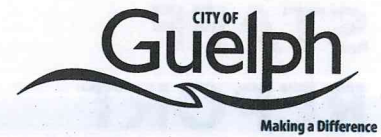


# STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment

DATE April 7, 2014

**SUBJECT Housing Strategy Background Report and Proposed Project Charter**

REPORT NUMBER 14-15

## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

To present the Housing Strategy Background Report and a proposed project charter to the Committee for approval.

### KEY FINDINGS

The provision of a full range of housing to meet the changing needs of all types of households is a fundamental component of Guelph's sustainable community vision, and is one of the key focus areas of the Guelph Wellbeing initiative.

The roles, responsibilities and relationships amongst all of the stakeholders are complex, involving Federal, Provincial, Municipal, Service Manager, not-for-profit and private sector involvement and coordination. All stakeholders must continue to work together to ensure that the entirety of the housing continuum is addressed in a systemic, integrated manner.

The City, through its update of its Official Plan policies, and the work of the Service Manager on the Housing and Homelessness Plan has established and identified a range of land use policies and other implementation tools and mechanisms to address aspects of the housing continuum.

This report, and the attached Housing Strategy Background Report and proposed project charter, provide an overview of the current state of housing policy and implementation in Guelph and identify a recommended focused scope for developing a City of Guelph Housing Strategy.

The City will continue to work closely with the County, who, as Service Manager has the lead role in addressing the portion of the continuum between homelessness and social housing in accordance with the Housing and Homelessness Plan (HHP) approved by the Province in 2013 posted on <http://www.wellington.ca/en/socialservices>.

# STAFF REPORT

The proposed project charter for the Guelph Housing Strategy outlines a project scope which is intended to add value to our ongoing collaboration with the Service Manager on implementing the HHP by focusing primarily on the City's lead role as a land use planning authority and addressing affordability in the Market Housing portion of the housing continuum.

The proposed scope also includes a review of the City's potential role(s) with respect to financially incenting the creation of affordable housing across the full continuum: is this a role the municipality should play, and if yes, what is the guiding corporate philosophy, policy and funding model that defines and supports this role?

## **FINANCIAL IMPLICATIONS**

Council approved a capital budget of \$40,000 for completion of the Housing Strategy. Budgeted funds will be used to support data acquisition and analysis in subsequent phases of the work and will assist with the implementation of a community engagement process.

## **ACTION REQUIRED**

To receive the Housing Strategy Background Report and approve the project charter.

## **RECOMMENDATION**

1. That Report 14-15 from Planning, Building, Engineering and Environment regarding the Housing Strategy Background Report and Proposed Project Charter dated April 7, 2014 be received.
2. That the Housing Strategy Project Charter included as Attachment 2 to Report 14-15 be approved.

## **BACKGROUND**

The provision of a full range of housing to meet the changing needs of all types of households is a fundamental component of Guelph's sustainable community vision, and is one of the key focus areas of the Guelph Wellbeing initiative. Provincial policy and legislation sets out a framework for municipalities to address housing needs through their role as land use planning authorities and also sets out the requirement for Service Managers to develop Housing and Homelessness Plans in collaboration with stakeholders, including the City.

The City's Official Plan Update (Official Plan Amendment 48) establishes a policy framework that recognizes the need to plan for a full range of housing types and tenures, and commits the City to undertaking a Housing Strategy. The proposed scope of the Guelph Housing Strategy recognizes that all stakeholders must continue to work together to ensure an integrated, systemic approach to addressing the entire housing continuum, and recommends new work that builds on and adds



value to other ongoing housing initiatives in which the City is participating, particularly HHP implementation.

## **Purpose of Housing Strategy**

The Housing Strategy is intended to address municipal requirements under the Provincial Growth Plan and Provincial Policy Statement regarding planning for a range of housing types and densities by establishing and implementing minimum targets for the provision of affordable rental and ownership housing. The City completed an Affordable Housing Discussion Paper in 2009 which provided the basis for the affordable housing target incorporated into the City's Official Plan via OPA 48. The Housing Strategy will advance the Official Plan policies by providing an implementation plan related to the 30% affordable housing target along with a mechanism to monitor achievement of the target. The work will include a review of the methods used in determining the affordable housing benchmark prices for rental and ownership units in the 2009 Affordable Housing Discussion Paper and an update of the prices. The Housing Strategy will also assist Council in responding to affordable housing funding opportunities and the City's potential role as a funding source through programs such as the City's Affordable Housing Reserve Fund (AHRF). The opportunity to integrate recommended actions with existing policies and processes, including other funding sources, the Development Priorities Plan and other monitoring processes, will also be explored.

## **REPORT**

### **Intent of this Report**

The intent of this report is to:

- 1) provide a current overview of the state of housing policies and strategies related to the City of Guelph (Housing Strategy Background Report); and
- 2) outline a proposed project charter which defines the scope for undertaking a City of Guelph Housing Strategy.

### **Housing Strategy Background Report**

The Housing Strategy Background Report, posted on <http://guelph.ca/housing> as Attachment 1, provides context to the City of Guelph Housing Strategy and details about the current policy framework for housing to help establish project scope, and appropriately address provincial policy requirements and the City's adopted Official Plan policy. The Background Report provides a general overview of the housing continuum; definition of affordable housing; summary of various government roles, responsibilities and relationships; background policy documents; past studies and reports; and City funding initiatives.

### **The Housing Continuum and Defining Affordability**

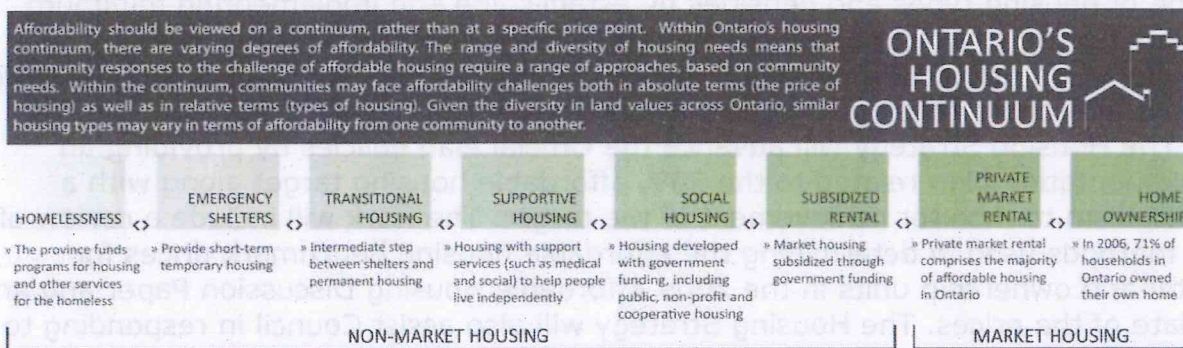
Figure 1 presents the Province's definition of the housing continuum with homelessness at one end of the spectrum and home ownership at the other end. Supporting a full range and mix of housing, including the need for affordable ownership and rental housing, is key to community health and wellbeing and addresses the City's corporate strategic goal to ensure a well designed, safe,



# STAFF REPORT

inclusive, appealing and sustainable City. The intent of much government policy is to enable households to move through the continuum as their needs change by encouraging an appropriate range of housing supply and supports for the community.

Figure 1: Housing Continuum



Source: MMAH, Municipal Tools for Affordable Housing, Summer 2011

In the City of Guelph the Non-Market Housing component of the housing continuum is largely administered and managed by the County of Wellington in its role as Service Manager. This leaves the Market Housing component of the housing continuum (being private market rental and ownership housing) to the City of Guelph to address. However the City also has a role on the Non-Market end of the housing continuum through funding of the Service Manager and also through its historic use of the AHRF to incent Non-Market affordable housing.

Housing affordability crosses the entire continuum and can be defined many ways. At a basic level, according to Canada Mortgage and Housing Corporation, housing is affordable for a given household if it costs less than 30% of gross (before-tax) household income. Shelter costs include the following:

- Renters: rent and any payments for electricity, fuel, water and other municipal services;
- Owners: mortgage payments (principal and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services.

The adopted City of Guelph Official Plan defines affordable housing based on the Provincial Policy Statement definitions and local market conditions analysed through the City's 2009 Affordable Housing Discussion Paper. For the purposes of this report the following definition from the City of Guelph Official Plan (OPA 39 and 48) will be used:



# STAFF REPORT

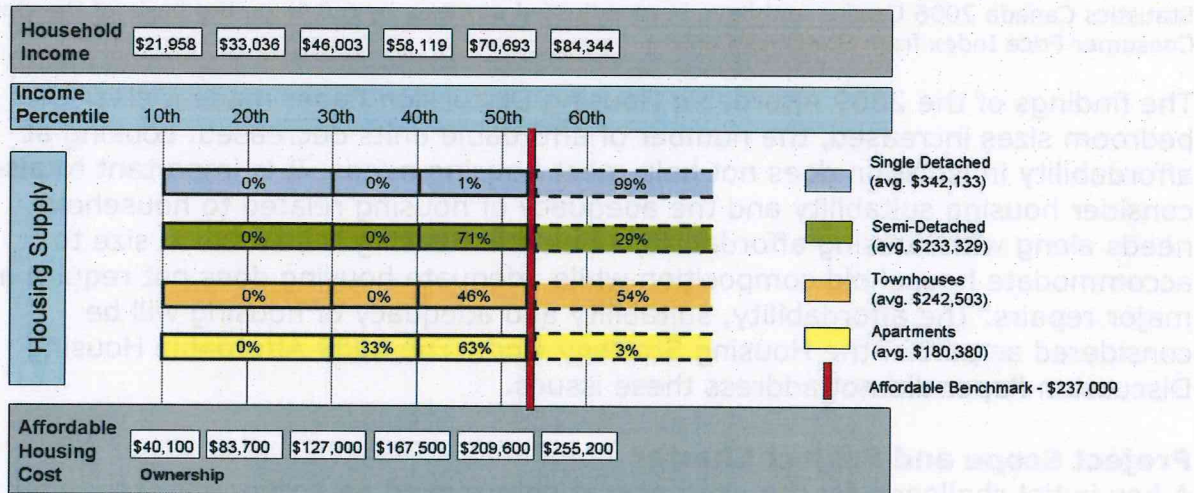
Affordable housing means:

- a) in the case of ownership housing, housing for which the purchase price is at least 10 percent below the average price of a resale unit in the City of Guelph;
- b) in the case of rental housing, a unit for which the rent is at or below the average market rent of a unit in the City of Guelph.

The 2009 Affordable Housing Discussion Paper set an affordable ownership benchmark value of \$237,000 and an affordable rental benchmark value of \$833 based on 2008 market values.

Figure 2 illustrates household incomes by percentiles to show how the affordable ownership benchmark price relates to low-to-moderate income households (below 60<sup>th</sup> percentile of income distribution). The most affordable new housing forms were apartments (97%) followed by semi-detached dwellings (71%). Only 1% of single detached dwellings were below the affordable ownership benchmark value.

Figure 2: Comparison of Affordable Benchmark and Average New House Prices (2008)



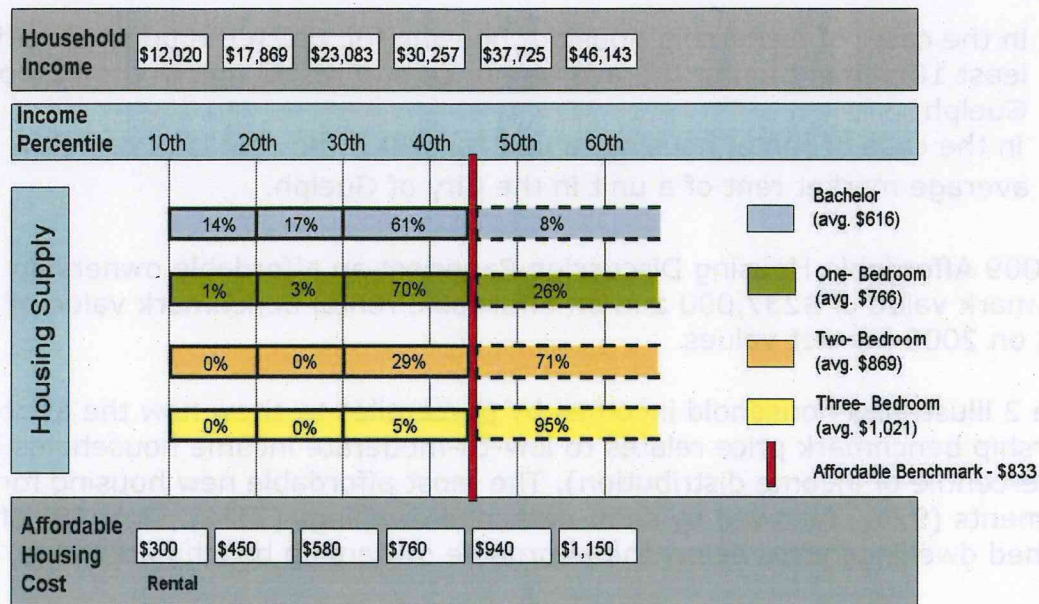
Source: MPAC housing sales data (2008). Household incomes have been calculated from Statistics Canada 2006 Census and have been adjusted upwards by 6.0 % on the basis of the Ontario Consumer Price Index from Statistics Canada.

