consultants and Statistics Canada – 2016 Census

Analyzing adequacy by tenure on Bowen Island shows that rented accommodations have a much higher rate of needing major repairs. Renters are more likely than owners to live in units that do not meet Statistics Canada's housing adequacy definitions. Overall, improving and maintaining the existing housing stock is not a high priority. However, policies that encourage repairing and maintaining rental accommodations on Bowen Island could be of significant benefit to the Municipality and renters.

Table 23 counts the housing stock by year of construction for Bowen Island, Greater Vancouver, and British Columbia. The Municipality's housing is roughly divided by dwellings built before 1991 (54%) and those built after (46%). The construction periods generally follow the regional proportions as well, with the Province having a slightly larger portion of dwellings built before 1991 (59%). The smaller portion of dwellings constructed from 2011 to 2016 (7%) when compared to the region may be caused by the recent construction boom in Greater Vancouver, as this figure aligns with the provincial portion.

Occupied private dwelling characteristics	BIM	GV	BC
1960 or before	160 (11%)	128,710 (13%)	267,560 (14%)
1961 to 1980	385 (26%)	253,845 (26%)	559,485 (30%)
1981 to 1990	255 (17%)	151,755 (16%)	289,560 (15%)
1991 to 2000	305 (20%)	171,550 (18%)	331,865 (18%)
2001 to 2005	135 (9%)	71,265 (7%)	125,340 (7%)
2006 to 2010	145 (10%)	95,910 (10%)	171,950 (9%)
2011 to 2016	110 (7%)	87,860 (9%)	136,210 (7%)
Total occupied private dwellings	1,495	960,895	1,881,970

Table 21: Occupied private dwellings by construction period, 2016
Urbanics Consultants and Statistics Canada – 2016 Census

3.6 Shelter-cost-to-income ratio

The shelter-cost-to-income ratio (STIR) is the ratio of expenditures on housing, for owners and renters, to household income. Shelter costs comprise utilities and rent for tenants and mortgage payments, property taxes, municipal fees, and condominium fees for owners. This figure is divided into a household's before-tax income. Statistics Canada uses STIR to determine whether households meet the affordability standard, which holds that households paying less than 30 percent of their household income on shelter costs are considered to have affordable housing.

Table 24 below includes 2016 Census data regarding STIR for Bowen Island, Greater Vancouver, and British Columbia. The figures indicate that the median monthly shelter cost for owned dwellings is $1,304 for owners and $1,246 for renters. Nominally, housing costs for renters on Bowen Island are greater than those for Greater Vancouver ($1,136 per month) and the province ($1,036 per month). Additionally, Bowen Island renters are paying approximately 4.4 percent less than owners on housing costs. In Greater Vancouver, renters spend 17 percent less on housing, and 10 percent less across the province.

Housing costs for renters on Bowen Island are greater than those for Greater Vancouver ($1,136 per month) and the province ($1,036 per month).

Renters on Bowen Island are in general spending more money on rent nominally, and in relation to owners, than the rest of the province.

Shelter-cost-to-income ratios	BIM	GV	BC
Owner and tenant households with household income greater than zero	1,480	953,380	1,832,420
Spending less than 30% of income on shelter costs	1,065 (72%)	648,420 (60%)	1,320,210 (72%)
Spending 30% or more of income on shelter costs	415 (28%)	304,955 (25%)	512,210 (28%)
Owner in non-farm; non-reserve private dwellings	1,215	608,080	1,242,600
Owner households with a mortgage	710 (58%)	366,672 (60%)	733,134 (59%)
Households spending 30% or more of its income is on shelter costs	295 (24%)	154,452 (25%)	260,946 (21%)
Median monthly shelter costs for owned dwellings ($)	$ 1,304	$ 1,376	$ 1,149
Median value of dwellings ($)	$798,877	$800,220	$500,874
Tenant households in non-farm; non-reserve private dwellings	265	347,220	592,825
Tenant households in subsidized housing	25 (9%)	45,486 (13%)	77,067 (13%)
Tenant households spending 30% or more of its income on shelter costs	120 (45%)	151,041 (44%)	254,915 (43%)
Median monthly shelter costs for rented dwellings ($)	$ 1,246	$ 1,136	$ 1,036

Table 22: Shelter-cost-to-income ratio, 2016
Source: Urbanics Consultants Ltd. and Statistics Canada – 2016 Census

Table 24 also records the proportion of households who are spending more than 30 percent of this income on housing costs:

- **Bowen Island Municipality:** Twenty-four percent of owner households and 45 percent of tenant households.
- **Greater Vancouver:** Twenty-five percent of owner households and 44 percent of tenant households.
- **British Columbia:** Twenty-one percent of owner households and 44 percent of tenant households.

Bowen Island is generally in line with the province-wide figures for households not meeting the affordability standard. Of those households, however, a greater proportion of them are tenants than across the province.

3.7 Core and extreme core housing need

Statistics Canada considers a household to be in core housing need if it fails to meet the adequacy, suitability, or affordability standards described in the above sections, 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) [Statistics Canada, 2017].”

Table 25 provides the number of households classified as being in core housing need by tenure. A larger portion of owners on Bowen Island are in core housing need (12%) in comparison to that of the region (11%) and province (8%). It is the inverse for renters Bowen Island, whose households in core housing need only make up 23 percent of all renter households, in comparison to 31 percent for the region and 30 percent for the province.

Bowen Island has a smaller portion of households in Core Housing Need than both Greater Vancouver and British Columbia.

Overall, Bowen Island has a smaller portion of households in Core Housing Need than both Greater Vancouver and British Columbia.

Statistics Canada records households in Extreme Core Housing Need, which encompasses those in Core Housing Need who also have a STIR of 50 percent or greater (Table 26). Similar to households in Core Housing Need, Bowen Island has a slightly larger portion of owners in Extreme Core Housing Need than Greater Vancouver and British Columbia, and the opposite for renter households.

Core Housing Need, 2016	BIM	GV	BC
Owners in core housing need (% of owner households in core housing need)	135 (12%)	60,985 (11%)	97,355 (8%)
Renters in core housing need (% of renter households in core housing need)	50 (23%)	95,825 (31%)	162,870 (30%)
Total (% of total households in core housing need)	185 (13%)	156,810 (18%)	260,225 (15%)

Table 25: Households in core housing need, 2016
Source: Urbanics Consultants Ltd. and Statistics Canada – 2016 Census

Extreme Core Housing Need	BIM	GV	BC
Owners in core housing need (% of owner households in core housing need)	80 (7%)	28,780 (5%)	44,540 (4%)
Renters in core housing need (% of renter households in core housing need)	15 (7%)	38,350 (12%)	68,050 (13%)
Total (% of total households in core housing need)	95 (7%)	67,130 (8%)	112,590 (6%)

Table 26: Households in extreme core housing need, 2016
Source: Urbanics Consultants Ltd. and Statistics Canada – 2016 Census

4 Housing Market Characteristics

4.1 Housing sales activity

The consultant obtained sales and listing data for Bowen Island Municipality capturing the year of 2019. The data provided by the Real Estate Board of Greater Vancouver showed 40 sales during this period (Table 27).

Sold listings	# of listings	Avg. Year Built	Avg. Floor Area (sq.ft)	Avg. Lot Size (sq.ft)	Avg. # of bedrooms	Avg. # of bathrooms		
Single-detached	38	1985	2,334	22,846	3.4	2.7		
Row/Townhouse	1	2015	1,159	n/a	3	2		
Half-duplex	1	2017	1,354	n/a	2	2		
	Sale Price ($)		Sales Price ($/sq.ft of floor area)		Sales Price ($/sq.ft of lot area)		Days on Market	
	Median	Average	Median	Average	Median	Average	Median	Average
Single-detached	$966,500	$1,027,857	$448	$497	$64	$72	49	63
Row/Townhouse		$730,000		$630				264
Half-duplex		$735,000		$543				71

Table 23: Home sales data 2018/06/25 - 2019/12/30
Source: Urbanics Consultant Ltd. and Real Estate Board of Greater Vancouver.

Single-detached homes comprised 95 percent of all home sales over this period, with only one row/townhouse and one half-duplex being sold in 2019 with one listing from 2018 and one for 2019.

