

## **Report to Committee**

To:

Planning Committee

Date:

May 8, 2019

From:

Kim Somerville

File:

01-0095-20-5006/Vol

Manager, Community Social Development

01

Re:

Affordable Housing Strategy (2017–2027) – 2018 Update

#### **Staff Recommendation**

That the Affordable Housing Strategy (2017–2027) – 2018 Update be distributed to key stakeholders and posted on the City website.

Kim Somerville

Manager, Community Social Development

(604-247-4671)

Att. 2

REPORT CONCURRENCE					
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER			
Real Estate Development Applications Policy Planning Corporate Communications		Gren			
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS:	APPROVED BY CAO			

#### Staff Report

#### Origin

In March 2018, City Council approved the City of Richmond Affordable Housing Strategy (2017–2027), an action-oriented framework that guides the City response to creating and maintaining safe, suitable and affordable housing options for Richmond's current and future residents. To accomplish this, the Strategy defines five strategic directions and over 60 actions for implementation over a 10 year period (2017–2027).

This report provides an update on the implementation of the Affordable Housing Strategy (2017–2027) for 2018, with particular emphasis on the progress made on short term and ongoing actions (Attachment 1).

This report supports the Social Development Strategy Goal #1: Enhance Social Equity and Inclusion:

Strategic Direction #1: Expand Housing Choices
Action 1 – Implement, monitor, and enhance the Richmond Affordable Housing Strategy.

This report also supports the Affordable Housing Strategy's Strategic Direction #5, Building Awareness and Information Sharing:

Action 5.2: Monitoring and Reporting:

- (a) Publish an updated annual report (housing report card) on affordable housing targets and track progress achieved to date; and
- (b) Continue to update the City's affordable housing website reporting out on projects and initiatives.

## **Analysis**

Housing affordability continues to be a critical challenge for many households in Richmond. This impacts a diverse mix of households, including individuals living alone, families, youth, seniors and individuals experiencing or at risk of homelessness.

Within this context, the City of Richmond is committed to playing a leadership role within the affordable housing sector. Since 2017, the City has used a range of tools, including policies, City funding, land contributions and partnerships, to secure more than 2,000 new affordable housing units comprised of:

- 799 Low-End Market Rental units;
- 37 ARTS units, affordable housing units for artists in Richmond;
- 726 market rental units:
- 535 non-market housing units;
- 304 secondary suites secured through rezoning; and
- 25 entry level home ownership units.

As of 2019, the City is involved in meeting a range of housing needs at most points along the housing continuum, including emergency shelters, supportive housing, non-market housing, low-end market rental and market rental (Table 1).

Table 1: City of Richmond Housing Continuum

Subsidized Short-Term Accommodation		Affordable Housing			Market Housing		
Emergency Shelter (including Extreme Weather Response Shelters)	Transitional Housing	Supportive Housing	Non- Market/ Social Housing	Low-End Market Rental Housing	Affordable Homeown- ership	Market Rental (including purpose built and secondary market)	Market Homeown- ership

Note: this Housing Continuum was updated in April 2019 to include Supportive Housing.

#### Affordable Housing Strategy 2017–2027

A significant milestone achieved in 2018 was City Council's adoption of the City's Affordable Housing Strategy 2017–2027. The purpose of this updated Strategy is to ensure that the City's response to housing affordability challenges remains relevant and reflects the key priority groups in need and housing gaps. To provide long-term focus, the Strategy is guided by the following vision statement:

Ensure that Richmond remains a liveable, sustainable community and that the City continues to take an active role to maintain, create, and facilitate diverse and affordable housing choices for current and future residents.

To carry out this vision, five strategic directions with more than 60 specific actions have been developed. The five strategic directions are as follows:

- 1. Use the City's regulatory tools to encourage a diverse mix of housing types;
- 2. Maximize use of the City resources and financial tools;
- 3. Build capacity with non-profit housing and service providers;
- 4. Facilitate and strengthen partnership opportunities; and
- 5. Increase advocacy, awareness and education roles.