Figure 3 illustrates household incomes by percentiles to show how the affordable rental benchmark price relates to low-to-moderate income households (below 60<sup>th</sup> percentile of renter income distribution). The most affordable rental housing forms were bachelor apartments (92%) followed by one bedroom units (74%). Only 5% of three bedroom units were below the affordable rental benchmark value.



# STAFF REPORT

Figure 3: Comparison of Affordable Benchmark with Average Rental Prices



Source: Calculated from CMHC's data (2008). Household incomes have been calculated from Statistics Canada 2006 Census and have been adjusted upwards by 6.0 % on the basis of the Ontario Consumer Price Index from Statistics Canada.

The findings of the 2009 Affordable Housing Discussion Paper made it clear that as bedroom sizes increased, the number of affordable units decreased. Looking at affordability in isolation does not help meet housing needs. It is important to also consider housing suitability and the adequacy of housing related to household needs along with housing affordability. Suitable housing is suitable in size to accommodate household composition while adequate housing does not require any major repairs. The affordability, suitability and adequacy of housing will be considered as part of the Housing Strategy work. The 2009 Affordable Housing Discussion Paper did not address these issues.

## Project Scope and Project Charter

A key initial challenge for the work plan is determining an appropriate scope for the City of Guelph Housing Strategy given the complexity of housing needs, multiple policy drivers and program requirements, and the various roles, responsibilities and tools available to stakeholders.

The development of an appropriate project scope focused on policy drivers, roles, responsibilities and tools available to the City, while recognizing the continued lead role of the County of Wellington as the Service Manager in implementing the HHP, and a need to coordinate our efforts with the County, where appropriate, to ensure that complementary and value-added strategies are developed. The advantages of building on work already completed were also recognized.

# STAFF REPORT



The City's need to develop a Housing Strategy is fundamentally driven by our vision of a sustainable community and the role that housing choices and opportunities play in achieving this vision. Provincial policy and legislation provide a framework for municipal consideration of housing, and municipalities are required through the Provincial Growth Plan to develop a housing strategy to address the planning and development of a range of housing types and densities to support the achievement of the intensification target and density targets. Similarly, the Provincial Policy Statement requires municipalities to provide an appropriate range and mix of housing types and densities for current and future residents by establishing and implementing minimum targets for the provision of affordable housing.

These provincial planning requirements have largely been addressed through the City's Official Plan Update process (OPA 39 and 48). The Official Plan Update designates sufficient lands to meet growth plan needs to 2031, supports a range of housing types and includes an affordable housing target along with definitions for affordable ownership and rental housing. However, the policies recognize the need for further guidance regarding implementation which is to be addressed through the Housing Strategy. In dealing with housing needs, the City's primary focus is through its role as the land use planning authority and the use of associated tools such as land use designations, intensification policies and permitted uses in its Official Plan and through the development approvals process. The City also collaborates with the County of Wellington and other stakeholders to address other aspects of the housing continuum and to ensure an overall, integrated, systems-based approach is followed.

The County as the Service Manager is responsible for the administration, funding and management of social housing and homelessness programs and resources for both the County of Wellington and the City of Guelph. The City does, from a funding perspective, pay its apportioned costs for social housing and homelessness programs but only has an indirect influence on how this funding is spent and how social housing resources are managed. In addition the Service Manager is required to complete a Housing and Homelessness Plan under the Housing Services Act, 2011 which was approved by the Province in 2013. The City is continuing to work with the County on the development of the HHP implementation plan.

It is recommended that the City build on the work already completed through the Official Plan Update and focus on affordable housing implementation strategies. In addition, it is recommended that the City of Guelph Housing Strategy focus mainly on its land use planning role and on the Market Housing components of the housing continuum.

The City will continue to play a support role, already reflected in the City's planning policies and funding arrangement with the County, in addressing Non-Market Housing, i.e. homelessness, special needs housing (emergency shelter, transitional housing and supportive housing), social housing and subsidized rental.



# STAFF REPORT

The project charter, included as Attachment 2, addresses policy drivers, builds on work already completed, defines project scope and responds to the housing policies and targets contained in the City's adopted Official Plan. Policy drivers include the Provincial Growth Plan, City of Guelph 2009 Affordable Housing Discussion Paper, Official Plan Update policies (OPA 39 and 48), and the 10-year Housing and Homelessness Plan completed by the Service Manager which was approved by the Province in November 2013 posted on <http://www.wellington.ca/en/socialservices>. Key components of the work plan include updating the affordable rental and ownership housing benchmarks, developing an implementation plan, and exploring the potential for a comprehensive policy framework and sustainable funding plan for the Affordable Housing Reserve Fund.

The City of Guelph Housing Strategy will include a review of the Housing and Homelessness Plan completed by the County of Wellington with a focus on actions related to increasing the supply and mix of affordable housing options for low-to-moderate income households viewing the provision of affordable housing as a key City building objective and focal area of the Guelph Wellbeing initiative. In addition, city staff are participating in the implementation of the County's Housing and Homelessness Plan. The intent is to create complementary and value-added strategies and continue to leverage and support opportunities presented by other levels of government in meeting community housing needs.

The Housing Strategy will also review the City's potential role as a funding source of affordable housing through programs such as the Affordable Housing Reserve Fund (AHRF). A first principles approach will be taken starting with determining if the City should be financially incenting affordable housing and if yes what is the guiding philosophy, policy and financial model. If it is determined that an ongoing funding role is warranted, the Housing Strategy will include a comprehensive policy framework and sustainable funding plan. Since 2002, the City of Guelph has supported the funding of affordable housing using the AHRF including opportunities, such as the "Investment in Affordable Housing (IAH) Initiative" managed by the Service Manager. The AHRF lacks a sustainable funding plan and requests for funds have been considered outside of a comprehensive policy framework or needs analysis.

## Work Plan

Table 1 below presents a high level work plan for the Housing Strategy. The proposed approach allows for raising awareness and understanding of government roles and historic responses, and allows for community engagement opportunities to advance the understanding of issues, prior to proceeding with the development of recommended directions. It is intended that a more detailed work plan, including a community engagement and communications plan will be developed upon the initiation of Phase II.

Table 1: Housing Strategy Project Phases

Phase I	Background Report	April 2014 (Complete - Attachment 1)
---------	-------------------	---



# STAFF REPORT

Phase II	Discussion Paper	Winter 2015
Phase III	Directions Document	Spring 2015
Phase IV	Housing Strategy	Fall 2015

Data analysis and the identification of housing issues will be completed as part of the discussion paper scheduled for release in the winter of 2015. A community engagement plan will also be presented, at that time, and will address building the community's awareness, understanding and engagement in the development of sustainable directions for affordable housing in the City.

A directions document, including a review of practices of other municipalities and draft recommendations, is anticipated in early 2015. The release of a directions document ensures ample opportunity for stakeholders to review draft directions and propose additional approaches prior to City staff fully developing actions. The expectation is that the directions document will inform a draft Housing Strategy that will be released to the public in the fall of 2015 for further consultation.

## **Critical Success Factors**

Managing the scope of the project is essential along with the ability to acquire and analyze housing need and supply information so that a response based on local data is developed recognizing the roles and responsibilities of the City and connections with other stakeholders and opportunities. In particular support from key internal departments is needed along with on-going dialogue with Wellington County staff, given their role as Service Manager.

## **Next Steps**

Following approval of the City of Guelph Housing Strategy project charter, data analysis and collection will begin. Housing need and supply data will be collected and affordable housing benchmarks will be reviewed and updated. The data will focus on the affordability, suitability and adequacy of housing needs and supply. A review of the secondary rental market is also anticipated given the increased supply and significance of this housing option in the City of Guelph.

## **Conclusion**

The complexity of housing needs, presence of multiple stakeholders and multiple policy drivers supports the proposed approach that encompasses a comprehensive analysis of housing needs (affordability, adequacy and suitability); recognizes the roles and responsibility of the City and connections with other stakeholders; and coordinates and maximizes policy and program requirements and tools. The result will be a City of Guelph Housing Strategy that comprehensively assesses and responds to community needs in a manner that best leverages tools and resources, including the ability to support other stakeholder efforts with a clear implementation plan. A coordinated systems-based approach is required to address the full housing continuum with a scope reflective of our ongoing work with the County of Wellington as Service Manager. The provision of affordable housing

# STAFF REPORT



across the entire housing continuum is a key City building objective and a key focal area of the Guelph Community Wellbeing Initiative.

## **CORPORATE STRATEGIC PLAN:**

**2.2 Innovation in Local Government** - Deliver public services better.

**3.1 City Building** - Ensure a well-designed, safe, inclusive, appealing and sustainable City.

## **FINANCIAL IMPLICATIONS:**

Council approved a capital budget of \$40,000 for completion of the Housing Strategy. The budget will primarily be used for data acquisition and analysis, which could include the collection of primary data through a housing needs survey, including the secondary rental market. This funding also includes budget for the implementation of a community engagement process.

## **DEPARTMENTAL CONSULTATION:**

The work plan was developed with the assistance of a cross departmental team with representatives from Planning Services and Community and Social Services. Communications, Community Engagement and Finance staff will be consulted during subsequent phases of the work plan.

## **COMMUNICATIONS:**

A Community Engagement and Communications Plan will be developed in coordination with Community Engagement and Communications staff. The public will be consulted throughout this process.

## **ATTACHMENTS**

- \*ATT-1 Housing Strategy Background Report
- ATT-2 Housing Strategy Project Charter

\* Attachment 1 is available on the City of Guelph website at <http://guelph.ca/housing>. Click on the link for the April 7, 2014 Housing Strategy Background Report and Proposed Project Charter Staff Report (with attachments).

### **Report Author**

Joan Jylanne  
Senior Policy Planner

### **Approved By**

Todd Salter  
General Manager  
Planning Services  
519.822.1260, ext. 2395  
todd.salter@guelph.ca

### **Approved By**

Melissa Aldunate  
Manager of Policy Planning and Urban Design

### **Recommended By**

Janet L. Laird, Ph.D.  
Executive Director  
Planning, Building, Engineering  
and Environment  
519.822.1260, ext. 2237  
janet.laird@guelph.ca



**Attachment 1**

**City of Guelph Housing Strategy:  
Background Report**

*April 2014*





## *Table of Contents*

City of Guelph Housing Strategy: .....	1
Background Report .....	1
April 2014 .....	1
Table of Contents .....	1
1 Introduction.....	1
1.1 The Housing Continuum .....	1
1.2 Definition of Affordable Housing .....	3
1.3 City, County, Provincial and Federal roles, responsibilities and relationships .....	4
2 Policy Basis for a Housing Strategy .....	7
2.1 Provincial Policy Statement 2014.....	7
2.2 Provincial Growth Plan .....	7
2.3 Local Growth Management Strategy (2009) .....	8
2.4 Official Plan Update .....	10
2.5 Amendment to the Planning Act through the Strong Communities through Affordable Housing Act.....	11
2.6 Development Priorities Plan .....	12
2.7 Past Housing Studies and Reports .....	13
2.7.1 Municipal Housing Statement (1990).....	13
2.7.2 Affordable Housing Policy Paper (2001). .....	13
2.7.3 Affordable Housing Action Plan (2002).....	13
2.7.4 Wellington and Guelph Housing Strategy (2005).....	13
2.7.5 Affordable Housing Discussion Paper (2009).....	13
2.7.6 Older Adult Strategy (2012).....	15
2.7.7 Guelph Wellbeing.....	16
2.7.8 Housing and Homelessness Plan for Guelph Wellington (2013) .	17
2.8 City Funding of Affordable Housing .....	18
2.8.1 Affordable Housing Reserve Fund.....	18
2.8.2 City as Funder of the Service Manager.....	19
2.8.3 Guelph Emergency Youth Shelter .....	20
2.8.4 Downtown Guelph CIP Minor Activation Grant.....	20
3 Conclusion.....	20
Appendix A – Official Plan Update (OPA 48 and OPA 39): Housing Policies (Excerpt).....	22

Appendix B - 2009 Affordable Housing Discussion Paper: Implementation Tools (Excerpt) .....29

Appendix C - Housing and Homelessness Plan and Relationship to Affordable Housing Strategy: Selected Recommended Actions.....32



# 1 Introduction

The City is undertaking a review of the state of housing policies and strategies related to the City of Guelph in support of the development of a housing strategy. The provision of a full range and mix of housing to meet the changing needs of all types of households is a fundamental component of Guelph's sustainable community vision and is one of the key focus areas of the Guelph Wellbeing initiative. The complexity of housing needs, presence of multiple stakeholders, and multiple policy drivers requires a comprehensive assessment of the state of housing in order to develop a coordinated systems-based approach for the City to address housing needs across the continuum that is reflective of our on-going work with the County of Wellington as the Service Manager for social housing and homelessness programs.