In the most recent REALTOR Report from the Real Estate Board in November 2019, there were 29 active listings for detached properties. No listings for townhomes or condos were listed in November, and only one townhome was listed during October 2019. The MLS HPI Benchmark price for detached homes fell by 2.4 percent to $959,400 from November 2018 to November 2019. Since 2014, however, the benchmark price has risen from approximately $565,500 to $959,400, representing a nearly 70 percent increase (Figure 11).

Overall the data show:

- Single-detached homes had a median sales price of $959,400 and a median price per square foot of $448.
- Non-detached homes sold for a higher price per square foot than the average and median price for detached homes.
- Non-detached homes were on the market for longer than the average detached home.

The 2019 figures confirm the strong preference for detached homes and low availability of other housing types on Bowen Island.

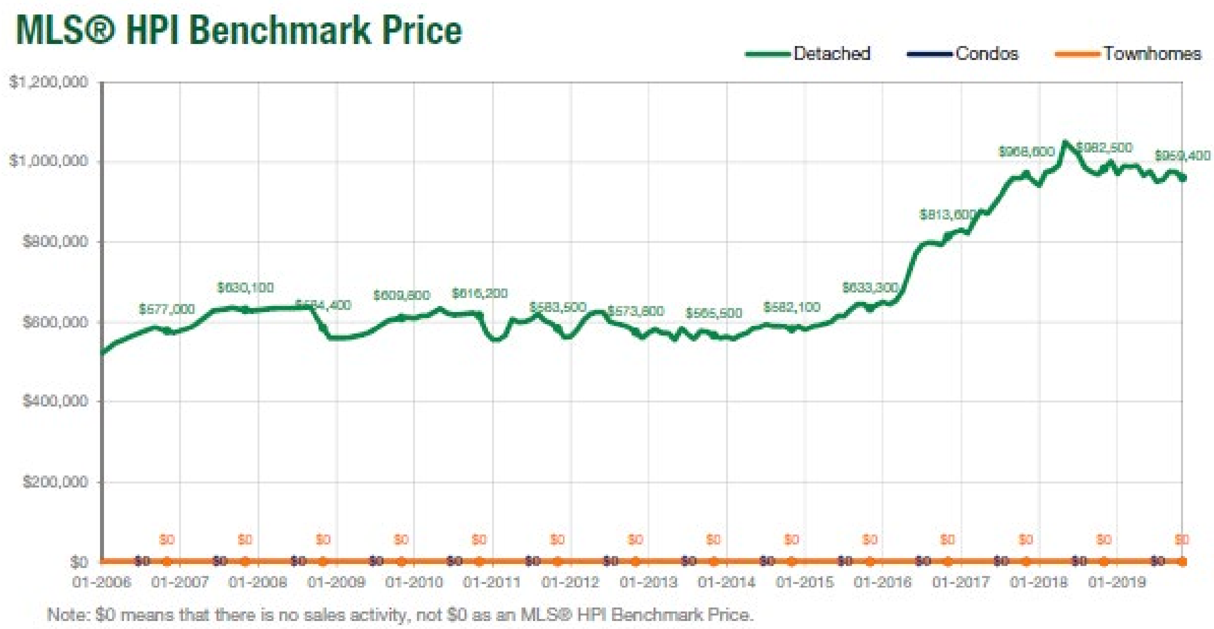

Figure 11: MS HPI Benchmark Price for Bowen Island as of November 2019
Source: Real Estate Board of Greater Vancouver, REALTOR Report, Bowen Island, November 2019

4.2 Rental housing

As discussed in Section 3.3, Bowen Island has a relatively low proportion of rental households, 18 percent compared to 36 percent for Greater Vancouver. Because of the small market, the CMHC does not keep data on Bowen Island's rental market. The closest geographical area for which the CMHC publishes reports is the Vancouver Census Metropolitan Area (CMA). Rents in this region have been steadily increasing in recent history. The most recent report included average rents for occupied and vacant units in the Vancouver CMA (Table 28)

Vancouver CMA	1-Bedroom	2-bedroom	Total Average
Occupied	$1,381	$1,742	$1,466
Vacant	$1,558	$2,159	$1,771

Table 28: Average Rent of Occupied and Vacant Apartments
Source: Canada Mortgage and Housing Corporation, Rental Market Report Vancouver CMA (2020)

The consultant surveyed Internet rental sites and interviewed rental property managers to estimate rents on Bowen Island. At the time of writing this report the consultant gathered information on 22 rental accommodations (Table 29). The majority of accommodations were for detached homes. No purpose-built rental accommodations were available at the time of the survey.

Bowen Island	Average Rent	Median Rent	# surveyed
Studio	$975	$975	2
1-bedroom	$1,259	$1,250	8
2-bedroom	$1,930	$1,750	5
3-bedroom+	$2,370	$2,200	7

Table 29: Surveyed rents on Bowen Island, January 2020
Source: Urbanics Consultants Ltd.

While rents appear to be lower than the Vancouver averages, local media, housing surveys, and consultant interviews with key informants identify that concern over the availability and stability of long-term rental accommodations is of high concern. *The Bowen Island Undercurrent* reported in 2016 that 26 people were competing for one rental accommodation with attempts to overbid for the listing price. Residents speculated that the increase in sales prices for homes has encouraged resales of rental properties.

A manager of a purpose-built rental property reported that there had been no vacant apartments since 2012, and that the building had a waitlist of approximately 40 people. Interviews and consultant research indicate that Bowen Island's rental market features a very low vacancy rate and is highly competitive.

These conditions were consistently identified in interviews as impediments for small-business owners who need to attract employees. Interviewees expressed support for increasing purpose-built rental accommodations, particularly in the Snug Cove area. Other cited issues with rentals includes short supply, particularly acute in summer. Some respondents reported the competition between renter is so high that renter have to offer more money for rent to the landlords so they can secure a rental.

4.3 Affordability of market-rate housing

This section examines the ability of Bowen Island residents to purchase or rent market-rate housing on the island based on the CMHC's affordability definition. The affordability criterion holds that a household is in affordable housing when it spends less than 30 percent of its pre-tax income on shelter.

The analysis uses the latest median sales price for detached homes and the sales prices of the two non-detached homes that were sold during the period for which the consultants were able to obtain data. Figures for condo apartments and mobile homes were unavailable because no sales took place during the study period of those dwelling types.

Shelter costs typically include PITI (principal, interest, taxes, and insurance) costs or rent, municipal and condominium fees, and utilities. It is noted that utilities can vary significantly on Bowen Island because of different heat sources (e.g., wood-burning, electricity, etc.). Because of this, the consultant was unable to incorporate fees for utilities into the analysis.

The other assumptions for the analysis include:

- Twenty percent down payment – Lenders typically require a 20-percent down payment as part of lending guidelines. Smaller down payments will require mortgage insurance until the borrower has obtained 20 percent equity in the property.
- Twenty five-year mortgage amortization – The longest-term mortgage available, which lends itself to the smallest monthly payment.
- 5.19 percent interest rate – Borrowers must qualify for a mortgage at the Bank of Canada's 5.19 percent benchmark mortgage rate, however lower rates on five-year terms are commonly available.
- $2.27 mill rate property tax – This is the current residential property tax rate on Bowen Island.
- 0.25 percent insurance rate – This is to account for the insurance requirements the lender may impose on the borrower.
- Buyers are only purchasing one unit, and no rental income will be derived from the property for a bank loan.

Incomes are based on the 2016 Census household income brackets. The analysis focuses on estimating the baseline share of households that are likely to fail the affordability criterion.

The findings show that between 76 percent and 84 percent of Bowen Island residents would be unlikely to meet the affordability criteria for purchasing a home on the island. To purchase a single-detached home at the most recently available median price, the analysis estimates that a household would require an annual before-tax income of $196,000. Approximately 16 percent of households are in this category. Approximately 24 percent of households could afford a townhouse or duplex unit (the half-duplex price is on the threshold of affordability for households making up to $149,999 per year).

Rental accommodations are much more accessible by comparison with only 50 percent of Bowen Island households not being able to rent a 3-bedroom or larger apartment. However, renter households on Bowen Island are much less likely than owners to be above overall median incomes. As shown in section 2.6, nearly two thirds of renter households earn less than $60,000 per year. This means 61 percent of renter households currently on Bowen Island would not be able to meet the affordability standard for a 2-bedroom apartment or larger, which require annual incomes of $70,000 or more.