#### 2018 Highlights

The Affordable Housing Strategy (2017–2027) – 2018 Update (Attachment 1) highlights a variety of achievements made during the Strategy's first year of implementation. Through collaborative actions with a range of local stakeholders and the provincial government, significant progress has been made in achieving a number of the actions identified in the Strategy. Highlights of 2018 achievements include the following:

- Throughout 2018, the City worked with BC Housing and The Salvation Army to support the renovation of a building to provide a new emergency shelter at 12040 Horseshoe Way. This shelter will provide 30 accessible beds for men and women experiencing homelessness in Richmond. The City continues to work with project partners on the development of the shelter, which is expected to open in mid-2019;
- The City worked with BC Housing to support the development of the Temporary Modular Supportive Housing, a 40-unit building that provides both housing and on-site services for individuals experiencing homelessness in Richmond. This type of housing fills a significant housing gap for individuals seeking to exit the shelter system or streets, and move towards housing independence and improved quality of life;
- The Storeys development was awarded the Canadian Planning Institute Award for Planning Excellence in Social Planning. The Storeys development exemplifies a unique partnership between all three levels of government and five non-profit housing providers to create 129 units of supportive and affordable housing units. This national award recognizes Richmond's continued innovation in addressing housing affordability needs;
- City Council approved updates to the Low-End Market Rental program. These updates
  included increasing the built affordable housing contribution for the Low-End Market
  Rental program from 5 percent to 10 percent of a development's total residential floor
  area. From 2007–2017, on average the City secured 45 affordable housing units annually.
  In contrast, the City secured 168 units in 2018;
- The City increased the Cash-in-Lieu contributions associated with the Low End Market Rental program. The Affordable Housing Strategy 2017–2027 sets a target of \$1.5 million in annual cash-in-lieu contributions. In 2018, the City exceeded this goal and secured a total of \$1.8 million; and
- In 2018, the City initiated a process to update the Richmond Homelessness Strategy. Updating the Strategy will include a series of steps, including analysis of statistics, best practice research, meetings with a Steering Committee created for the project, and public engagement activities. The Strategy, which will guide the work of the City and key stakeholders over the next ten years, is anticipated to be completed in summer 2019.

#### **Next Steps**

The Affordable Housing Strategy (2017–2027) – 2018 Update will be used to inform the public and key stakeholders about the City's affordable housing achievements. Following City Council approval, staff will distribute the report to key stakeholders and post the 2018 Update document on the City's website.

#### Financial Impact

None.

#### Conclusion

In 2018, the City worked proactively with its partners to advance several key affordable housing initiatives, including policy updates and the Temporary Modular Supportive Housing project. The City also continues to play a leadership role in securing Low-End Market Rental units, working with non-profit organizations to develop stand-alone affordable housing buildings and working with other levels of government to advocate for increased affordable housing in Richmond.

Through these and other actions, the City of Richmond remains committed to increasing housing choices for Richmond residents. In addition to numerous social benefits, affordable housing provides direct and indirect benefits to the local economy by catalyzing construction activity, and providing a crucial supply of workforce housing, which supports a healthy business mix in the city. In total, investments in affordable housing are crucial to creating a diverse, inclusive and strong community in Richmond.

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Att. 1: Affordable Housing Strategy 2017-2027: 2018 Update

Att. 2: Status of Actions (2018)



CITY OF RICHMOND

AFFORDABLE HOUSING STRATEGY

2017–2027 2018 UPDATE

**PLN - 16** 



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## Introduction

Affordable housing is fundamental to the physical, economic and social wellbeing of individuals and families, and is an important component of diverse and inclusive communities. The City of Richmond is known as a leader in addressing affordable housing issues. After being the first municipality in Metro Vancouver to establish an Affordable Housing Reserve Fund in the mid-1990s, the City has consistently used a range of tools to facilitate the development of affordable housing for a range of social and demographic groups.

This 2018 Update report provides a high-level summary of what the City and community partners achieved regarding affordable housing in 2018. Work accomplished in 2018 was guided by the Affordable Housing Strategy 2017-2027, an action-oriented framework that guides the City's actions to maintain and create safe, suitable and affordable housing options for Richmond's residents. Since the Strategy was adopted by City Council in March 2018, there has been significant progress in addressing short-term (1-3 years) and ongoing actions.

In particular, the City continued to demonstrate its leadership role in the affordable housing sector through:

- Partnering with senior levels of government, the private and non-profit sectors on the development of much needed affordable housing options in Richmond:
- Various financial contributions, such as the use of municipal land, direct funding, and relief from various development fees (e.g. development cost charges);
- Regulatory policies to mandate affordable housing, specifically the Inclusionary Housing Policy; and
- Education and advocacy to help raise community awareness of local affordable housing issues, and to encourage an increased role and greater support by senior levels of government.

Through these and other actions, the City of Richmond remains committed to increasing housing choices for Richmond residents. In addition to numerous social benefits, affordable housing provides direct and indirect benefits to the local economy by catalyzing construction activity, and providing a crucial supply of workforce housing, which supports a healthy business mix in the city. In total, investments in affordable housing are crucial to creating a diverse, inclusive and strong community in Richmond.