The Background Report was compiled to provide context to the Housing Strategy and details about the policy framework for housing to appropriately address provincial policy requirements and the City's adopted Official Plan policy. The Background Report provides a general overview of the housing continuum; definition of affordable housing; summary of various government roles, responsibilities and relationships; background policy documents; past studies and reports; and City funding initiatives.

## 1.1 The Housing Continuum

A full range of housing, including affordable ownership and rental housing, is a basic need supported by all levels of government. It is a key component of meeting the needs of a growing population, social inclusion and economic sustainability. Access to appropriate housing is key to community health and wellbeing and addresses the following goal of the City's Strategic Plan "3.1 City Building - Ensure a well-designed, safe, inclusive, appealing and sustainable City".

An appropriate supply of housing needs to be adequate in condition, not requiring any major repairs; suitable in size to meet household needs; and affordable in price.

Housing choice is important. A range of housing stock needs to be available throughout the City to meet a range of household needs including economic circumstances.

Figure 1 presents a housing continuum from the Ministry of Municipal Affairs and Housing (MMAH) with homelessness at one end of the spectrum and home ownership at the other end.

Figure 1: Housing Continuum



Source: MMAH, Municipal Tools for Affordable Housing, Summer 2011

The intent of much government policy is to enable households to move through the continuum as their needs change by encouraging an appropriate range of housing supply and supports for the community. Movement through the continuum is not necessarily linear nor in only one direction, it means finding the best fit with household needs, supply and choice, if available. Some households may stay within one segment of the continuum out of necessity while others may stay out of choice. For example some households may have their needs best met with supportive housing. In other cases some households may choose to rent in the private market instead of seeking home ownership. Homelessness is the one exception where needs and choice do not apply and programs are developed to help households avoid this part of the continuum.

The City's focus in dealing with housing is to plan for the provision of a range and mix of housing types to meet the needs of its current and projected population, including the need for affordable rental and ownership housing. The City plans for a range of housing types and densities through land use planning tools such as land use designations, intensification policies and the development approvals process. Affordable housing (defined in section 1.2) can be found across the entire housing continuum.

Non-market housing is predominantly affordable and generally managed by other levels of government, including the County as the Service Manager. The County is not responsible for providing all transitional or supportive housing the community, but what they do provide is available to those in the lowest quintile. The City provides support to other levels of government, including the County as the Service Manager, for homelessness, special needs housing (emergency shelter, transitional housing and supportive housing), social housing and subsidized rental. The support provided includes City funding for social housing and other programs, including the Affordable Housing Reserve Fund, which is discussed further in section 2.8.

Market housing (private market rental and home ownership) has received more direct support from the City through its land use planning role, Affordable Housing Reserve Fund and other financial incentives including the

Downtown Guelph CIP Minor Activation Grant which are discussed further in sections 2.1-2.6, 2.8.1 and 2.8.4.

## **1.2 Definition of Affordable Housing**

There are numerous definitions of affordable housing. Traditionally within the housing industry and according to Canada Mortgage and Housing Corporation, housing is affordable for a given household if it costs less than 30% of gross (before-tax) household income. Shelter costs include the following:

- **Renters:** rent and any payments for electricity, fuel, water and other municipal services;
- **Owners:** mortgage payments (principal and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services.

The Provincial Policy Statement defines affordable as meaning:

"a) in the case of ownership housing, the least expensive of:

1. housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for *low and moderate income households*; or
2. housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the *regional market area*;

b) in the case of rental housing, the least expensive of:

1. a unit for which the rent does not exceed 30 percent of gross annual household income for *low and moderate income households*; or
2. a unit for which the rent is at or below the average market rent of a unit in the *regional market area*."

The Province's Growth Plan and the PPS define low and moderate income households as those with an annual income at the 60<sup>th</sup> percentile or less within the regional market area. The City of Guelph is the regional market area for the purpose of applying these definitions.

The term affordable housing is also occasionally assigned a specific definition for the purposes of various housing programs. The 2014 Housing Directory released by the County of Wellington Housing Services defines housing as affordable because the rent is set at approximately 80% of the average market rent in the area. In addition there is a maximum household income limit in order to be eligible for these affordable units. Six sites within the



County's service area include affordable units. Four of the sites are located within the City of Guelph.

The adopted City of Guelph Official Plan policies use the same definition of affordable housing as the County of Wellington. The definition is based on the Provincial Policy Statement definitions and local market conditions analysed through the City's Affordable Housing Discussion Paper (2009). For the purposes of this report the following definition from the City of Guelph Official Plan (OPA 48) will be used:

Affordable housing means:

- a) in the case of ownership housing, housing for which the purchase price is at least 10 percent below the average price of a resale unit in the City of Guelph;
- b) in the case of rental housing, a unit for which the rent is at or below the average market rent of a unit in the City of Guelph.

### ***1.3 City, County, Provincial and Federal roles, responsibilities and relationships***

Historically, the federal government was a major funder of affordable housing initiatives. The Central Mortgage and Housing Corporation (now "Canada" Mortgage and Housing Corporation) was created in 1946 to house returning war veterans and to lead the nation's housing programs. In the late 1940's, the federal government created a social and rental housing program for low-income families, with costs and subsidies shared 75% by the federal government and 25% by the province. Since the 1990's, the federal government ended funding for new housing programs and transferred responsibility for ongoing social housing programs to the provinces for administration.<sup>1</sup>

In the past 25 years, the federal government has provided funding for:

- Supporting Community Partnerships Initiative (SCPI) created in 1999 which targeted transitional housing for the homeless. SCPI is a community-based program that relies on communities to determine their own needs and to develop appropriate projects. This program has since been replaced by the Homelessness Partnering Strategy
- Homelessness Partnering Strategy (HPS) was launched in 2007. HPS supports 61 designated communities, including Guelph-Wellington, to develop local solutions to homelessness. The Economic Action Plan 2013 announced nearly \$600 million for HPS for five years, from April 2014 to March 31, 2019
- Investment in Affordable Housing (IAH) was announced in 2011 which is a \$1.4 billion combined federal, provincial and territorial investment

---

<sup>1</sup> <http://www.onpha.on.ca/AM/Template.cfm?Section=Funding#rentalsupportive>

toward reducing the number of Canadians in housing need by improving access to affordable housing that is sound, suitable and sustainable. Under the Investment in Affordable Housing bilateral agreements, provinces and territories match federal investments. Locally, the Guelph-Wellington area received \$5,418,752 over the four years (2011-2015). Economic Action Plan 2013 announced the Government's continued commitment to working with provinces and territories to develop and implement solutions to housing by proposing \$253 million per year over five years to renew the Investment in Affordable Housing to 2018-19.

Provincially, the Ontario Housing Corporation (OHC), a crown corporation, was established in 1964 as a landlord to provide and manage adequate and affordable housing. OHC gave policy direction and funded Local Housing Authorities (LHA) which managed public housing owned by the Province, acting on behalf of the OHC as local delivery agents for Public Housing.

"Between 1985 and 1989, the Ontario government was directly involved in social housing and funded the building of non-profits and co-ops through the then-Ministry of Housing. The majority of non-profit housing in Ontario was built during this period. In the 1990's, when the federal government had largely stopped participating in the construction of new social housing, the Provincial Government followed suit by 1995."<sup>2</sup>

In January 1997, the Government of Ontario announced comprehensive reform of the provincial-municipal relationship. This Local Services Realignment (LSR) made fundamental changes to provincial and municipal roles and responsibilities and created 37 Consolidated Municipal Service Managers and 10 District Social Services Administration Boards (DSSAB) to deliver social programs: social housing, Ontario Works and Children's Services. In January 1998, municipalities assumed funding responsibilities for social housing although programs are still governed by the Province. And in January 2001, Ontario's 84,000 public housing units are devolved to Service Managers (formerly Consolidated Municipal Service Managers). Locally, Wellington County is the Service Manager for social programs for both Wellington County and the City of Guelph.

On November 29, 2010, the Province released its Long-Term Affordable Housing Strategy (LTAHS). The LTAHS focuses on transforming the way housing and homelessness services are delivered in order to achieve better outcomes for people. The vision of the strategy is:

"To improve Ontarian's access to adequate, suitable and affordable housing, and provide a solid foundation on which to secure employment, raise families and build strong communities."

---

<sup>2</sup> <http://www.onpha.on.ca/Content/ONPHA/About/HistoryofNonProfitHousing/default.htm>

Two key elements of the LTAHS are:

1. Local housing and homelessness plans

Service Managers are required to prepare a local Housing and Homelessness Plan (HHP) that addresses matters of provincial interest and is consistent with policy statements issued under the Act. These plans must identify local needs and establish priorities. Guelph Wellington's HHP is discussed in section 2.7.8.

2. Program consolidation (Community Homelessness Prevention Initiative)

Previously, numerous provincial housing and homelessness programs existed, each operating independently with their own set of rules and Service Managers were required to use funding only for specific purposes set out by the province. Several of these provincial housing and homelessness programs were consolidated into a single program called Community Homelessness Prevention Initiative (CHPI). Program consolidation allows Service Managers to use funding in a more flexible manner which is reflective of local need and based on an integrated, client-centred approach. Locally, the County's October 10, 2012 Social Services Committee meeting, report #OW-12-12: 2013 CHPI Funding, the County's funding allocation was confirmed at \$2,811,525 for April 2013 to March 2014. In addition to this provincial funding, an additional \$904,000 is being contributed municipally in 2014 to maintain service comparable to levels prior to CHPI implementation.

Social housing, including CHPI, is governed by the province's Ministry of Municipal Affairs and Housing (MMAH).

Prior to CHPI, emergency shelters were funded through the Ontario Works program (under the Ministry of Community and Social Services) at an established per diem rate based upon occupancy. Effective January 1, 2013, emergency hostel services were removed as Ontario Works financial assistance. Emergency shelter solutions could be provided through CHPI at the discretion of the Service Manager, in accordance with local needs and priorities. Locally, the County, as Service Manager, is using CHPI funds to support emergency shelters. The funding provided is "block funding" to shelters to offset the cost of operations and not based on occupancy.

The City of Guelph primarily relies on its land use planning role to support a full range of housing that is adequate, suitable and affordable. Through the development and implementation of official plan policies, zoning by-law regulations and programs, the City supports the development, retention and support of an appropriate supply of housing. Housing supply responses include policies permitting accessory apartments, lodging houses, multi-residential developments and protecting rental housing stock. Housing adequacy responses include property management by-laws, enhanced by-law enforcement and fire prevention programs. Housing suitability responses include enforcement of building and fire code standards and supporting other



levels of government in the supply and retention of special needs housing. Housing affordability responses include an Affordable Housing Reserve Fund and supply responses for the types of residential units that tend to be affordable, e.g. rental apartments, including accessory apartments.

## **2 Policy Basis for a Housing Strategy**

### **2.1 Provincial Policy Statement 2014**

The Provincial Policy Statement requires municipalities to provide an appropriate range of housing types and densities for current and future residents by establishing and implementing minimum targets for the provision of affordable housing.

Specifically, section 1.4.3 requires municipalities to:

*"provide for an appropriate range and mix of housing types and densities to meet the projected requirements of current and future residents of the regional market area by:*  
*a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households."*

The Growth Plan and the PPS define low and moderate income households as households with an annual income at the 60<sup>th</sup> percentile or less within the regional market area. As discussed in section 1.2, the City of Guelph is the regional market area for the purpose of applying these definitions.