Dwelling types	Median sales price	Loan amount	Mortgage payment ($ monthly)	PITI ($ annual)	Qualifying household income ($ annual)	% of households that fail affordability test
Owner-occupied						
Single-detached	$ 959,400	$ 767,520	$ 4,518	$ 58,800	$ 195,999	84%
Rowhouses/townhouses	$ 730,000	$ 584,000	$ 3,438	$ 44,740	$ 149,134	76%
Half duplex	$ 735,000	$ 588,000	$ 3,462	$ 45,047	$ 150,156	84%
	Monthly rent					
Renter-occupied						
3-bedroom+	$ 2,200				$ 88,000	50%
2-bedroom	$ 1,750				$ 70,000	46%
1-bedroom	$ 1,250				$ 50,000	31%
Bachelor	$ 975				$ 39,000	20%

Table 24: Proportion of households that fail affordability criteria.
Source: Urbanics Consultants Ltd. and Statistics Canada – 2016 Census

4.4 Affordability for households by type

This section examines the ability of census-family and non-census-family households to afford market housing. The analysis compares median incomes of different groups against market-rate housing for owned and rented dwellings. The affordability threshold of 30 percent of before-tax income going towards housing expenses is used as the primary metric. As noted in the previous section, utilities are typically included in housing expenses but this could not be captured in the analysis because of the wide variation through housing types.

Table 31 shows that there are significant barriers to home ownership for all household types. The affordable purchase price is calculated using the same methodology in the previous section with the same assumptions regarding mortgage payments, down payments and property taxes. The highest median income group is couple-with-children families, who could afford approximately 70 percent of the median single-detached house and 90 percent of a townhouse or half-duplex home.

Notably, median income renter households are the furthest from being able to enter the market for homeownership. This is particularly relevant, as this analysis is unable to capture what effect of owning a home on Bowen Island would have on the ability to purchase another. Any equity already held by homeowners on Bowen Island could go toward purchasing another home, if a family wished to change their living circumstances, in either upsizing or downsizing. Most renters would not have the ability to leverage comparable assets.

Table 32 displays a similar analysis for rental rates based on the consultant's web and phone surveys. The results show that rentals are much more affordable to households throughout the spectrum. Median families and couples families could afford to rent housing in all sizes of rentals. Lone-parent families and median renters face slightly higher barriers, with both being unable to afford two-bedroom apartments. This is significant as lone-parents, depending on the number of children, would be placed into the unsuitable housing category if there were not a sufficient number of bedrooms.

The analysis also shows that one-person households could not afford any type of rental on Bowen Island. The median one-person household may even have difficulty renting a two-bedroom apartment with a roommate, as they would be spending approximately 28 percent of their income to split a two-bedroom apartment. This aligns with key informant interviews that the lack and high cost of rental housing is an obstacle to attracting employees to work in retail and service industries, who would be more likely to be in the one-person household category.

Households	**Median household income**	**Affordable purchase price**	**Single-detached $959,400**	**Rowhouse/ townhouse $730,000**	**Half duplex $735,000**
Couple-only family	$ 98,560	$520,912	☒	☒	☒
Couple-with-children family	$ 124,672	$658,920	☒	☒	☒
Lone-parent Family	$ 58,752	$310,518	☒	☒	☒
Family income	$ 106,752	$564,209	☒	☒	☒
1-person households	$ 37,504	$198,217	☒	☒	☒
2-or-more person households	$ 106,880	$564,885	☒	☒	☒
Median household income	$ 89,856	$474,910	☒	☒	☒
Median renter household income	$ 56,791	$300,153	☒	☒	☒

Table 31: Affordable purchase price of housing for median income families, Bowen Island Municipality.
Source: Urbanics Consultants Ltd. and Statistics Canada – 2016 Census

Households	**Median household income**	**Affordable monthly rent**	**Bachelor $975**	**1-bed $1,250**	**2-bed $1,750**	**3-bed+ $2,350**
Couple-only family	$ 98,560	$ 2,464	✓	✓	✓	✓
Couple-with-children family	$ 124,672	$ 3,117	✓	✓	✓	✓
Lone-parent Family	$ 58,752	$ 1,469	✓	✓	☒	☒
Family income	$ 106,752	$ 2,669	✓	✓	✓	✓
1-person households	$ 37,504	$ 938	☒	☒	☒	☒
2-or-more person households	$ 106,880	$ 2,672	✓	✓	✓	✓
Median household income	$ 89,856	$ 2,246	✓	✓	✓	☒
Median renter household income	$ 56,791	$ 1,420	✓	✓	☒	☒

Table 32: Affordable rental rates for median income families, Bowen Island Municipality.
Source: Urbanics Consultants Ltd. and Statistics Canada – 2016 Census

5 Land Utilization

This section examines address and zoning data provided by the Bowen Island Municipality. The data includes information on property classes, area, zoning, and assessed land and improvements value.

Address data from Bowen Island Municipality shows that more than 99 percent of addresses are classed as Residential, with the single-family homes at 93 percent of all addresses (Table 33). The zoning of Bowen Island reveals a similar dynamic with the largest portion of zoning falling into residential categories, which include the Residential Rural zoning categories (38%), Settlement Residential zones (9%), and Comprehensive Development zones (14%), some of which include developments with residential land-uses. Green zones, which include the Bowen Island Ecological Reserve and Mount Gardner, and Park zones make up 36 percent of zoning on the island.

Zone Group	Hectares	%
Comprehensive Development	882	14%
Green Zones	1876	31%
Parks	302	5%
Residential Rural	2308	38%
Settlement Residential	540	9%
Other	182	3%
Total	6,091	100%

Table 26: Zoning by category, Bowen Island Municipality
Source: Bowen Island Municipality and Urbanics Consultants Ltd.

Property class	# of Addresses	% of addresses
Single-family residential	2,398	93.13%
Strata residential	28	1.09%
Residential - other	87	3.38%
Strata rental	42	1.63%
Vacant	1	0.04%
Commercial retail	19	0.74%
Total	2,575	100%

Table 25: Addresses by Property Class, Bowen Island Municipality
Source: Bowen Island Municipality and Urbanics Consultants Ltd.

5.1 Residential Zones

The Municipality includes the following residential zones in its land-use bylaw:

- Rural Residential Zones: This zoning category includes RR1, RR2, RR3, and various sub-categories for residential uses that permit agricultural uses. Minimum lot sizes range from one to four hectares.

- Settlement Residential Zones: These zones are intended for established residential neighbourhoods with SR1 and SR2 being the primary categories with additional sub-categories. Minimum lot sizes range from 0.2 hectares to 1 hectare.
- Village Residential Zones: This zoning category applies to small-lot detached and attached housing, as well as special needs housing in the Snug Cove Village. The zoning includes VR1 and VR2 with minimum lot sizes ranging from 370 square meters to 4,000 square meters.

These are the primary residential zoning categories, all of which have numerous sub-categories that make exceptions for certain areas. This list does not include any of the comprehensive development zoning that allow for housing, as they are designed to meet demands of a site.

5.2 Zoning categories and assessment values

Bowen Island Municipality provided the consultants with address-level and zoning data, which was combined to estimate the approximate assessed value within certain zoning categories. Parcel-level data was not available to combine with assessed values, so a detailed analysis of parcel utilization was not possible at the time of writing this report. Table 35 shows address-level data and the associated zoning, assessments, utilization rate, and vacancy rate.[1] The utilization rate is a rough measure for determining the capacity for more intense development.

- Adequately utilized addresses are those with an assessed building value greater than or equal to 50 percent of the assessed land value.
- Vacant addresses are those with no assessed building value.

The data show that approximately 50 percent of addresses in residential zones are in the Settlement Residential 2 (SR2) category. Settlement Residential zoning is applied to established neighbourhoods and the largest zones are on the east and west sides of Bowen. Only ten percent of addresses are vacant, indicating that development is relatively high. However, only 22 percent of addresses have building assessments that are higher than 50 percent of the land assessment. This may signify an opportunity for higher intensity development. SR2 zones allow for secondary suites and heights of nine metres, approximately two to three storeys. However, these zones are not serviced by the island’s sewer network, which may limit the possibility for denser residential development.