# **About the Strategy**

A significant milestone achieved in 2018 was City Council's adoption of the City's Affordable Housing Strategy 2017–2027. The Strategy is an action-oriented framework that guides the City's response to create and maintain safe, suitable and affordable housing options for Richmond's current and future residents. The Strategy is the result of a multi-phase process, which included a review of former policies and practices in Richmond, best practice research from other cities, economic analysis, and comprehensive stakeholder and public engagement.

The purpose of the Affordable Housing Strategy 2017–2027 is to ensure that the City's response to housing affordability challenges remains relevant and reflects the key priority groups in need, as well as housing gaps. As defined in the Affordable Housing Strategy 2017–2027, the priority groups in need of affordable housing are as follows:

- Families, including lone-parent families, families with children, and multigenerational families;
- Low and moderate income earners, including seniors, families, singles, couples, and students;
- Persons with disabilities;
- Low and moderate-income seniors; and
- Vulnerable populations, including households on fixed incomes, persons
  experiencing homelessness, women and children experiencing family
  violence, individuals with mental health or addiction issues, and indigenous
  people.

In combination with the City's Social Development Strategy, the Market Rental Housing Policy, and the Richmond Homelessness Strategy, the *Affordable Housing Strategy 2017–2027* enables the City to use a range of tools and approaches to increase the supply of affordable housing for Richmond residents.

To provide long-term focus, the Strategy is guided by the following vision statement:

Ensure that Richmond remains a liveable, sustainable community and that the City continues to take an active role to maintain, create, and facilitate diverse and affordable housing choices for current and future residents.

To carry out this vision, five strategic directions with more than 60 specific actions have been developed. The five strategic directions are as follows:

- 1. Use the City's regulatory tools to encourage a diverse mix of housing types;
- 2. Maximize use of the City resources and financial tools;
- 3. Build capacity with non-profit housing and service providers;
- 4. Facilitate and strengthen partnership opportunities; and
- 5. Increase advocacy, awareness and education roles.

The following sections of this report supplement the information provided in the Strategy, with greater emphasis on the City's overall role in affordable housing, current funding programs, the affordable housing needs of Richmond residents, and a summary of achievements completed in 2018.

For a glossary of Richmond affordable housing terms, see Appendix A.

## City Role in Affordable Housing

Housing affordability continues to be a critical challenge facing Richmond and Metro Vancouver. Solutions to housing affordability are complex and cannot be solved by any single organization or level of government. Collaboration and partnerships among many partners, including all levels of government, the private and non-profit sectors, is essential for the creation of affordable housing units in Richmond.

Within this context, the City of Richmond is committed to playing a leadership role to increase the supply of affordable housing in Richmond. Over the past 10 years, the City has used a range of tools, including policies, City funding, land contributions, and partnerships, to secure more than 2,000 new affordable housing units comprised of Low-End Market Rental, non-market housing, secondary suites, market rental units, and entry level home ownership units. The City also works proactively to lead research, planning, and communication initiatives to ensure all residents and stakeholders are informed about affordable housing best practices and local housing needs.

Increasing the supply of affordable housing requires dedicated, sustainable sources of funding, which must be provided by all levels of government. Accordingly, the City works to provide land and capital contributions, which are intended to leverage significant levels of funding from the provincial and federal governments. On an ongoing basis, City staff work with BC Housing and staff from the Government of Canada to advocate for sources of funding for affordable housing developments in Richmond.

As guided by the Affordable Housing Strategy and the Social Development Strategy, the City acknowledges that a broad range of housing choices are required to meet the needs of Richmond residents. As of 2018, the City is involved in housing projects along the housing continuum—from emergency shelters to supportive housing and market rental housing—to help ensure that all residents have access to housing that meets their unique needs (see Figure 1).



#### 4 | City of Richmond Affordable Housing Strategy

Figure 1: City of Richmond Housing Continuum

Subsidized S Accommoda		Affordable	Housing			Market Hou	using
Emergency Shelter (including Extreme Weather Response Shelters)	Transitional Housing	Supportive Housing	Non- Market/ Social Housing	Low-End Market Rental Housing	Affordable Homeown- ership	Market Rental (including purpose built and secondary market)	Market Homeown- ership

Note: This Housing Continuum was updated in April 2019 to include Supportive Housing.

## **A Changing Funding Climate**

Since 2017, the federal and provincial governments have launched both new housing strategies and affordable housing funding programs. For example, in November 2017, the federal government released *A Place to Call Home: Canada's National Housing Strategy*, the first strategy to focus on housing affordability needs at the national level. The Strategy introduced several new grant funding programs and established a target of developing 60,000 new affordable housing units across the country over a ten-year period.