### **2.2 Provincial Growth Plan**

The Provincial Growth Plan for the Greater Golden Horseshoe works in conjunction with other provincial legislation including the 2005 Provincial Policy Statement and provides an overall planning framework for municipalities within the area which includes the City of Guelph. Municipal Official Plan policies must conform to the Provincial Growth Plan. The initial Growth Plan included population and employment forecasts for the County of Wellington and the City of Guelph combined to 2031. An amendment to the Growth Plan provided population and employment forecasts for the City of Guelph separate from the County of Wellington to 2041. Urban growth centres, i.e. Downtown, are to be planned to achieve, by 2031 or earlier, a minimum gross density target of 150 residents and jobs combined per hectare. A density target of 50 residents and jobs per hectare is required within the "Greenfield Area" of the City, the portion of land within the City's urban boundary outside of the existing "Built-up Area" (as of June 2006). By 2015 and for each year after, a minimum of 40% of all annual residential development must occur within the "Built-up Area".

The Provincial Growth Plan requires municipalities to develop a housing strategy to include the planning and development of a range of housing types and densities to support the achievement of the intensification target and

density targets. The housing strategy is to include Official Plan policies and implementation strategies.

Specifically, section 3.2.6.6 states:

“Upper-and single-tier municipalities will develop a housing strategy in consultation with lower-tier municipalities, the Minister of Municipal Affairs and Housing and other appropriate stakeholders. The housing strategy will set out a plan, including policies for the official plans, to meet the needs of all residents, including the need for affordable housing – both home ownership and rental housing. The housing strategy will include the planning and development of a range of housing types and densities to support the achievement of the intensification target and density targets.”

The provincial growth plan also requires municipalities to establish and implement affordable housing targets in accordance with the Provincial Policy Statement.

Specifically, section 3.2.6 of the Growth Plan states:

“Municipalities will establish and implement minimum affordable housing targets in accordance with Policy 1.4.3 of the PPS 2005.”

The 2014 Provincial Policy Statement maintains this policy direction.

### **2.3 Local Growth Management Strategy (2009)**

The City of Guelph prepared a Local Growth Management Strategy in 2009 in response to the Provincial Growth Plan for the Greater Golden Horseshoe and to serve as the foundation for an update of the City’s Official Plan. Council approved the following, growth and housing related items, as part of Phase III of the growth strategy on June 23, 2008:

1. That the City of Guelph plan for a population target of 169,000 people to the year 2031 (equivalent to a Places to Grow population of 175,000) in response to the Provincial Growth Plan.
2. That the City should plan for a steady rate of population increase; this rate of increase is primarily associated with the planning of future infrastructure – both hard and soft services and will be equivalent to a long term average annual population growth rate increase of 1.5 %.
3. That within the ‘Built-Up’ area of the City, residential intensification opportunities will be identified in the Downtown ‘Urban Growth Centre’ and the ‘nodes and corridors’ are schematically illustrated on Schedule “H”, Residential Intensification Opportunity Areas.

4. That in addition to the 'residential intensification opportunities' within the 'Built-Up' area of the City, that opportunities to provide higher density residential development in the four 'Mixed Use Nodes' of the City's current Official Plan will be examined in the next phase of the Urban Design Action Plan.
5. That all development including higher residential density and mixed-use development be planned within the 'Greenfield' areas of the City based on the implementation of the Community Energy Plan.
6. That a provision for affordable housing be planned within the City based on the implementation of the Affordable Housing Strategy.

Both the provincial and local growth management policies focus on additional residential intensification and higher residential densities to ensure the City grows in a more compact urban form to assist in making the City a complete community for living, working and playing. Density should be optimized so as to:

- increase the residential population in Downtown;
- ensure a high level of livability;
- achieve, where appropriate, mixed-use neighbourhoods; and
- increase the diversity of housing.

The phase III work concluded that development, to meet the objectives of the Provincial Growth Plan and the City's local growth strategy, can be accommodated on lands contained within the current boundaries of the City of Guelph.

The final phase of the Local Growth Management Strategy, phase IV, included a more detailed assessment of the environmental, social, cultural and economic implications of the strategy and tools necessary to implement the recommendations of the strategy. The assessment of growth impacts and possible planning proactive approaches developed included the following:

- housing needs for the 2031 population target;
- affordable housing provision; and
- planning and development opportunities for specific areas of the City: Urban Growth Centre, Guelph Innovation District and South Guelph Special Study Area.

The three Local Growth Management Strategy impacts are discussed in further detail below.

### **Housing Needs:**

Approximately 26,600 new households are anticipated, as of 2006 with a general distribution of 30% singles/semis, 33% multiple townhouses and 37% low/mid/high rise apartments. A gradual annual increase in the



proportion of higher density multiple and apartment dwelling units is projected resulting in a more balanced range of housing types with greater diversity and choice. By 2031 lower density units will represent 47% of the entire housing supply (58% in 2009), multiples at 24% from 18%, and high density at 29% from 24%. Future residential development within the "Greenfield Area" will need to average 60-70 persons per ha. with 40-50% of projected residential growth being accommodated within the City's "Built-up area".

#### **Affordable Housing Provision:**

Increased growth means an increased need to provide for additional affordable housing opportunities. The City needs to establish and implement minimum targets for low and medium income households. Co-ordination and co-operation with the City's Service Manager (County of Wellington) is essential to support the availability of a full continuum of affordable and social housing to meet household needs.

#### **Planning and Development Opportunities:**

There are three areas requiring secondary plans within the City which have potential to meet various growth plan needs. The Downtown Secondary Plan for the City's Urban Growth Centre was completed in 2012 through OPA 43. The Downtown will be planned to accommodate an additional 6,000 new residents and 1,500 new jobs at a minimum density target of 150 persons and jobs per hectare by 2031. In 2006 there were approximately 3,200 people living and 7,000 people working in the area representing a density of approximately 95 jobs and people per hectare. Special efforts would be made to balance out the employment-residential mix in the area which as of 2006 has 75% employment and 25% residential activity. The Guelph Innovation District will be planned to provide a compact mixed use community with a strong employment focus and a range of residential housing types focusing on medium to high density forms within an "urban village". The Clair Maltby Secondary Plan area (established in OPA 48) will be planned for employment and residential development. A high density "urban village" may be provided within the area to serve as the southern terminus to the Gordon/Norfolk/Woolwich transit spine.

## **2.4 Official Plan Update**

The City's adopted Official Plan policies conform to and are consistent with the Provincial Policy Statement and Growth Plan, including the development of a housing strategy designed to address the full range of housing, including the need for affordable ownership and rental housing. Official Plan Amendment (OPA) No. 39 brought the City's Official Plan into conformity with the Provincial Growth Plan. Official Plan Amendment 48 completed the update of the Official Plan by bringing the Plan into conformity with provincial legislation and plans and is consistent with the 2005 Provincial Policy Statement. OPA 39 is approved and is in full force and effect. OPA 48 was approved with modifications by the Ministry of Municipal Affairs and Housing on December 11, 2013 and is under appeal to the Ontario Municipal Board.

The City's Official Plan is the main policy document that guides the type, form and location of growth in the City. The Official Plan policies support a range of housing types and densities throughout the City through land use designations and intensification policies. Part of that range includes special needs housing (emergency shelter, transitional housing and supportive housing), social housing, and private market forms including accessory apartments and coach houses. Policy support is given to the development of and retention of special needs housing in conjunction with the County, Provincial and Federal governments. An update of the City's Zoning By-law will further support and define the range and density of housing. The Official Plan policies also include an affordable housing target of 30% (27% ownership units, 3% rental units), encouragement for the creation of accessory apartments through a separate target of 90 per year, and the definitions of affordable housing (ownership and rental) adapted from the Provincial Policy Statement. Although the Official Plan Update addressed the housing strategy requirements of the Provincial Growth Plan (policy 3.2.6.6), the implementation strategies related to the housing targets were expected to be part of an affordable housing strategy. Specifically the corresponding adopted Official Plan policy states "the City will undertake a review of municipal implementation tools that could be used to support and implement *affordable housing*".

The adopted Official Plan also includes a policy to support and assist the Service Manager, i.e. County of Wellington, in the preparation of a housing strategy (distinct from the housing strategy required by the Growth Plan) to meet the needs of the most vulnerable in the City. This policy reflects the Service Manager's role in delivering social housing and the need for the Service Manager, under the Housing Services Act, 2011 sec. 6(1) – 10(1), to produce a Housing and Homelessness Plan.

The adopted Official Plan policies recognize the different roles, responsibilities and tools available to the City versus the Service Manager in meeting the needs for a full range of household types through the creation of complimentary strategies. Appendix A provides the housing policies in an excerpt from the Official Plan Update.

## **2.5 Amendment to the Planning Act through the Strong Communities through Affordable Housing Act**

The Strong Communities through Affordable Housing Act (2011) is the foundation for the Province's long-term commitment to affordable housing. The Act included changes to the Planning Act. These changes came into effect on January 1, 2012. The Planning Act changes include specifically identifying affordable housing as a provincial interest in Section 2 of the Act and enhanced tools to support the creation of second units ( accessory apartments) and garden suites (coach houses). The Planning Act changes require municipalities to establish official plan policies and zoning by-law provisions allowing second units in single, semi-detached and row housing,

as well as in ancillary structures. The official plan and zoning by-law provisions would not be appealable except where such official plan policies are included in a five-year update of a municipal plan. The Planning Act changes also provide the Minister of Municipal Affairs and Housing with the ability to make regulations authorizing the use of and prescribing standards for second units. Municipalities still have the ability to determine appropriate locations and standards for these units.

The City of Guelph has supported accessory apartments and coach houses since the Apartments in Houses legislation from the early 1990s. The City's Official Plan policies are consistent with the Planning Act changes. However the City's Zoning By-law does not currently allow or regulate accessory apartments in row dwellings. Furthermore, coach houses are not permitted by the zoning by-law except through site specific amendments. City servicing requirements have meant that very few coach houses are being developed.

## ***2.6 Development Priorities Plan***

The City prepares an annual Development Priorities Plan (DPP) to manage and monitor the rate of growth and timing of development in a balanced and sustainable manner that supports Growth Plan needs. The DPP has evolved over time to incorporate additional housing supply opportunities, such as residential infill opportunities and growth plan targets. The City's growth plan needs include accommodating a population projection of 175,000 people by the year 2031 with a minimum of 40% of the City's annual residential development occurring within the City's built-up area by 2015. The DPP also supports the achievement of the City's planned long term housing supply and mix, and achievement of a minimum three year supply of residential units on serviced land that is suitably zoned for residential intensification and redevelopment, and land in draft approved and registered plans (consistent with the Provincial Policy Statement).

The DPP provides statistics on development and construction activity in the previous year and recommends targets for the number of dwellings units to be approved in draft and registered plans of subdivision for the current year in keeping with City population projections and growth management requirements. The supply of units includes potential residential units created by registered plans of subdivision and zone changes (approved outside of plans of subdivision) which yielded at least 10 dwelling units. Lots created by severance and/or accessory apartments are excluded. Supply is measured by dwelling type and location, i.e. greenfield area or built-up area. Building permit activity by dwelling type is also measured including historic levels going back to 1994. Tenure is not measured. Achievement of growth plan targets such as building permit activity within the built-up area and the greenfield area has been measured since 2008. The DPP and the capital budget are reviewed concurrently to ensure that the timing of subdivision plan registration is linked with the timing of any capital project required to serve development. The DPP will continue to evolve as a monitoring and growth management tool.



## **2.7 Past Housing Studies and Reports**

### **2.7.1 Municipal Housing Statement (1990)**

The City completed a Municipal Housing Statement Update in December 1990 in response to the Province's July 1989 Land Use Planning for Housing Policy Statement. The policy statement required all municipalities to examine their planning policies related to the provision of a full range of housing. Many of the recommendations were incorporated into the City's Official Plan

### **2.7.2 Affordable Housing Policy Paper (2001).**

The City produced an Affordable Housing Policy Paper in 2001 to outline potential solutions to address the needs identified at that time.

### **2.7.3 Affordable Housing Action Plan (2002)**

The 2002 Affordable Housing Action Plan was completed to supplement the City's 2001 Affordable Housing Policy Paper. The Action Plan outlined the numerous issues facing the community regarding the availability of appropriate, safe and adequate affordable housing.