[1] Because of the organization of the data, a number of addresses could not be assigned zoning categories. These generally were strata properties and were categorized as ‘#N/A’.

Zoning	# of Adresess	2018 Assessed Value					
		Land	Building	Total	Assessment per address	% Adequately utilized	% Vacant
CD	326	$ 231,738,825	$ 99,087,800	$ 330,826,625	$ 1,014,806	42%	26%
CDsa	145	$ 162,806,700	$ 49,073,100	$ 211,879,800	$ 1,461,240	17%	27%
Ci	3	$ 853,000	$ 148,000	$ 1,001,000	$ 333,667	0%	100%
G2	2	$ 3,284,000	$ -	$ 3,284,000	$ 1,642,000	0%	100%
G3	4	$ 7,812,000	$ 59,300	$ 7,871,300	$ 1,967,825	0%	75%
IC	1	$ 863,000	$ 252,000	$ 1,115,000	$ 1,115,000	0%	0%
II	8	$ 8,564,000	$ 90,000	$ 8,654,000	$ 1,081,750	0%	100%
IM	1	$ 486,000	$ 102,000	$ 588,000	$ 588,000	0%	100%
P1	17	$ 28,384,100	$ 573,100	$ 28,957,200	$ 1,703,365	6%	82%
P2	3	$ 1,836,000	$ -	$ 1,836,000	$ 612,000	0%	100%
P3	1	$ 559,000	$ -	$ 559,000	$ 559,000	0%	100%
P4	4	$ 4,563,000	$ 280,000	$ 4,843,000	$ 1,210,750	0%	75%
RC1	4	$ 930,562	$ 277,000	$ 1,207,562	$ 301,891	50%	50%
RR1	296	$ 355,278,325	$ 76,432,900	$ 431,711,225	$ 1,458,484	22%	45%
RR2	39	$ 35,708,469	$ 15,505,800	$ 51,214,269	$ 1,313,186	36%	10%
RR3	105	$ 75,791,201	$ 39,588,200	$ 115,379,401	$ 1,098,851	50%	16%
SI	2	$ 1,263,100	$ 189,400	$ 1,452,500	$ 726,250	0%	100%
SR1	67	$ 43,718,687	$ 25,150,700	$ 68,869,387	$ 1,027,901	61%	4%
SR2	1,303	$ 951,924,150	$ 312,646,600	$ 1,264,570,750	$ 970,507	22%	10%
TC1	1	$ 899,000	$ 1,026,000	$ 1,925,000	$ 1,925,000	100%	0%
VC1	25	$ 15,859,500	$ 3,771,400	$ 19,630,900	$ 785,236	24%	40%
VC2	3	$ 2,123,000	$ 321,900	$ 2,444,900	$ 814,967	33%	33%
VCi	4	$ 1,823,800	$ 835,600	$ 2,659,400	$ 664,850	0%	100%
VI	3	$ 5,896,000	$ 5,084,000	$ 10,980,000	$ 3,660,000	0%	33%
VR1	10	$ 5,252,000	$ 1,871,400	$ 7,123,400	$ 712,340	10%	0%
WCi	1	$ 455,000	$ 359,000	$ 814,000	$ 814,000	100%	0%
WP1	1	$ 482,000	$ -	$ 482,000	$ 482,000	0%	100%
#N/A	196	$ 41,727,003	$ 9,347,203	$ 51,074,206	$ 260,583	55%	40%
Total	2,575	$ 1,990,881,422	$ 642,072,403	$ 2,632,953,825	$ 1,022,506	29%	21%

Table 27: Assessment values and utilization rates of addresses on Bowen Island
Source: Bowen Island Municipality and Urbanics Consultants Ltd.

6 Current gaps in the housing market

The Bowen Island Municipality has several challenges that have led to gaps in the housing market. One of the indications for significant housing gaps is evident in studying the population of Bowen Island Municipality. The population has shown little growth since 2001 due to the "revolving door" of incoming residents and outgoing residents. Interviews and survey responses indicate that households move to Bowen Island for two to four years and many will choose to leave after that period of time. As a result, the rate of population growth since 2001 has oscillated between low to average growth rates for its population size.

The need for more housing options across the housing continuum is evident and the supply of new housing development is not meeting the demonstrated demand for owned and rented housing. Normal market forces in the communities are constrained by several factors explored in this study, such as:

- lack of secure rental housing;

- local affordability;
- lack of diverse housing types; and,
- aging population

6.1 Lack of secure rental housing

Bowen Island Municipality is experiencing a tight rental market that the local workforce cannot afford. Conversations with the stakeholders and the municipal staff has found that many renters are struggling to find affordable rental units in the Municipality and are frustrated by the lack of affordable units available on the market. Renters often do not have access to secure tenure and many renters experience unfavorable lease terms, sometimes due in part to landlords desiring to have short-term rentals available for the seasonal tourists in late spring until late summer.

The tight housing market may also be exacerbated by the vacant or temporarily occupied or unoccupied dwellings. Since 2006, the percentage of vacant or temporarily occupied or unoccupied dwellings has increased from 18 percent in 2006 to 22 percent in 2016, compared to much lower rates in Greater Vancouver (6%) in 2016.

The local workforce is overwhelmingly made up of renters. Business owners find it difficult to attract and keep employees, and it is clear that the local economy hinges on the rental market available for current or potential employees. Even business owners on the island are struggling to stay afloat due to uncertain rental housing. Affordable and secure rental housing is crucial to maintaining a labour force on the island, especially when considering all businesses hire less than 100 employees. In this scenario, every employee makes a sizeable impact to the overall profitability of the business.

6.2 Local affordability

Both owners and renter face affordability issues with the housing market. The sharp difference in income between renters and owners and tight rental market indicates that renters face unaffordability more acutely. The majority of renter households earn less than $60,000 and 45 percent pay more than 30 percent of their income on shelter costs. In contrast, 24 percent of owners pay more than 30 percent of their income for shelter costs.

Based on the consultant's analysis of the local housing market for owner-occupied and renter-occupied dwelling types, only 84 percent of the local residents can afford a single-family dwelling at the median sales price and 76 percent cannot afford a rowhouse/townhouse. The same analysis shows 50 percent of renters cannot afford a 3-bedroom dwelling, 46 percent cannot afford a 2-bedroom, and 31 percent cannot afford a 1-bedroom. No median household income can afford any dwelling for sale, and 1-person households with median income cannot afford any rental dwelling. If lone-parent households struggle to afford anything other than bachelor or 1-bedroom rental dwellings, then the pressure to maintain the household will continue to increase when there are different gendered children that require additional bedrooms. Interviews and meetings with local vulnerable populations align with these major affordability challenges for Bowen Island's most in-need households.

The need for new housing development is clear, however, the ability for residents to afford newly constructed homes is uncertain. Nonmarket housing may be needed to fill in the gaps between market-rate housing and what residents can afford.

There is a current unmet need for social housing in Bowen Island including homeless shelters and below-market affordable rentals. This includes:

- Roughly 9 homeless individuals have been identified by the community;
- 76 percent of households priced out of the lowest priced owner-occupied residential product available on the market (rowhouse); and,
- 20 percent of households priced out of a bachelor apartment in the rental housing market.

It is important to note that social and nonmarket housing geared towards below-market rentals may be in part alleviated by allowing the market to respond to consumer demand with smaller, more affordable residential products. Based on the respondents from the resident's survey, there is a desire for more small lot single family homes, townhouses and duplexes in the Snug Cove area.

6.3 Lack of diverse housing types

The first 4-plex during this report's study period was in 2019. The consultant found that cohousing is the only apartment-type housing to be constructed during the study period.
Some developers and homebuilders reported processing times for new housing types is slower on Bowen Island. There have been very small increases in other housing stock types, ensuring the dominance of the single-family detached dwelling, which is the most expensive housing product.

6.4 Aging population

The demographic assessment suggests Bowen Island is set to experience a significant increase in older adult households over the next 15 years as part of a share of the population. This would result in increased demand for both owner-occupied and rental housing with market-rate and nonmarket rate housing options. The Municipality lacks enough age-appropriate housing at present.