### **2.7.4 Wellington and Guelph Housing Strategy (2005)**

In the spring of 2005 the County of Wellington was directed by the "Seniors and Social Services Committee" to prepare an Affordable Housing Strategy in conjunction with the City. On May 16, 2005 the Wellington and Guelph Affordable Housing Strategy was endorsed by Guelph City Council. The Strategy built upon the City's 2002 Affordable Housing Action Plan and the 2001 Affordable Housing Policy Paper. The Wellington and Guelph Housing Strategy provided an overview of housing needs and gaps in the County and City and identified a series of strategies to assist in providing affordable housing in Wellington and Guelph. The Housing Strategy addressed the following topics:

- 1) The need to produce new affordable and social housing
- 2) The protection of persons who are at risk of losing their housing and becoming homeless
- 3) Preservation of existing rental housing stock
- 4) Planning and land use regulation applicable to affordable housing
- 5) Education, research and monitoring of affordable rental housing.

### **2.7.5 Affordable Housing Discussion Paper (2009)**

In 2009 an Affordable Housing Discussion Paper was completed to provide background and direction for the establishment of affordable housing targets

for both ownership and rental housing and form the basis for updating the affordable housing policies in the City's Official Plan.

The key findings and recommendations from the City's 2009 Affordable Housing Discussion Paper are outlined below.

- A recommended minimum affordable housing target of 36% for low and moderate income households.
- A separate recommended target of 90 accessory apartments annually.
- An explanation of the methodology used to determine the recommended target(s).
- A list of possible implementation tools to be considered for inclusion in the Official Plan as appropriate.

### Affordable Housing Benchmarks

The affordable housing benchmarks presented in the Discussion Paper apply to the City of Guelph as the "regional market area"<sup>3</sup>. The regional market area was defined as the City of Guelph due to the significant disparity between incomes, housing prices and rent between the City and parts of the County. The affordable housing targets were applied to new construction only. This principle was applied since there is no direct municipal control over resale and/or rental accommodation in the existing housing stock.

The affordable ownership and rental housing benchmark prices were determined using 2008 house and rent prices and the Growth Plan and PPS definitions. In 2008, a house price of \$237,000 or below was considered affordable ownership and represents households with a gross annual income of \$79,000<sup>4</sup>. In 2008, rent at, or below \$833 was considered affordable rent and represents households with a gross annual income of \$33,300<sup>5</sup>.

In addition to establishing housing targets and affordable housing benchmarks, the Affordable Housing Discussion Paper presented a number of recommendations regarding implementation tools that will be reviewed as part of the Housing Strategy. These recommendations are included in Appendix A. As noted previously, OPA 48 recognized the need to further

---

3 "Regional market area is defined in the PPS as an area, generally broader than a lower-tier municipality that has a high degree of social and economic interaction. In southern Ontario, the upper or single-tier municipality will normally serve as the regional market area. Where a regional market area extends significantly beyond upper or single-tier boundaries, it may include a combination of upper, single and/or lower-tier municipalities." (2005 PPS)

4 Household incomes have been calculated from Statistics Canada 2006 Census and have been adjusted upwards by 6.0 % on the basis of the Ontario Consumer Price Index from Statistics Canada.

5 Household incomes have been calculated from Statistics Canada 2006 Census and have been adjusted upwards by 6.0 % on the basis of the Ontario Consumer Price Index from Statistics Canada.

examine implementation options through the development of an affordable housing strategy.

### **2.7.6 Older Adult Strategy (2012)**

In 2012, Community and Social Services developed an Older Adult Strategy. The development of the strategy was based on the World Health Organization's (WHO) Dimensions of Age-Friendliness, and was designed to be a planning framework for policy, service planning and resource allocation to make Guelph age-ready and age-friendly.

The Older Adult Strategy defined an age-friendly community as a community that supports older adults to live in security, maintain their health and participate fully in society. An age-friendly community has adapted its structure and services to be accessible and inclusive of older people with varying needs and capacities. Being an age-friendly community is an ongoing, ever evolving process that needs to be embedded within the Corporation's regular planning processes.

The strategy contains more than 60 recommendations, which cross all corporate service areas. When implemented these recommendations will make the City of Guelph age-ready and age-friendly. Recommendations are intended to be implemented over a number of years. The strategy's recommendations related specifically to housing issues are:

1. Develop an incentive plan for builders and developers tied to achieving the first three goals of the Flexhousing™ Principles: Adaptability, Accessibility, Affordability and Healthy Housing™ as well as walkable neighbourhoods and communities
2. Examine zoning and planning regulations to ensure they do not create unintended barriers to development of housing for older adults
3. Establish a working group with partners (builders, developers, provincial government, County – to develop a long-term strategy to increase the supply of accessible, affordable housing for older adults
4. Advocate, facilitate and promote opportunities for more housing options in the City (granny flats, group housing, home sharing, life leases, coops, assisted living, group housing, home sharing, accessory apartments)
5. Strengthen partnership with the County to support the implementation of the County's 10-year housing and homelessness plan.
6. Develop an affordable housing strategy for the City that targets 30% of new residential development as affordable



### 2.7.7 Guelph Wellbeing

The Guelph Wellbeing initiative is a current community project that has the goal of providing each person the best possible quality of life in Guelph. The initiative will define a vision for the future and develop a shared plan for action to achieve the goals set out by the community.

Guelph Wellbeing will be a resource for the entire community, providing direction to leaders, decision makers, and community groups for how we can make wellbeing a key consideration when making decisions and planning for the future. It will also be a source for inspiring new projects, actions, and partnerships in the community to improve quality of life in Guelph.

The project is guided by the City of Guelph and a Community Leadership Team that explores how to proactively, efficiently and collaboratively address our community's needs, sorted into the eight (8) domains of the Canadian Index of Wellbeing: health, environment, living standards, community vitality, engagement, leisure & culture, time use and community vitality.

Through numerous and varied community consultations, four (4) domain areas were identified which most closely relate to wellbeing: community vitality, leisure & culture, healthy populations. From these four domains, three (3) compelling themes emerged:

1. Connectivity: everyone is connected to their community, physically and socially
2. Food: everyone has access to safe, nutritious and affordable food
3. Housing: everyone has a safe and affordable place to live.

The "housing" theme includes safety, affordability, income and accessibility.

Now that three themes have emerged, a Collective Impact workshop was held January 21, 2014 to create a shared vision of community wellbeing and further refine each theme area. As a result, these themes have been narrowed to:

1. Connectivity: everyone has ease of access to moving around the city (walking, cycling, trails, affordable bus pass). Everyone has a sense of belonging and inclusion through volunteering and access to services.
2. Food: no child goes hungry
3. Housing: housing groups will share data and use as advocacy tools. Low income households have better access to affordable housing.

These theme areas will continue to be refined at a series of meetings being held in March 2014. It is anticipated that each theme will be even more precisely defined to determine action steps using evidence based resources. Each of these theme areas are developing population level indicators that will

be the basis for co-ordinating collective action to meet the goals of each theme area. Gathering data from the local efforts underway to achieve these goals will help us refine activities to achieve the goal.

### **2.7.8 Housing and Homelessness Plan for Guelph Wellington (2013)**

The Housing Services Act (2011) requires the County of Wellington as Service Manager to develop a Housing and Homelessness Plan (HHP) on behalf of the community, to address housing needs in Guelph-Wellington. The requirement for HHPs are part of the shift in the provincial approach to a more integrated, systems based approach to addressing the housing continuum described in section 1.3.

The HHP was prepared in 2012 and 2013 in three volumes:

- I. The Interim Summary of Findings and Conclusions of the Need and Demand Study for 2006-2010 provides an overview of the current and forecast demand for housing in Wellington and Guelph, highlighting key demographic trends, the availability of and demand for social and affordable housing, as well as usage of local homeless shelters and eviction prevention services.
- II. The Housing and Homelessness Plan Discussion Paper, outlines research and consultation conducted in support of the HHP. It includes a review of promising practices related to homelessness and affordable housing as well as an inventory and analysis of the housing stock and programs.
- III. The 10-year Housing and Homelessness Plan, approved by the Province in November 2013 articulates the strategic directions, implementation strategies, and measures of success that guides housing and homelessness planning over the next 10 years. The Plan's 37 recommended actions contribute to the following eight strategic goals:
  1. To help low-income households close the gap between their incomes and housing expenses
  2. To provide a range of supports to assist people at risk of homelessness to remain housed
  3. To offer a comprehensive range of supportive housing options for residents with complex needs due to aging, disabilities, mental health issues and addictions
  4. To increase the supply and mix of affordable housing options for low-to-moderate income households
  5. To reduce the length of time and number of people that experience homelessness

6. To promote practices that make the housing and homelessness support system more accessible and welcoming
7. To preserve the existing social and affordable rental housing stock
8. To seize opportunities to turn research knowledge into action

The County has already begun implementing several actions, for example work has begun on an action focused, Homelessness strategy. The County is planning a Public Launch for the HHP in early 2014 to help raise the profile of the Plan and help catalyze community action around some recommendations.

The Affordable Housing Strategy will respond to many of these goals and several of the recommended actions. Appendix C excerpts those actions that overlap with the City's affordable housing mandate. The last column of the chart considers the City's relationship to the goal and whether this it is proposed to be addressed through the Affordable Housing Strategy or through another process.

## **2.8 City Funding of Affordable Housing**

The City's funding of housing programs is two-part. The City is a funder of the Service Manager, Wellington County, that provides provincially mandated housing and homelessness services. The City also funds new affordable housing projects through its Affordable Housing Reserve. The city also funds Wyndham House, an emergency youth shelter outside of these frameworks.

### **2.8.1 Affordable Housing Reserve Fund**

As part of the implementation of the Affordable Housing Action Plan (2002) the City established an affordable housing reserve fund. The reserve fund policy identifies its purpose as:

- to fund the City share of capital cost for affordable housing projects in partnership with Wellington County pursuant to the Federal-Provincial programs available at the time; and
- to offer incentives to encourage affordable housing projects.

Over its life, the Reserve has been funded by transfers from year-end surpluses of County managed Social Housing operation budget and from one time transfers from the City's operating revenue. New spending commitments of approximately \$1.3 M have been made since the fund's inception in 2002.

The Reserve has been used:

- to assist in the capital cost of renovating a building to establish the Wyndham House youth shelter;

- to offset City fees for Guelph Non-Profit Housing units at 32 Gordon Street, 371 Waterloo Avenue, and 747 Paisley Road; and
- to offset City fees for 12 units Built by Habitat for Humanity from 2007-2013;
- to offset lost interest arising from development charge late payments agreement in order to facilitate home ownership for those who could not otherwise afford to through Home Ownership Alternatives' Mountford Drive and 5 Gordon Street Projects ; and
- to make commitments to offset City fees of building Michael House's supportive housing for mothers and their infants. The grants have not yet been paid.

	Paid (\$)	Committed and Forthcoming (\$)
Youth Emergency Shelter	122,000	
City, County, federal, Provincial Program	390,000	
Habitat for Humanity	322,000	
Wyndham House	122,000	
DC Late Payments lost interest	101,000	95,000
Michael House		150,000
<b>Total</b>	<b>1,057,000</b>	<b>245,000</b>

Recent Council reports awarding these grants have identified the need to review the City's role with respect to financial incentives and develop a more contemporary policy framework to guide the City's future involvement in financial incentives for affordable housing.

The affordable housing reserve forecast projects \$100,000 in new commitments every year. There is currently no revenue source for the reserve and at this pace the reserve will be in a negative balance in 2015.

The Affordable Housing Strategy should support the development of a guiding policy and will recommend a funding mechanism.

### **2.8.2 City as Funder of the Service Manager**

The County, as Service Manager, establishes the budget for social service programs based upon the various program legislations, program directives and local need. The total cost is apportioned between the City and County based on a January 2010 arbitration ruling. Housing and homelessness programs administered through the Ontario Works program methodology are



apportioned based on the residence of the recipient. Costs for social housing programs are based on the prior residence of the tenant.

According to the County's proposed 2014 budget, the total budget for social housing funded by the Province, County and City is \$33,502,000. This amount includes a total of \$70,000 in additional (100% municipally funded) rent supplements and \$904,000 to supplement the CHPI funding received from the province, both of which are funded solely by the County and City. The City's portion of the total social housing budget is \$16,343,000 which includes approximately \$66,000 for the additional (100% municipally funded) rent supplements and \$723,000 to supplement the provincial CHPI funding. The bulk of the social housing budget is spent on rent supplements/subsidies, capital expenditures and administration costs.