The type of building typology suitable for senior-appropriate units would include ground-oriented or elevatored apartments, townhouses/rowhouses, and duplexes/triplexes/fourplexes. The lack of available appropriate units for seniors is constraining the housing market by not enabling the older, typically larger, and more affordable housing stock to be available to families as seniors downsize during their retirement years. Interviews and survey responses indicate that when seniors want to downsize that they have difficulty finding the appropriate, affordable alternatives. Seniors often reported they continue to reside in a home that does not meet their needs anymore.

Many survey respondents also desired to be a part of a cohousing development, specifically for seniors in some responses. Cohousing can reduce the market-rate cost of ownership by 10 to 20 percent because the future residents can act as their own developer, removing the developer's fee from the total cost. Cohousing may increase the independent-living years of senior residents by roughly ten years, and thus would relieve the growing pressure on local healthcare providers.

7 Housing needs projections

7.1 Housing needs as a result of growth in households

This section examines the expected needs for housing to accommodate the projected population growth. The growth projections detailed in section 2.7 are based on Census 2016 data for Bowen Island and the growth rates for the West Vancouver School District, of which Bowen Island is a part. The projections which span from 2016 to 2031 assume that Bowen Island's population will follow the school district's growth trends projected by the provincial government (BC Stats, P.E.O.P.L.E., January 2020). These trends account for natural increase and decrease and in- and out-migration for the West Vancouver School District.

The distribution of households has been estimated by the age of the primary household maintainer distributions in the 2016 Census (Table 36). It is assumed that the share of household maintainer age cohorts will remain constant throughout the projection period (Table XX).

Population	2016	2021	2026	2031
Under 15 years	640	594	542	554
15 to 24 years	290	309	293	263
25 to 34 years	275	295	409	553
35 to 44 years	435	413	412	450
45 to 54 years	570	547	489	464
55 to 64 years	710	728	776	771
65 to 74 years	550	562	570	608
75 years and over	200	233	262	283
Total	3,670	3,681	3,753	3,946

Table 28: Bowen Island Municipality population projections by age cohort.
Source: Urbanics Consultants Ltd., Statistics Canada – 2016 Census, and BC Stats.

The number of households is expected to increase by an average of 11 per year from 2016 to 2031 based on population projections. Assuming tenure preference rates remain the same throughout this period, the demand for housing by age cohort and tenure is estimated in Table 37.

Households	2016	2021	2026	2031
15 to 24 years	15	15	13	13
25 to 34 years	80	86	119	161
35 to 44 years	215	204	204	222
45 to 54 years	300	288	257	244
55 to 64 years	400	410	437	434
65 to 74 years	325	332	337	359
75 years and over	155	181	203	219
Total	1,490	1,515	1,571	1,654
Housing needs				
5-year period		25	55	83
Annual		5	11	17
Annual average		11		

Table 29: Bowen Island Municipality household projections by age cohort
Source: Urbanics Consultants Ltd., Statistics Canada – 2016 Census, and BC Stats.

Owner-occupied	2016	2021	2026	2031
15 to 24 years	10	10	9	9
25 to 34 years	60	64	89	121
35 to 44 years	150	142	142	155
45 to 54 years	240	230	206	195
55 to 64 years	345	354	377	375
65 to 74 years	300	307	311	332
75 years and over	130	151	170	184
Total	1,235	1,259	1,304	1,370
Housing needs				
5 year period		24	46	66
Annual		5	9	13
Annual average		9		
Renter-occupied	**2016**	**2021**	**2026**	**2031**
Under 25 years	5	5	4	4
25 to 34 years	20	21	30	40
35 to 44 years	65	62	62	67
45 to 54 years	60	58	51	49
55 to 64 years	55	56	60	60
65 to 74 years	25	26	26	28
75 years and over	25	29	33	35
Total	255	257	266	283
Housing needs				
5 year period		2	9	17
Annual		0	2	3
Annual average		2		

Table 30: Bowen Island Municipality household projections by age cohort and tenure preference.
Source: Urbanics Consultants Ltd., Statistics Canada – 2016 Census, and BC Stats.

The analysis suggests that Bowen Island Municipality can expect:

- A total of 164 new households at an average rate of 11 new households per year.
- Of the projected new households, owner households will make up 135 and renter households will make up 29.

This household growth is less than the historical average for new constructions based on building permit data, which was detailed in section 3.2. As noted above, however, this does not necessarily represent a net increase in total homes, as some permits are for reconstructed dwellings.

The population and household estimates can be extended to determine the expected number of new households that will be in core housing need and extreme core housing need as defined in section 3.7 (Table 39)

Core Housing Needs	2016	2021	2026	2031
Core housing needs				
Owner occupied	135	138	143	150
Renter-occupied	50	50	52	56
Net housing needs				
Owner occupied				
5-year period		3	5	7
Annual		1	1	1
Annual average		1		
Renter-occupied				
5-year period		0	2	4
Annual		0	0	1
Annual average		<1		
Extreme Core Housing Needs	**2016**	**2021**	**2026**	**2031**
Extreme core housing needs				
Owner occupied	80	82	84	89
Renter-occupied	15	15	16	17
Net housing needs				
Owner occupied				
5-year period		2	2	5
Annual		0	0	1
Annual average		<1		
Renter-occupied				
5-year period		0	1	1
Annual		0	0	0
Annual average		<1		

Table 31: Bowen Island Municipality household projections by core housing need, extreme core housing need, and tenure preference.
Source: Urbanics Consultants Ltd., Statistics Canada – 2016 Census, and BC Stats.

If current distributions of household needs continue throughout the projection period, households in core housing and extreme core housing need are expected to remain nominally steady with the following changes:

- Owner households in core housing need are expected to increase by an average of approximately one household per year and fewer than one household per year for households in extreme core housing need.
- Renter households in core housing and extreme core housing need are expected to increase by less than one household per year on average.

The current and anticipated number of units needed by bedroom type for the next five years is presented below:

Number of bedrooms	2011	2016	2021	2026
0 bedrooms (bachelor)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
1 bedroom	155 (0%)	150 (10%)	167 (11%)	173 (11%)
2 bedrooms	375 (8%)	325 (22%)	348 (23%)	361 (23%)
3 bedrooms	405 (9%)	620 (42%)	636 (42%)	660 (42%)
4 bedrooms or more	415 (9%)	390 (26%)	364 (24%)	377 (24%)
Total	1,350	1,485	1,515	1,654

Table 40: Current and Anticipated Number of Bedrooms, 2011-2026
Source: Urbanics Consultants Ltd., Statistics Canada – 2016 Census, and BC Stats.

Assuming no major change in preference for number of bedrooms and the relatively stable but slowly declining average number of persons per household, the following is included in the table above:

- Bachelor units were reported to be 0 the last two Census periods, thus 0 bachelor units are projects by 2026;
- 1 bedroom unit net increase will be 17 units by 2021 and 23 units by 2026;
- 2 bedroom unit net increase will be 23 units by 2021 and 36 units by 2026;
- 3 bedroom unit net increase will be 16 units by 2021 and 40 units by 2026; and,
- 4 bedroom or more unit does not show an increase in units, although a decrease will not likely occur by 2026.

7.2 Non-market housing needs

The Municipality currently has an inventory of roughly 29 non-market units or 2 percent of the total occupied housing stock (1,490 in 2016). This includes 19 units in the senior's co-op, 5 in Belterra, and 4 in Bowen Island Pub.

There are roughly 19 units of independent seniors co-op housing. Interviews and survey data also point to an unmet need for affordable units that provide accessible, barrier-free senior housing. This number is expected to grow as more residents age into the 65 years old and over age group.

There is no emergency homeless shelter. The Census does not report any homeless individuals but anecdotally there may be an unmet need for roughly 9 emergency homeless shelter beds based on the 9 homeless individuals reported in stakeholder meetings and one-on-one interviews (roughly less than 1 percent of the total housing stock). Thus, the Municipality is expected to have a need for roughly 10 emergency shelter beds by 2031.

The Municipality might also require additional affordable rental housing for its low-income households, as roughly 45 percent of its renter-households are facing affordability issues as they pay over 30 percent of their income for shelter. At least 114 renter-households are expected to be facing affordability issues in 2016, which is likely to increase to roughly 119 households by 2026 and roughly 127 by 2031.