### **2.8.3 Guelph Emergency Youth Shelter**

The City has funded the operation of the Guelph Emergency Youth Shelter since 2008 in response to a Council motion and the closure of the Change Now Youth Shelter in 2007. Wyndham House is responsible for ensuring that the Guelph Emergency Youth Shelter is operated efficiently and effectively. The City provides \$442,900 in annual funding to Wyndham House. The City of Guelph owns the property and the building located on Norwich Street and as owner provides building maintenance and repairs, under the Corporate Property Division of Community and Social Services. These costs are incorporated into the \$442,900 budget. The Community Engagement and Social Services Liaison Division, through a Community Benefit Agreement, oversees all other aspects of the operation of the Guelph Emergency Youth Shelter.

### **2.8.4 Downtown Guelph CIP Minor Activation Grant**

The Minor Activation Grant under the Downtown Guelph Community Improvement Plan can provide grants to assist with the capital costs needed to convert and/or rehabilitate under-utilized and vacant properties into viable commercial or residential uses. A grant to assist in the construction of two residential and two commercial units at 112 Wyndham St. North, valued at \$100,005, was awarded in 2012. These grants are funded from the Downtown Renewal operating budget. This program has no budget allocation for 2014.

## **3 Conclusion**

The provision of a full range and mix of housing to meet the changing needs of all types of households is a fundamental component of Guelph's sustainable community vision and is one of the key focus areas of the Guelph Wellbeing initiative. The complexity of housing needs, presence of multiple stakeholders and multiple policy drivers supports a coordinated systems-based approach that addresses the full continuum of housing.

The Guelph Housing Strategy work should be scoped to focus on affordable

housing and on the market end of the housing continuum. This scope builds on the work already completed through the Official Plan Update and recognizes differences between the City of Guelph and the County of Wellington in regards to policy drivers, roles, responsibilities and tools.

The City's need to complete a housing strategy is in response to provincial planning policy drivers with the City's primary role in addressing housing needs coming from a land use planning perspective. In comparison the County of Wellington's housing focus, within the City of Guelph, is from a Service Manager's perspective dealing with the administration of social housing and homelessness programs. The City is responsible for its apportioned costs for social housing and homelessness programs.

In looking at a continuum of housing ranging from homelessness to homeownership, the County as Service Manager is responsible for the non-market end of the continuum. The City's focus should be on private market rental and ownership housing while still working with other levels of government in supporting the development and retention of housing on the non-market end of the continuum, i.e. special needs housing (emergency shelter, transitional housing and supportive housing). Given the City's funding requirements to the County as Service Manager for social housing, the Housing Strategy would appropriately consider relevant recommendations from the County's 10-year Housing and Homelessness Plan, especially actions increasing the supply and mix of affordable housing options for low-to-moderate income households. The intent is to take a coordinated systems-based approach that addresses the full continuum with a scope reflective of our ongoing work with the County of Wellington as Service Manager.

The Housing Strategy work is intended to advance the City's Official Plan policies by recommending implementation strategies related to the 30% affordable housing target along with a mechanism to monitor achievement of the target to address the requirements under the provincial Growth Plan and Provincial Policy Statement. The Housing Strategy will also review the City's role as a funding source of affordable housing through programs such as the Affordable Housing Reserve Fund (AHRF). If it is determined that an ongoing funding role is warranted, the Housing Strategy will include the development of a comprehensive policy framework and sustainable funding plan.

## Appendix A – Official Plan Update (OPA 48 and OPA 39): Housing Policies (Excerpt)

### 3.13 Affordable Housing

1. In order to maintain and enhance a healthy and *complete community*, the City will make provisions for an adequate range of housing types and affordability options by:

- i) establishing and implementing minimum housing targets for the provision of housing that is affordable to *low and moderate income households*, in consultation with the County of Wellington; and
- ii) permitting and facilitating all forms of housing required to meet social, health and well-being requirements, including *special needs* requirements of current and future residents.

### 7.2 Affordable Housing

The City recognizes the importance of housing, including affordable housing, in meeting the needs of the City's existing and future residents.

#### Objectives

- a) To encourage and support the development of affordable housing throughout the City by planning for a range of housing types, forms, tenures and densities.
- b) To actively participate in, encourage and promote affordable housing opportunities funded by Provincial and/or Federal programs in conjunction with the Consolidated Municipal Service Manager (Service Manager) to ensure a supply of new affordable housing within the City.
- c) To encourage and support education and awareness programs with private, public and local community stakeholders to highlight the economic and social advantages of affordable housing.
- d) To recognize the role of existing housing and accessory apartments in providing choices for a full range of housing, including affordable housing.
- e) To protect the existing supply of affordable rental housing by regulating demolitions and the conversion of existing rental properties to condominiums or co-ownership housing.
- f) To promote innovative housing types and forms to ensure affordable housing for all socio-economic groups throughout the city.

- g) To establish and implement minimum targets for affordable housing through new development applications.
- h) To ensure that an adequate supply, geographic distribution and range of housing types including affordable housing and supporting amenities, are provided to satisfy the needs of the community and to support an affordable lifestyle.

### **7.2.1 Affordable Housing Targets**

1. An affordable housing target will be implemented through new development applications city-wide. The affordable housing target is based on the method outlined in the City of Guelph's December 2009 Affordable Housing Discussion Paper and will be implemented through the use of various planning tools (e.g., planning policy, development approvals, financial incentives,
2. The annual affordable housing target requires that an average of 30% of new residential development constitute affordable housing. The target is to be measured city-wide. The target includes an annual target of 27% affordable ownership units and an annual target of 3% affordable rental housing units.
3. The City will support the Service Manager in the achievement of the development of social housing.
4. While not part of the annual affordable housing target, the creation of approximately 90 accessory apartment units annually will be encouraged.

### **7.2.2 General Policies**

1. The City will develop a housing strategy that will set out a plan, including policies for the Official Plan and implementation strategies, to meet the needs of all residents, including the need for affordable housing – both home ownership and rental housing. The housing strategy will include the planning and development of a range of housing types and densities to support the achievement of the intensification target and density targets.
2. As part of the development approval process, City Council may require the identification of lands for affordable housing.
3. City Council shall consider giving priority, through the Development Priorities Plan, to development applications that provide the type, size and tenure of housing required to meet the social and economic needs of the City's residents.



4. City Council may establish alternative development standards for affordable housing, residential intensification, redevelopment and new residential development which minimizes the cost of housing and facilitates compact urban form. This may include setting maximum unit sizes or reducing parking requirements.
5. City owned land that is surplus to City needs and appropriate for residential development shall be given priority for sale or lease for the development of affordable housing.
6. Investment in new affordable housing shall be encouraged through a coordinated effort from all levels of government and appropriate partnerships with non-government organizations and through the implementation of a range of strategies including effective taxation, regulatory and administrative policies and incentives.
7. The City shall identify, promote and where appropriate, participate in affordable housing opportunities funded by senior levels of government and presented by non-government organizations.
8. The City may require the submission of an Affordable Housing Report as a part of a development application, demonstrating to the satisfaction of the City how the application addresses affordable housing needs including the provision of a range of affordable housing prices.
9. Affordable housing will be provided throughout all areas of the City to ensure an adequate supply, range and geographic distribution of all housing types.
10. Affordable housing is encouraged to locate where served by transit, and other services such as, shopping, parks and other community facilities. Housing proposed in Downtown and Mixed-use designations is strongly encouraged for affordable housing because of the availability of nearby services and opportunity to support an affordable lifestyle.
11. The City will undertake a review of municipal implementation tools that could be used to support and implement affordable housing.
12. The City recognizes that since social housing is not within the jurisdiction of the City's administration, co-ordination between the City and the Service Manager is necessary. This Plan promotes dialogue and informed decision making between the City and the Service Manager.

### **7.2.3 Retention of Existing Housing**

1. The City's existing housing stock represents a significant component of affordable housing. To promote its retention, in instances where it is not required for intensification efforts, the housing should be maintained and updated to reflect current building standards and energy conservation efforts.
2. The City will use the provisions of the Property Standards By-Law under the Municipal Act and Demolition Control provisions of the Planning Act to protect and promote the continued useful life of existing housing.

#### **7.2.4 Retention of Existing Rental Housing**

1. The retention of the existing rental housing stock will be promoted as an important affordable housing source providing choice for residents who prefer to rent rather than own.
2. The following provisions will be implemented to promote the retention, maintenance and upkeep of the existing rental housing stock:
  - i) the condominium conversion policies as outlined in Section 7.2.5;
  - ii) the demolition control provisions of this Plan;
  - iii) the use of the City's Property Standards By-law for maintenance and upkeep; and
  - iv) the promotion of the use of senior government rehabilitation programs.

#### **7.2.5 Condominium/Co-ownership Housing Conversion from Rental**

1. A condominium/co-ownership conversion will refer to any change in the tenure status of an existing residential housing development from rental to condominium or co-ownership housing tenureship. Existing rental housing refers to projects containing any dwelling units occupied by residential tenants or last occupied by residential tenants and currently vacant.
2. The conversion of rental accommodation to condominium or co-ownership housing tenureship will be considered on the merits of each proposal.
3. Conversion of rental accommodation to condominium or co-ownership housing may only be permitted where a Rental Conversion Report has been submitted demonstrating to the satisfaction of the City that no adverse impacts will result on the supply or range of rental housing provided, including its geographic distribution. Applicants may include a supplementary vacancy rate survey supplementing the vacancy rates reported by the Canada Mortgage and Housing Corporation (CMHC).

4. The City will discourage the conversion of existing rental units to condominium or co-ownership housing when the vacancy rate for rental accommodation is below 3%, and will prohibit such conversions when the vacancy rate is below 1.5%. The vacancy rate shall be defined as the average vacancy rate of the latest two vacancy surveys conducted in Guelph by the Canada Mortgage and Housing Corporation. The City may conduct supplementary vacancy rate surveys and modify the vacancy rates reported by CMHC in accordance with its own findings.
5. The City will utilize agreements setting out the specific conditions and standards for a condominium or co-ownership housing conversion.
6. When considering applications for condominium or co-ownership housing conversion, Council will have regard for:
  - i) the number of units included in the conversion application;
  - ii) the number of rental units under construction at the time of application for conversion; and
  - iii) the impact of the conversion on the rental housing market (i.e., anticipated changes in vacancy rates).

### **7.2.6 Affordable Housing Implementation Policies**

A variety of tools and techniques may be used to assist in the development of new affordable housing.

1. The City will undertake a review of municipal tools for the implementation of affordable housing to develop an appropriate approach for the City to meet identified affordable housing targets. The implementation strategy will include administration, communication and monitoring approaches.

#### **Administration**

2. In conjunction with the Service Manager, the City shall actively identify and promote affordable housing opportunities within the City to facilitate proponents of affordable housing in receiving funding from senior levels of government for the development of new affordable housing.
3. Social housing will be developed in conjunction with the Service Manager.
4. The City will support and assist the Service Manager in the preparation of a housing strategy to meet the housing needs of the most

vulnerable in the City. The City will support and facilitate the provision of affordable rental housing through the Guelph Non-Profit Housing Corporation.

5. The City will explore the feasibility of developing a 'land banking' program whereby lands may be held in public ownership until senior government affordable housing funding becomes available.

### **Communication**

6. The City, in conjunction with the Service Manager, will continue to promote and educate the public on current federal/provincial housing and financial assistance programs.
7. The City will promote and where appropriate establish on-going partnerships with both federal/provincial governments for surplus land and/or buildings.
8. The City will continue to advocate to senior levels of government for additional funding and tax incentives for low-income households and clearer legislative authority to implement affordable housing.

### **Monitoring**

The City will develop and maintain an affordable housing monitoring system. Monitoring will include details on the affordable housing developments planned and constructed over the year and will set the new affordable housing benchmark prices for ownership and rental housing for the upcoming year. The information collected may be used to inform the prioritization and assignment of development proposals in the City's Development Priorities Plan.

9. The affordable benchmark price for ownership and rental housing will be monitored and established annually to reflect changing market conditions.
10. The affordable housing target will be reviewed as part of the Five Year Official Plan review.
11. The City will annually monitor:
  - i) the number and types of affordable housing produced through new residential development and intensification efforts;
  - ii) the number and types of affordable housing lost through demolition and condominium conversion;
  - iii) ownership and rental house prices;
  - iv) rental vacancy rates; and
  - v) achievement of the affordable housing targets of this Plan.



12. Based on monitoring results, priorities may be set among the various affordable housing needs.

# Appendix B - 2009 Affordable Housing Discussion Paper: Implementation Tools (Excerpt)

## 6.0 IMPLEMENTATION TOOLS

The purpose of this section of the report is to provide City Council with a preview of the existing tools planning staff consider as appropriate to stimulate the production of affordable housing. Expanding on the City's 2002 Affordable Housing Action Plan and interviews with other municipalities for their affordable housing efforts, planning staff has provided a summary of action and new recommendations and tools for Council's consideration in consultation with the public and community stakeholders.

### **Recommendations**

These implementation tools are provided for review and input through the public engagement process.

## 6.1 PLANNING TOOLS

1. Include the City-wide affordable housing target for affordable ownership and affordable rental housing under low, medium and high densities as part of Official Plan policy.
2. Establish policy in the Official Plan to require the demonstration of how the affordable housing target will be met by the project.
3. Set maximum unit sizes for affordable housing units in the zoning by-law to reduce the overall construction cost and therefore increase affordability.
4. Within certain areas of the City allow a development permit system with incentives for affordable housing.
5. Revisit the recommendation of the Housing First Policy from the 1990 Municipal Housing Statement to allow any surplus City-owned lands to be offered to non-profit housing groups for rental housing construction.
6. Review the list of development standards such as (parking requirements and setbacks) to possibly reduce barriers to affordable housing construction.
7. To protect the existing rental stock, review and strengthen the existing policies for Demolition Permits and rental conversions.

8. Explore the feasibility of a density bonusing system that provides developers with additional density in exchange for providing affordable housing. For example, provide additional area provided an area equivalent to the equivalent to the increase is allocated to affordable housing.
9. Update and monitor the affordable housing target by housing type annually.

## 6.2 FINANCIAL TOOLS

1. Establish an annual contribution to maintain the Affordable Housing Reserve fund to support additional affordable housing construction.
2. To effectively manage the Affordable Housing Reserve Fund, the City will establish formal review criteria, eligibility and application process for the consideration of affordable and social housing projects for small scale non-profit projects.
3. Investigate if Tax Incremental Financing (TIF) is an appropriate tool to encourage the creation of affordable housing.
4. Continue to apply a lower tax rate for affordable multi-residential rental housing at the residential/farm rate.
5. To revisit the feasibility of the "Add a unit Program" which is a program where the municipality provides an up-front grant to renovate an existing upper storey or basement for affordable housing on the condition that the unit(s) are maintained as affordable housing over a fixed period of time.

## 6.3 COMMUNICATION TOOLS

1. Make a strong effort to promote any affordable housing programs provided by all levels of government to the public to encourage implementation, e.g., encourage Request for Proposals when senior government funding comes available.
2. Undertake social marketing to educate and communicate to the public on the benefits of affordable housing with a view to minimize NIMBYism.
3. Continue dialogue with the Service Manager and the federal and provincial government for more tools to require applicants to provide a portion of their development for affordable housing.

4. To encourage opportunities for working with the University of Guelph and Conestoga College to establish special programs that combines affordable housing and education for students in need.

## Appendix C - Housing and Homelessness Plan and Relationship to Affordable Housing Strategy: Selected Recommended Actions

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
1.1	Expand the existing rent subsidy programmes that help reduce the rents of low-income tenants to an affordable level	<ul style="list-style-type: none"> <li>• County’s Rent Supplement and Housing Allowance programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in the number of rent subsidies allocated</li> </ul>	<p><b>City interest addressed elsewhere</b></p> <p>As discussed in section 2.8.2 the City funds 100% municipally funded rent supplements directed to Guelph residents. These are administered by the County and outside the CHPI framework. The City’s ongoing roll for these supplements is currently being negotiated. Negotiations are expected to conclude prior to the completion the Housing Strategy.</p>



	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
1.2	Continue to support advocacy efforts to upper levels of government for improvements to the income security system	<ul style="list-style-type: none"> <li>• Municipal advocacy work in collaboration with the PTF, AMO, FCM, OMSSA, ROMA, and other associations that allow local political leaders to advocate to upper levels of government</li> </ul>	<ul style="list-style-type: none"> <li>•Improvements to the income security system</li> </ul>	<p><b>City interest addressed elsewhere</b></p> <p>Although municipal advocacy regarding income support is important to advancing housing objectives, it is outside of the Strategy’s scope. It is expected that the needs identified in the Strategy will be a useful tool to inform City advocacy.</p>

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
3.8	Encourage the development of Secondary Suites; allowing client groups such as low-income seniors or adults with a disability to live independently in their community, close to family and friends (also see 4.8)	<ul style="list-style-type: none"> <li>• In the City of Guelph, 209 accessory apartment units were created in 2012 – above the City’s affordable housing target of 90 units</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in the number of secondary suites created</li> </ul>	<p><b>Addressed through Housing Strategy</b></p> <p>The Official Plan currently encourages and permits accessory apartments, coach houses and garden suites subject to regulations regarding safety compatibility etc. In response to a comment on Official Plan update, the City informed the Ministry of Municipal Affairs and Housing that the Housing Strategy would address the revised Planning Act Requirements.</p>
4.1	Continue to support advocacy efforts to upper levels of government for the funding of new permanent affordable housing units, including options for additional subsidies to reduce rents to RGI levels	<input type="checkbox"/> Municipal advocacy work in collaboration with the PTF, AMO, FCM, OMSSA, ROMA, and other associations that allow local political leaders to advocate to upper levels of government	<ul style="list-style-type: none"> <li>• New investments in social housing from upper levels of government</li> <li>• Additional allocations for rent supplements or housing allowances</li> </ul>	<p><b>City interest addressed elsewhere</b></p> <p>Outside of the Strategy’s scope However, it is expected that the needs identified in the Strategy will be a useful tool to inform City advocacy.</p>

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
4.2	Consider options and incentives for municipal affordable housing reserves in order to leverage funding from upper levels of government	<input type="checkbox"/> Leveraging new federal and provincial funding (e.g. IAH,HPS, etc.) <input type="checkbox"/> Including a component for social housing support in the next development charges review as in Kingston among other cities	<input type="checkbox"/> Increase in the number of social and affordable housing units created <input type="checkbox"/> Decrease in the centralized waiting list <input type="checkbox"/> Additional allocations to local affordable housing reserves	<b>Addressed though Housing Strategy</b> <p>The Strategy should determine the best methods to provide affordable housing incentives that leverage senior government funding especially as it relates to an updated Affordable Housing Reserve policy</p>
4.3	Maintain a list of priorities and suitable properties for new affordable housing developments, in order to quickly respond to emerging funding opportunities from upper levels of government	<input type="checkbox"/> Phase 2 of Fergusson Place	<input type="checkbox"/> Development opportunities identified <input type="checkbox"/> Financial and in-kind commitments by partners identified	<b>Addressed though Housing Strategy</b>

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
4.4	Explore social financing opportunities that could be used to increase the supply of affordable rental stock	<input type="checkbox"/> Community Forward Fund -provides working capital and bridge loans for Canadian non-profits <input type="checkbox"/> Infrastructure Ontario mortgages <input type="checkbox"/> YWCA Toronto Elm Centre -issued a \$1 million community housing bond	<input type="checkbox"/> Amount of capital generated through social financing	<p><b>Addressed though Housing Strategy</b></p> <p>The role of municipalities in social financing is not well understood by the authors. It may have value in leveraging Affordable Housing Reserve Spending. Further research is needed to determine if this is an appropriate tool.</p>
4.5	Leverage funding from other levels of government to increase home ownership opportunities for low- to moderate income households	<ul style="list-style-type: none"> <li>• 2nd mortgage (down payment assistance) programmes offered by the County, Options for Homes, and Habitat for Humanity</li> <li>• Rent-to-own initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Increased funding allocated to and usage of the County's Home Ownership Fund</li> </ul>	<p><b>Addressed though Housing Strategy</b></p> <p>The Strategy should determine the best methods to provide affordable housing incentives increase home ownership opportunities for low- to moderate income households</p>

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
4.6	Create a comprehensive incentive toolkit which could be used by all local planning departments for education purposes, and to encourage the development of new affordable units	<ul style="list-style-type: none"> <li>• MMAH's Municipal Tools for Affordable Housing</li> </ul>	<ul style="list-style-type: none"> <li>• Toolkit developed and disseminated all local planning departments</li> </ul>	<p><b>Addressed though Housing Strategy</b></p> <p>Strategy will consider the use of various planning, funding and regulatory tools to encourage the development of new affordable units</p>
4.7	Provide incentives to support affordable housing in new developments	<ul style="list-style-type: none"> <li>• Waiving/rebating of planning and building fees</li> <li>• Development charge exemptions or grants</li> </ul>	<ul style="list-style-type: none"> <li>• Incentives made available to developers of new construction</li> </ul>	<p><b>Addressed though Housing Strategy</b> and the Affordable Housing Reserve Fund policy review</p>
4.8	Review planning regulations and by-laws in all of the local municipalities to identify any unnecessary restrictions to the development of new affordable housing units	<ul style="list-style-type: none"> <li>• Parking requirements</li> <li>• Secondary suites (see 3.3)</li> <li>• Gap analysis of condominium conversion and demolition control policies</li> </ul>	<ul style="list-style-type: none"> <li>• Regulations and by-laws are reviewed and (if warranted) amended</li> </ul>	<p><b>Addressed though Housing Strategy</b></p> <p>Strategy should consider changes to planning policy, regulations and procedures or other regulatory amendments are required to meet the Strategy's objectives and make recommendations</p>



	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
4.9	Advocate to the Province to permit inclusionary zoning (i.e. require a given share of new construction to be affordable by people with low- to moderate incomes)		<ul style="list-style-type: none"> <li>• Changes to provincial planning regulations</li> </ul>	<p><b>City interest addressed elsewhere</b></p> <p>Although municipal advocacy regarding housing funding is important to advancing housing objectives. It is outside of the Strategy's scope. It is expected that the needs identified in the Strategy will be a useful tool to inform City advocacy.</p>
5.4	<p>Leverage funding from other levels of government/ministries to increase the supply of transitional housing units, in</p> <p>particular for families, victims of domestic violence, youth exiting the child welfare system, and individuals leaving incarceration</p>	<ul style="list-style-type: none"> <li>• Wyndham House's Suffolk and Bellevue Houses</li> <li>• Lutherwood's Family in Transition programme</li> <li>• Woodgreen's Homeward Bound (Toronto)</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in the number of transitional housing units created</li> </ul>	<p><b>Addressed through Housing Strategy</b></p> <p>Strategy will determine the effective affordable housing incentives that leverage senior government funding especially as it relates to an updated affordable housing reserve policy</p>

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
7.4	Encourage landlords to adopt the FRPO's Certified Rental Building Programme, which aims to protect tenants from renting in a poorly maintained building or from a property manager that offers an inadequate quality of service to its tenants	<ul style="list-style-type: none"> <li>• Williams McDaniel buildings in Guelph</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in the number and proportion of multi-residential properties designated as Certified Rental Buildings</li> </ul>	<p><b>City interest addressed elsewhere</b></p> <p>The City is considering implementing a shared rental housing licencing system that may address similar issues. The Affordable Housing Strategy should address any relationship between these systems if appropriate</p>
8.2	Continue to monitor research trends and identify best practices that are appropriate for adaptation to the local context	<ul style="list-style-type: none"> <li>• Pocket housing (small residences)</li> <li>• Housing First</li> <li>• Human services integration</li> <li>• Social housing redevelopment and regeneration</li> <li>• Environmental sustainability and energy conservation</li> </ul>	<ul style="list-style-type: none"> <li>• Commitment (including financial resources) to conduct research</li> <li>• Extent to which research meets an identified need</li> </ul>	<p><b>Addressed though Housing Strategy</b></p> <p>Strategy should determine review and respond to emerging and best practices and be updated regularly to capture new and emerging trends</p>

	<b>Actions</b>	<b>Examples</b>	<b>Measures of Success</b>	<b>Relationship to the Affordable Housing Strategy</b>
8.3	Monitor and communicate the outcomes of the HHP on a regular basis		<ul style="list-style-type: none"> <li>• Annual progress report released</li> <li>• HHP updated every 5 years or when major programme changes occur</li> </ul>	<p><b>Addressed though Housing Strategy</b></p> <p>The Affordable Housing Strategy should develop a robust housing monitoring system that would assist in this monitoring outcomes</p>

## ATTACHMENT 2 - PROJECT CHARTER

<b>PROJECT NAME:</b>	Housing Strategy 2014		
<b>CURRENT PHASE:</b>	Phase I	<b>VERSION #</b>	
<b>PROJECT TEAM:</b>	Melissa Aldunate, Manager of Policy Planning and Urban design Joan Jylanne, Senior Policy Planner Tim Donegani, Policy Planner Karen Kawakami, Social Services Policy and Program Liaison	<b>DATE:</b>	April 7, 2014
<b>PROJECT SPONSOR:</b>	Todd Salter, General Manager of Planning Services Barbara Powell, General Manager of Community Engagement and Social Services		