The reader should note that the rental housing needs estimated above are already included in the housing needs estimate for the Municipality. However, emergency, supportive and transitional housing is not included in the above estimation as these types of housing would typically be identified as collective dwellings (dwellings which are institutional, communal or commercial in nature) in the Census.

7.3 Potential new demand by the age of household maintainer

Bowen Island Municipality is expected to see important shifts in demand for housing by the age of household maintainers.

Under 25 years	Total number of households in this group is expected to decrease by 2 new households, with 1 fewer owner household and 1 fewer renter household.
25 to 34 years	Total number of households in this group is expected to increase by 81 net new households, with 61 owner households and 20 renter households
35 to 44 years	Total number of households in this group is expected to increase by 7 net new households, with 5 owner households and 2 renter households.
45 to 54 years	Total number of households in this group is expected to decrease by 56 households, with 45 fewer owner households and 11 fewer renter households.
55 to 64 years	Total number of households in this group is expected to increase by 35 households, with 30 owner households and 5 renter households.
65 to 74 years	Total number of households in this group is expected to increase by 35 net new households, with 32 owner households and 3 renter households.
75 years and over	Total number of households in this group is expected to increase by 64 net new households, with 54 owner households and 10 renter households.

The age cohorts of 25 to 34 years old and 65 years and older are expected to increase the most between 2016 and 2031, by 81 and 99 households, respectively. Of the older cohort, those aged 75 years and older will make up a larger portion of the growth. There may also be a significant decline in households with maintainers of 45 to 54 years.

Household maintainers 25 to 34 years old

This group represents young households who are more inclined towards home ownership, especially entry-level, affordable homes. Typically, these households have stable careers and are already married or planning to marry. Household maintainers of this age generally prefer affordable small single-family units and multi-family units.

This cohort will also contribute to the largest segment of new rental households with 20 new households. Given the higher likelihood of these households being younger families, providing rental accommodations suitable for parents with children will be important.

Household maintainers 45 to 54 years old

Population projections for this cohort estimate a decline a nominal decline through 2031, which may represent the shift of baby boomers into older age and the lower birthrates of the mid-1970s to mid-1980s. These households typically prefer single-detached homes and multi-family units with finer features.

Household maintainers 65 years and older

This demographic segment includes empty nesters and retirees, with households having a diverse income range from those requiring social assistance to those with substantial net wealth. The cohort growth may be related to the next younger cohort's decline, describe above. This age cohort will have the largest net increase in households with an expected 99 new households. Households headed by those aged 75 and older will make up the majority of those with 64 new households. These households may require more accessible units that are suitable to people with limited mobility. Generally, the entire cohort can be divided into two segments:

- Independent elderly (singles and couples in good health): Independent elderly households have preferences similar to the overall market with a greater preference for smaller, ground-oriented housing with less maintenance requirements. Proximity to health care and services may also influence housing preferences.
- Elderly in need of assistance (singles and couples with lower incomes or health issues): These households often require some sort of health care service or financial subsidy to maintain a good quality of life. These households can be served with different levels of care from assisted living units to long-term care facilities.

8 Findings and focus areas

The findings from the analyses and surveys suggest the following major themes:

8.1 Address market-rate housing needs

The overall housing needs during 2016 to 2031 will be:

- A total of 164 new households at an average rate of 11 new households per year.
- Of the projected new households, owner households will make up 135 and renter households will make up 29.

Households with maintainers 25 - 34 years old and maintainers 65 years and over are expected to experience a housing need. Households with 25 – 34 year old maintainers are expected to amount to 61 new net owner-occupied housing units and 20 new renter-occupied units. Senior households (with maintainers in 65 years or over) are expected to display a housing need for 86 new owner-occupied housing units and 13 new renter-occupied units.

The expanding demographic segments present two possible housing preference demands. Younger family households will seek homes to accommodate a growing family. The middle-age households are expected to need to downsize their home and move to a smaller, more suitable dwelling. Their family will be smaller, which may consist of one or two older children and perhaps no children at all. These empty nesters or near-empty nesters may either look for owned detached dwellings or two-bedroom rental units depending on future preferences and prices. The senior households are more likely to display demand for smaller owner-occupied housing, and many seniors will need affordable rental housing. The homes that older adults will sell in order to downsize will become available for the younger 25-34 age cohort, although many from this age cohort will likely not be able to afford the market prices for these homes.

8.2 Enhance supply of rental housing

Bowen Island is largely a bedroom community for the Lower Mainland and lacks a robust rental housing market. Rental housing will be important for workers in the hospitality/restaurant industries as well as Bowen Island's senior populations as transitioning from a large-lot single family dwelling to smaller dwellings that are easy to maintain with accessibility features is often an important part of the life cycle.

Bowen Island is facing an extremely tight rental housing market. As a result, overall rents have significantly increased and several households are facing significant difficulty in securing appropriate housing. The Municipality contained 1,490 occupied housing units in 2016, of which 255 units were renter-occupied (2016 Census). Many of the rental units are in the form of secondary suites, and the remainder have been cohousing apartment units or one of the units in a fourplex. The Municipality has added only added 42 secondary units, 30 cohousing apartment units and 4 units as part of a fourplex during 2011 – 2019 (based on residential permit data), which is expected to be insufficient for addressing the demand from previous years and into the future need projected in this report.

8.3 Address housing affordability

The study finds that single-detached and half-duplex homes in the community have a median price of $959,400 and $735,000 respectively, and thus will not be affordable to 84 percent of the households in the community. Rowhouse units will not be affordable to 76 percent of total households. Apartments housing sale data is not yet available.

The households who are unable to afford to buy their primary home are likely to rent and put additional pressure on the rental market for smaller and more affordable units that are already in short supply, creating additional upward pressure on rental rates. This would create a domino effect on renter-households and more vulnerable populations, including seniors and low-income households, who are already frustrated by the lack of affordable units available on the market. These affordability issues are further exacerbated for the more vulnerable populations, including homeless and people with addictions and mental health issues.

8.4 Prepare for anticipated growth in population aged 65 years and over

Bowen Island is expected to display a net increase of roughly 7 senior households on an annual basis or a net increase of 98 households during 2016 - 2031. Of this, householders 65 years old and over will witness a net increase of 13 renter households while the remainder is projected to be owner-occupied.

The Municipality is projected to have a relatively small decrease in the 45 – 54 age cohort compared to the increase for other ages of household maintainers (i.e., 56 net increase, 45 owner-occupied and 11 renter-households).

Households with maintainers 55 - 64 years old and maintainers 65 years and over are expected to experience a housing need. Households with 55 – 64 year old maintainers are expected to amount to 30 new net owner-occupied housing units and 5new renter-occupied units. Senior households (with maintainers in 65 years or over) are expected to display a housing need for 86 new owner-occupied housing units and 13 new renter-occupied units.

The expanding demographic segments present two possible housing preference demands. The senior households are expected to need to downsize their home and move to a smaller, more suitable dwelling. Their family will be smaller, which may consist of one or two older children and perhaps no children at all. These empty nesters or near-empty nesters may either look for owned detached dwellings or two-bedroom rental units depending on future preferences and prices. The senior households are more likely to display demand for smaller owner-occupied housing, and many seniors will need affordable rental housing.

8.5 Address non-market housing needs

The Municipality currently has an inventory of roughly 29 non-market units or 2 percent of the total occupied housing stock (1,490 in 2016). This includes 19 units in the senior's co-op, 5 in Belterra, and 4 in Bowen Island Pub. Assuming that the Municipality is able to maintain its future non-market housing at 2016 levels the housing needs of the community will be roughly 33 units (2 percent of 1,654) by 2031.

Due to the aging demographic of the Municipality, there will continue to be increasing demand for already scarce affordable units that are appropriate for seniors or older adults that want to age-in-place. The expected increase in the share of the population aged 65 years and over in Bowen Island will likely increase the need for more seniors housing as well as assisted living.

There are roughly 19 units of independent seniors co-op housing although there is no waitlist. Interviews and survey data also point to an unmet need for affordable units that provide accessible, barrier-free senior housing. This number is expected to grow as more residents age into the 65 years old and over age group.

There is no emergency homeless shelter. The Census does not report any homeless individuals but anecdotally there may be an unmet need for roughly 9 emergency homeless shelter beds based on the 9 homeless individuals reported (roughly less than 1 percent of the total housing stock). Thus, the Municipality is expected to have a need for roughly 10 emergency shelter beds by 2031. These housing needs will also require support services related to homeless outreach, homelessness prevention, women and children at risk of violence or who have experienced violence, individuals with addiction and substance use problems, individuals with mental and physical health conditions and/or other challenges that puts them at higher risk of homelessness. The reader should note that government-sponsored and subsidized housing is important to serve people with special needs but can only address a small portion of total housing demand.

The Municipality might also require additional affordable rental housing for its low-income household, as roughly 45 percent of its renter-households are facing affordability issues as they pay over 30 percent of their income for shelter. At least 114 renter-households are expected to be facing affordability issues in 2016, which is likely to increase to roughly 119 households by 2026 and roughly 127 by 2031.

9 Housing Action Plan

Over the past few months the consultant has analyzed the demographic, socio-economic, and housing characteristics of Bowen Island and the surrounding region. In addition, the consultant has conducted comprehensive stakeholder consultation and a survey of the study area to identify some of the pressing housing needs of the community. The findings from the above analyses and consultation was then used to develop a comprehensive Housing Action Plan (HAP) for the community.

The over-arching objective of the HAP is to examine and provide a series of actions that could potentially be used in addressing the housing challenges faced by the entire community. The HAP is mindful of the limited resources available to local governments and focuses on enhancing the community's ability to offer a wide variety of housing types, sizes, tenures, and prices across the housing continuum.

The HAP acknowledges that addressing the housing challenges faced by the community would require active engagement with non-profit partners, private sector development partners, major employers, the Provincial and Federal government, and other public agencies.

The HAP is also mindful of the current challenges faced by entry-level homeowners, renter-households, senior households, and low-income households in the community, as well as incoming young professionals, families, and retirees that desire to move to Bowen Island. The HAP focuses on enhancing the housing choices that are available to such households in the housing market. In addition, it is mindful of the fact that no single strategy can meet all housing needs; i.e. a combination of all discussed strategies will be required to address the housing issues faced by the community.

The HAP builds upon the seven focus areas identified in the previous section, namely:

1. Address market-rate housing needs
2. Enhance supply of rental housing
3. Address housing affordability
4. Prepare for anticipated growth in population aged 65 years and over
5. Address non-market housing needs

The resulting strategy represents a proactive approach to addressing the housing issues being faced by the Bowen Island Municipality, while staying within the resources and authority of the Municipality.

9.1 Objective: Address market-rate housing needs

The community will benefit by using the findings from this study to guide new housing developments. It is important to note that the consultant recommends the Municipality should periodically assess the residential supply and demand characteristics (every 3 to 5 years) because this will identify the most contemporary housing issues. This will help in achieving the most appropriate balance of diverse housing types and price points in the communities. At present, the suggested actions that follow will aid in creating more housing options for different population groups.

9.1.1 Strategy 1: Enhance density on properties that are already serviced with municipal water and sewer lines, particularly in existing urban properties.

HIGH PRIORITY

Detail: There is an opportunity to allow the owners of existing urban properties to increase density, for example, by converting a garage or basement into a rentable suite, constructing a secondary suite, adding a storey, or replacing single-family with multi-family housing. In addition, a significant amount of affordable housing can easily be added by promoting cheaper wood-frame multi-family (two- to six-storey) buildings. This strategy is expected to be the most cost effective overall, because it enhances density in existing neighbourhoods, provides more affordable housing options for residents, and in some cases provides opportunities for additional income to residents. However, such development can create local impacts (construction noise and dust problems), which lead to neighbourhood resistance. Regardless, facilitating development on vacant and underutilized lands is of great importance.

It is important to note that secondary suites increase the housing supply but are not considered affordable housing but are designed to increase the density and rental housing supply.

Suggested Actions:

- Continue to allow secondary suites in existing single-family home zones, subject to neighbourhood context, parking and design considerations. The consultant specifically recommends:
    - Consider requiring newly constructed single-family detached housing to be “suite-ready,” i.e. installation of utilities and other fire and life-safety requirements in place at time of original construction. Installing at the time of construction is less costly than retroactive installation; these upgrades can be cost-prohibitive for homeowners if not required at the time of the main dwelling’s construction.

  - Allow homeowners a grant for renovation expenses related to secondary suites if committed to renting to residents for between 5 to 7 years. The consultant suggests grants for 25 to 50 percent (maximum $10,000) for qualified renovation expenses. The suite must be in compliance at the end of the construction to receive the grant.
  - Facilitate workshops that instruct how to develop a secondary suite within compliance for secondary suites owners or those interested in providing them.
- Consider the use of lock-off, secondary and micro-suites in multi-family developments as part of upcoming neighbourhood plan updates. Consider these options for properties analyzed in the housing development analysis for Lot A, due to its proximity to downtown and public amenities which lend support to higher density configurations.
- Rezone large lot parcels for smaller parcel sizes and subdivisions as well as cooperative ownership structures. There are low vacancy rates in Bowen Island's residential zones, especially higher density zones and high vacancy rates for single-detached residential zones; this presents an opportunity to allow smaller parcel sizes in the zones that are presently vacant or under-utilized.
- Promote tiny lots/micro-units in
  - For instance, the consultant recommends allowing six houses on four lots facing a veranda instead of a traditional sixplex. This has the potential to create a "pocket neighborhood," which is a type of planned community that consists of a grouping of smaller residences, often around a courtyard or common garden, designed to promote a close knit sense of community and neighborliness with an increased level of contact. Pocket neighborhoods has shown to provide great potential for creating high social capital among both senior and multi-generational residents. This model could be based on ownership, rental or a combination of the two.
- Reduce parking for detached housing, particularly for neighborhoods adjacent to Snug Cove.
- Flexibility in minimum lot sizes and setbacks.
- Encourage compact housing proposals from private developers.
  - For example, lot splitting, backyard infill, and freehold townhomes.
- Allow flexibility in higher densities and building heights. Floating height limits within two or three blocks allows incremental development within neighborhoods. Neighborhoods can avoid creating "monocultures" and adjust to market demand by allowing height limits to vary based on the average heights of buildings.

Success Measures: Number of market-rate dwelling units; number of housing completions; rent affordability; vacancy rates; assessments.

Strategic Partners: Planning & Building Department, homebuilders, developers, and homeowners.

9.1.2 Strategy 2: Enhance the supply of entry-level housing for young families and also senior-appropriate housing

HIGH PRIORITY

Bowen Island will be well-served by working with homebuilders in reducing the costs and the risks associated with developing. This is especially important because the housing market features a range of risks related to development returns. Thus, the communities will benefit by providing incentives to developers of seniors housing and housing that appeals to working families in the community to reduce their front-end costs as well as the anticipated risks in the development. This strategy is expected to be very effective in addressing housing needs for senior households and working family households in the community. This would create dwelling types that are needed in the community and improved utilization of land with appropriate housing types, thus increasing the housing options available to the community as well as the local tax base.

Suggested Actions:

- Use municipal entitlements and incentives to direct growth within appropriate locations
  - Potential incentives could include reducing fees, granting density bonuses, and otherwise working with developers on reducing their front-end costs.
- Advocate to other levels of government for specific measures to address funding gaps for low-to-moderate income housing (e.g., CMHC seed funding, capital funding, subsidies and tax incentives or other measures).
- Residents may act as their own developer in a cohousing development where the price point may be 10 to 20 percent lower than market value. Consider providing development incentives for residents to develop their own cohousing developments, with special attention for senior cohousing developments.
- Monitor progress quarterly using Success Measures below.

Success Measures: Number of market-rate entry-level housing units, seniors housing units, number of units, rent affordability and vacancy rates, sales prices and rental rates, affordability and vacancy rates.

Strategic Partners: Planning & Building Department and homebuilders.

9.2 Objective: Enhance Housing Affordability

The community will be well-served by working with developers to facilitate a diverse mix of affordable owner-occupied dwelling units going forward. For instance, reducing lot sizes has been shown to reduce the cost of residential products.