<b>PROJECT PRIORITY</b>	
<b>PROJECT TYPE:</b> (Strategic, Operational or Local)	<b>Strategic</b>
<b>PROJECT PRIORITY:</b> (High, Medium or Low)	<b>Medium</b>

### PROJECT DEFINITION

<p><b>PROJECT PURPOSE:</b> Describe the project and the reason it is required?</p> <p>The provision of a full range and mix of housing to meet the changing needs of all types of households is a fundamental component of Guelph’s sustainable community vision, and is one of the key focus areas of the Guelph Wellbeing initiative. The Guelph Wellbeing initiative has the goal of providing each person the best quality of life in Guelph and has recognized housing safety, affordability, income and accessibility as an emerging theme.</p> <p>The Growth Plan for the Greater Golden Horseshoe includes a requirement that:  Upper and Single Tier municipalities will develop a housing strategy in consultation with lower-tier municipalities, the Minister of Municipal Affairs and Housing and other appropriate stakeholders. The housing strategy will set out a plan, including policies for official plans, to meet the needs of all residents, including the need for <i>affordable</i> housing, - both home ownership and rental housing. The housing strategy will include planning and development of a range of housing types and densities to support the achievement of the <i>intensification target</i> and <i>density target</i>.</p> <p>Through the 5-year update to the Official Plan (OPA 48), the City established an annual affordable housing target requiring that an average of 30% of new residential development be affordable housing (27% ownership and 3% rental). OPA 48 provided updated housing policies on the basis of background work completed through the Affordable Housing Discussion Paper. This replaces the current OP policy encouraging 25% of potential units in large subdivisions to be designed for moderate and lower income households. OPA 48 includes policies to support the creation of affordable housing units and acknowledges that a more detailed implementation strategy is required. OPA 48 defined Affordable Housing as:</p> <ul style="list-style-type: none"> <li>i) In the case of ownership housing, housing for which the purchase price is at least 10 percent below the average price of a resale unit in the City of Guelph</li> <li>ii) In the case of rental housing, a unit for which the rent is at or below the average market rent of a unit in the City of Guelph</li> </ul> <p>The Affordable Housing Discussion Paper determined the 2008 benchmarks as \$237,000 for ownership and \$883/month for rental.</p> <p>The Affordable Housing Strategy will provide the implementation framework for the Official Plan’s affordable housing</p>
---

## ATTACHMENT 2 - PROJECT CHARTER

objectives and policies and may recommend revisions to policies and mechanisms to further support affordable housing and will outline a method of monitoring achievement of the target. The Strategy will also provide details as to how the City has met the other housing strategy requirements of the Growth Plan, i.e. planning for the full range and mix of housing. The Housing Strategy will include a review of the Housing and Homelessness Plan completed by the County of Wellington as the Service Manager with a focus on actions related to increase the supply and mix of affordable housing options for low-to-moderate income households. The intent is to create complementary and value-added strategies reflective of our on-going work with the Service Manager.

The Strategy will:

- define the housing continuum and what portions are within the City's jurisdiction;
- clarify the City's role in addressing issues along the continuum (principally market ownership and rental housing);
- respond to the relevant recommendations of the Housing and Homelessness Plan for Guelph Wellington (HHP) and other key documents;
- gather and analyse updated housing data (e.g. update the affordable housing benchmarks prices/rents and further specify the City's housing needs and supply)
- identify housing issues (e.g. what type and size units are needed, safety and quality concerns, and lack of housing options);
- re-examine the method of developing the housing benchmarks and confirmation of the 30% target;
- develop a program for monitoring the achievement of the City's housing objectives; and
- Review the relevance of the Affordable Housing reserve fund in the context of the City's role in affordable housing. If it is determined that its should be maintained, establish an Affordable Housing Reserve Fund policy to guide the City's discretionary financial contributions to affordable housing projects and explore an on-going funding source.

**PROJECT GOALS:** What is the project trying to achieve, in detail?

- To understand the demand and supply for housing and determine housing needs
- To identify affordable housing issues that should be addressed by the City
- To determine municipal best practices to address the housing issues
- To recommend land use planning and other tools to address the identified housing issues including those that increase the supply of affordable housing. Tools may include amendments to the planning policies, regulations and/or procedures such as the Zoning By-law, development review process, and other corporate policies and practices.
- To determine if there is an on-going role for an Affordable Housing reserve fund. If so:
  - establish a policy, and potentially program(s), to guide effective use of the Affordable Housing Reserve Fund
  - identify an on-going funding mechanism for the Affordable Housing Reserve Fund
- To outline a monitoring framework for the achievement of housing objectives and policies

**CRITICAL SUCCESS FACTORS:** What factors will have to be achieved for the project to be successful?

- Support from internal departments including Community and Social Services, Development Planning, Legal and Realty Services and Finance.
- Stakeholder support of work and building consensus on scope
- Access to resources and data
- Communication and on-going dialogue with Wellington County staff

**PROJECT STRATEGY:** At a high level, how are you going to achieve your project goals?

- Build consensus among Council and stakeholders on the appropriate scope for the Housing Strategy and for the City's responsibilities and involvement along the housing continuum
- Research and summarize relevant components of key background documents
- Collect and analyse housing data to identify housing needs and supply
- Research municipal best practices for achieving housing objectives



## ATTACHMENT 2 - PROJECT CHARTER

- |   |
|---|
| <ul style="list-style-type: none"> <li>• Consult with the public on findings and key directions – e.g. open houses, focus groups</li> <li>• Staged approach to reporting to Council and stakeholders</li> </ul> |
|---|

- |   |
|---|
| <p><b>PROJECT BENEFITS:</b> What are the tangible and intangible benefits of the project?</p> <ul style="list-style-type: none"> <li>• Effective monitoring of housing targets allows better management and policy responses to emerging issues</li> <li>• A framework of policies, procedures and programs that help achieve the targets and respond to housing issues that arise</li> <li>• Clear work plan for on-going housing issues</li> <li>• Clarify City roles and responsibilities in affordable housing and the City’s capacity to affect change</li> <li>• Provide clarity to the development industry regarding their role in achieving targets</li> <li>• Provide Council with guidance on the potential benefits of an Affordable Housing Reserve Fund and explore an on-going funding source with links to other funding initiatives</li> <li>• Enhance connection of housing to other Departmental initiatives/strategies, eg. Development approval process, Development Priorities Plan, Annual Building Monitoring Report, Guelph Wellbeing initiative and the Older Adult Strategy</li> <li>• Enhanced relationships with Wellington County, Guelph &amp; Wellington Developers Association (GWDA), and Guelph and District Homebuilders’ Association (Homebuilders)</li> <li>• Increased corporate and community attention on affordable housing issues</li> </ul> |
|---|

**PRODUCT DEFINITION**

- |   |
|---|
| <p><b>END PRODUCTS:</b> At the end of the project, what products will the project deliver?</p> <ul style="list-style-type: none"> <li>• Housing Strategy</li> <li>• Implementation plan</li> <li>• Recommendations for updates to OP policy and Zoning regulations</li> <li>• Recommendations regarding a potential Affordable Housing Reserve Fund policy and funding model</li> <li>• Template for an annual Housing Report including potential modifications to existing monitoring and reporting protocols</li> </ul> |
|---|

- |  |
|--|
| <p><b>KEY INTERIM PRODUCTS:</b> During the project what are the key interim products to be delivered?</p> <ul style="list-style-type: none"> <li>• Background Report – Context for the Strategy</li> <li>• Community Engagement and Communications Plan</li> <li>• Discussion Paper - data analysis, housing issue identification and best practices review</li> <li>• Directions Report – analysis of tools and proposed recommendations</li> </ul> |
|--|

- |  |
|--|
| <p><b>DATA REQUIREMENTS:</b></p> <ul style="list-style-type: none"> <li>• 1991-2011 Census Data at City level</li> <li>• 2011 National Household Survey Data at City level</li> <li>• Housing Sales Data at City Level, Resale and New (MPAC data mining)</li> <li>• Other Estimates of Rental Housing Stock</li> <li>• New supply information (Building Department Reports, CMHC reports, Development Priorities Plan)</li> <li>• Rental Prices and Vacancy Rates (CMHC reports)</li> <li>• Social housing waiting list analysis (County of Wellington)</li> <li>• Guelph Wellington Need and Demand Study (2012)</li> <li>• CMHC Secondary Rental Market information (if possible)</li> <li>• Housing Needs Survey (optional primary data collection)</li> </ul> |
|--|

**PROJECT SCOPE**

<p>It is expected that data collection, issue identification, and consultation with staff and other stakeholders may lead to refinements to the proposed project scope.</p>	
<p><b>PROJECT SCOPE IS (INCLUDES):</b></p>	<p><b>PROJECT SCOPE IS NOT (DOES NOT INCLUDE):</b></p>

## ATTACHMENT 2 - PROJECT CHARTER

<ul style="list-style-type: none"> <li>• A framework for supporting the achievement of the affordable housing target</li> <li>• Updated Affordable Housing Reserve Fund policy</li> <li>• Confirmation of the affordable housing benchmarks</li> <li>• Recommended approach to ongoing updates to the benchmarks</li> <li>• Development of a monitoring program</li> <li>• Clarification of City’s role across the housing continuum</li> <li>• Recommended Official Plan and Zoning regulations</li> </ul>	<ul style="list-style-type: none"> <li>• Addressing Housing managed and funded by other levels of government including the Service Manager (although Affordable Housing Reserve Fund policy may consider out of scope elements of the housing continuum)</li> <li>• Roles, relationships and funding arrangements between the City and County. However, the housing strategy may provide direction to inform decisions regarding the discretionary funding the City provides to the County on social housing</li> </ul>
---	---

### PROJECT PARAMETERS

<b>SCHEDULE:</b> A high level outline of key dates		
April	2014	Council to receive Background report and Staff Report and approve project charter
Winter	2015	Report to Council on discussion paper including data analysis, community engagement approach and detailed work plan
Spring	2015	Release Housing Strategy Directions Document and Continue Community Engagement
Fall	2015	Public Release of Draft Housing Strategy
Winter	2016	Council Approval of Final Housing Strategy

<b>BUDGET:</b> The total estimated budget, broken down into key product and dates, when possible.
Council has approved a Capital Budget of \$40,000 for completion of the Housing Strategy.

### RISK ASSESSMENT:

<b>BEGINNING ASSUMPTIONS:</b>
<ul style="list-style-type: none"> <li>• It is assumed that the City’s Local Growth Management Strategy, OPA 39 and OPA 48 meet the Growth Plan’s requirement for a Housing Strategy that plans for “a range of housing types and densities to support the achievement of the intensification target and density target.”</li> <li>• Many households have incomes that don’t allow them to be housed in market housing no matter how successful the City is in achieving its housing objectives. Furthermore many people have special needs beyond economic needs, which present other housing issues. The County of Wellington as Service Manager has responsibility for providing housing services from the centre to the left end of the housing continuum including homelessness, emergency shelters, transitional housing and social housing. City Official Plan policy supports the development and retention of special needs housing (emergency shelter, transitional housing and supportive housing) in conjunction with the County, Provincial and Federal governments. While recognizing that many of the initiatives identified through the Housing Strategy may provide benefits across the continuum, the Housing Strategy will focus on increasing the supply of affordable market housing, a clear area of City jurisdiction as the land use planning authority.</li> <li>• The City will continue to fund the County as Service Manager that administers many housing services, both discretionary and nondiscretionary. However, as evidenced by Council’s response to recent funding requests from affordable housing providers, there may be political will to spend tax dollars, staff resources and political capital, beyond the mandated contributions, to support the development of affordable housing through the Affordable Housing Reserve Fund.</li> <li>• That the strategy will be developed primarily in house and with limited outside consulting support. City staff will look to Wellington County staff to provide some data, knowledge and expertise and to dovetail with County initiatives where appropriate.</li> <li>• Provincial and Federal Funding for new affordable housing supply is limited and not predictable.</li> </ul>

<b>KNOWN CONSTRAINTS:</b> Resource, Schedule, Budget or other constraints
---

## **ATTACHMENT 2 - PROJECT CHARTER**

- Staff time – various departments involved with other high-priority projects
- Stakeholders' availability and commitment to provide feedback throughout a multi-year project
- Former areas of Provincial responsibility are increasingly devolving to the Service Managers and municipalities; there is limited provincial support available for policy development
- Data availability, timing to acquire and cost