Affordable housing sites are recommended to be chosen based on specific criteria, such as:

- Research and context-sensitive understanding of owner and tenant preferences;
- Proximity to amenities that significantly affect quality of life for income-constrained families and individuals (i.e. amenities such as transit, grocery stores, schools, daycare services, etc.);
- Meaningful consultation with community stakeholders; and,
- The most up-to-date industry practices and standards.

Over a longer term, initiatives that enhance the local economy and attract a range of high-quality jobs and educational opportunities to the region can help to improve ability to pay. However, over the next five years (i.e., short-term) the communities will benefit by leveraging regulatory capacity and encouraging innovation in the housing market. Bowen Island Municipality is encouraged to play a leadership role in facilitating affordable home ownership and rental housing solutions in the community by updating its land use policies, bylaws, zoning, and development processes.

9.2.1 **Strategy 1: Promote the sustainable development of more affordable housing units**

HIGH PRIORITY

Suggested Actions:

- Continue to allow higher housing densities through secondary and small suites.
- Facilitate the development of duplexes, triplexes, fourplexes, and wood frame apartment buildings, which are more affordable compared to other dwelling types.
- The Municipality could regulate short-term rentals (those less than 30 days). This could improve the availability of smaller units to local residents. Research shows an increase in short term rentals (such as Airbnb) correlates with a slight increase in overall rents; in some cases, there was even a slight increase in housing prices. Also note that the ability for homeowners to rent a portion of their residence may help them afford the high mortgages many homeowners experience in Bowen Island. Short-term rentals have not been correlated with increased traffic when compared to long-term rentals, so regulating short-term rentals may produce the added benefit of controlling rental rates and helping residents afford their home without changing the character of the neighborhood. Decisionmakers on Bowen Island may need to clarify priorities between housing affordability and tourism.

- Explore applying tax exemptions to include all new ownership units for residents. The consultant recommends setting the threshold at or below area median income; possible percentages include 75 percent for first 5 years, reducing to 50 percent for second 5 years.
- Rent bank for specific populations in need (in the case of Bowen Island, one-person and lone-parent households and low-income senior populations face the most difficulty).
- Regular housing assessments will enable more data-driven decision making and help determine the level of success for affordable housing strategies. The consultant recommends using the same indicators across each neighborhood to compare which neighborhoods are achieving the highest affordability. Many community partners are already collecting useful data, especially public health professionals. With community partners, develop and apply affordable housing metrics, indicators and targets at the neighborhood-level and record changes over time. Some examples of indicators include:
    - Number of affordable housing units
    - Percentage of housing types in the neighborhood
    - Housing affordability (households spending 30% or more of household income on rent or mortgage payments)
- Assess Development Cost Charges from parcel size to gross floor area basis to incentivize smaller size units more compact developments.
- Set targets for affordable housing units. Based on current rates of owners and tenants paying 30 percent or more on shelter, the following are suggested targets:
    - Roughly 329 for ownership by 2031 (24 percent of projected owner households), 127 for tenants by 2031 (45 percent of projected renter households).

Success Measures: Number of affordable housing units created, sales prices, and number of mobile homes.

Strategic Partners: Planning Department and developers.

9.2.2 Strategy 1: Facilitate more discussion between private non-profits, developers, and landowners concerning new affordable housing developments

MEDIUM PRIORITY

Detail: Cooperation and sharing of information between private non-profits that support affordable and/or social housing, developers, and landowners could create innovative solutions to increasing the supply of affordable housing.

Suggested Actions:

- Continue to develop the Housing Committee and create subcommittees based on actionable items. The committee or subcommittees may also act as liaisons between private non-profits, developers, and landowners.
- Provide information to local non-profits on how to develop and manage below-rental housing sites with partners.
- Create liaison opportunities for local non-profits and potential partners.

Success Measures: Number of applications for social care sites, units funded, and units created.

Strategic Partners: Housing Committee, landowners, non-profits that support affordable housing, developers.

9.3 Objective: Prepare for anticipated growth in population aged 65 years and over

9.3.1 Strategy 1: Ensure adequate accessibility in housing for seniors

HIGH PRIORITY

Detail: Bowen Island Municipality should ensure that senior-oriented housing provides adequate support for seniors with mobility issues or any other disabilities. Aging-in-place in one's current home is often ranked the first choice among seniors and soon-to-be seniors (i.e. empty-nesters, ages 45-64), the second choice often being able at least to age-in-place within the seniors' current neighborhood. In order to make this possible for residents, new housing stock should be held to a standard of providing accessible features for barrier-free living. The retrofit of existing stock is also important for providing safe housing for older adults.

Suggested Actions:

- Attract remodeling businesses to conduct business. Many older adults will remain in the homes they currently occupy. Retrofitting older housing with accessibility features could be a growth market for the remodeling industry.
- Incentivize universal design standards in newer residential products. The goal of the universal design movement is to make the indoor and outdoor home environment more accessible to people of all ages and abilities. There are numerous design features that universal design guidelines recommend, and the consultant suggests to initially focus on the five main features that make homes accessible to those with impaired mobility and who have difficulty grabbing and turning knobs:
    - No-step entries and single-floor living, which eliminate the need to navigate stairs;
    - Switches and outlets reachable at any height;

  - Extra-wide hallways and doors to accommodate those in wheelchairs; and,
  - Lever-style door and faucet handles.
- Encourage secondary suites, mother-in-law suites, and a broader variety of dwelling types in existing neighbourhoods to allow residents to stay within their community throughout the life cycle. For example, housing types that accommodate the life cycle include housing appropriate for the single individual, to young family, to middle-age, to empty nesters, to retirees.
- Continue promoting medium-density, ground-oriented housing and set standards for accessible, barrier-free housing. Consider the following when evaluating targets:
  - The number of new seniors-maintained households is 578 by 2031.

Success Measures: Number of homes with at least five main universal design features, rates of seniors aging-in-place

Strategic Partners: Planning Department, homebuilders and remodeling businesses

9.4 Objective: Address nonmarket housing needs

Non-market housing refers to a wide spectrum of housing types, including affordable seniors housing, subsidized social housing for people with special needs, homeless shelters, transition housing, and various housing types that low- and middle-income households can rent and purchase.

9.4.1 Strategy 1: Work with other levels of government, community agencies, and the development community to address housing affordability issues in terms of seniors housing and below market-rate rental housing

MEDIUM PRIORITY

The greatest nonmarket housing needs appears to be in seniors housing, assisted living, and below market-rate rental. Bowen Island Municipality is encouraged to work with Provincial and Federal agencies and the non-profit sector to create and implement programs and policies to address that adequate number of affordable rental housing is available to support the increase in low-income singles, families and seniors going forward. In addition, the gap of housing services for homelessness issues in the community should be reassessed within the next three to five years.

Suggested Actions:

- Explore opportunities for innovative multi-agency cooperation with other levels of government, the development community, and non-profit housing providers.

- Promote the creation of special needs housing projects that are managed by community agencies and non-profits, including seniors housing, shelters, and housing for the homeless and people with mental health and addiction issues.
- Review the use of municipal resources for housing affordability projects, in conjunction with Council's financial plan, business plan and capital funding processes.
- Advocate, in collaboration with others, for increased senior government support of local housing affordability initiatives.
- Enhance the supply of seniors housing through the Housing Reserve Fund, donating municipality-owned land, grants-in-aid, and waiver of property taxes or development charges for non-profit housing projects to facilitate development of much-needed seniors housing.
- Partner with non-profit agencies to enhance the support services for the homeless population.

Success Measures: Number of non-market-rate housing units, including shelters, transitional homes, seniors housing, supportive, and below market-rate rentals.

Strategic Partners: Planning Department, senior government (provincial and federal), CMHC, non-profits and homebuilders

9.4.2 Strategy 2: Undertake research and education to support innovation

LOW PRIORITY

Suggested Actions:

- Collect, analyze, and provide housing data to non-market housing providers, other municipalities, community agencies, government agencies, and the media, as needed, and to support housing affordability initiatives.
- Create and maintain an inventory of affordable and accessible housing in the community.
- Research housing affordability programs and development models used in other locations, to foster innovation in housing affordability and communicate best practices.

Success Measures: Collaborate with community agencies and non-market housing providers in identifying current housing needs of the community.

Strategic Partners: Planning Department, private home developers.