In 2018, the provincial government released Homes for *B.C.: A 30-Point Plan for Housing Affordability in British Columbia*. In support of this plan, BC Housing announced funding for the development of more affordable housing with a focus on supportive housing, women's transition housing, and Indigenous housing. All funding opportunities are centred on a partnership model and municipalities are encouraged to provide available land.

The City continues to work with other levels of government to advocate for increased affordable housing investments that meet the needs of Richmond residents. The City also continues to monitor new provincial and federal funding programs to identify opportunities to partner with local organizations to increase the supply of affordable housing in Richmond.

# **Richmond Housing Affordability Profile**

Housing affordability is a relative term that associates housing costs to a household's total income. Housing affordability guidelines established by the federal government through the Canadian Mortgage and Housing Corporation state that housing costs should not exceed 30 percent of a household's annual before-tax income. In 2016, 8,870 renter households in Richmond spent more than 30 percent of their household income on shelter costs. Of these households, 5,060 spent more than 50 percent of their income on housing. meaning they likely experienced "severe" housing affordability challenges.

The 8,870 renter households experiencing housing affordability challenges in Richmond are comprised of a diverse mix of social and demographic groups. Based on 2016 Census data, key trends for these renter households include:

- All household types are experiencing housing affordability issues. For example, 41% of the 8,870 households are one-person households (individuals living alone), while 20% are couple families with children, and 14% are lone-parent families with children. These statistics suggest that a balanced mix of unit sizes (1 bedroom, 2 bedrooms, 3 bedrooms, etc.) is required;
- The majority of households experiencing housing affordability issues have low or very low incomes. In 2016, 40% of these households earned less than \$20,000 and 36% earned between \$20,000 and \$40,000. These numbers suggest that there is significant need for additional non-market housing units in Richmond, with additional demand for low-end market rental and market rental units; and
- All age groups, including youth and seniors, are experiencing housing affordability challenges. 11% of the identified households are youth between the ages of 15 and 24; 50% are between 25 and 55; and 39% are 55 years and over.

Other key housing affordability trends include:

- In 2018, 858 Richmond households were waiting for affordable housing units managed by BC Housing. Households often wait between 5-7 years before receiving affordable housing;
- According to the Metro Vancouver Homeless Count, there were 70 Richmond residents experiencing homelessness in 2017. This number represents an 84% increase compared to the data from the 2014 Homeless Count. In 2018, local services providers estimated that over 120 residents are experiencing homelessness;
- Richmond's rental market continues to be challenging for renter households. For example, average market rent in Richmond increased by 25% over the past five years—from \$1,060 a month in 2013 to \$1,323 in 2018; and
- In 2018, the private-market rental vacancy rate in Richmond was 0.7%. A vacancy rate of 3% is considered the minimum for a balanced or healthy rental market where renter households have sufficient choice in housing types and price points. **PLN - 23**





# **Progress and Key Achievements**

The Affordable Housing Strategy 2017–2027 outlines over 60 actions to be implemented over a ten year period. The purpose of this section is to provide an overview of accomplished highlights in short-term (1-3 years) and ongoing actions that have occurred in 2018.

### **Strategic Direction 1:**

Use the City's Regulatory Tools to Encourage a Diverse Mix of Housing Types

### Why is this direction important?

The City's most effective tool within its legislative authority to address housing affordability is long-term land use planning and the review of development applications to ensure a diverse mix of housing types are built. Under the Provincial Municipal Government Act, cities can require developers to make affordable housing contributions in exchange for additional density beyond what is permitted under the Zoning Bylaw (e.g. Inclusionary Zoning Policy). This is an important tool as it helps to create mixed income and socially inclusive communities.

- On July 24, 2017, City Council approved updates to the Low-End Market Rental program. Units secured through this program are intended to provide rental housing option for low-moderate families and individuals earning between \$34,000-\$58,000 annually. Program updates included increasing the built affordable housing contribution for the Low-End Market Rental program from 5% to 10% of a development's total residential floor area. From 2007–2017, on average the City secured 45 affordable housing units annually. In contrast, the City secured 168 units in 2018. Since the City's previous Affordable housing Strategy was adopted in 2007 until 2018, the City secured 620 Low-End Market Rental units through development.
- The City continues to require the inclusion of family-friendly housing units in Low-End Market Rental developer contributions. This policy helps ensure that family appropriate housing continues to be available in Richmond so that households can remain within their community as they grow. In 2018, the City secured 100 family-friendly 2 and 3 bedroom units through the Low-End Market Rental program. This number represents almost 60% of the total Low-End Market Rental units secured in 2018.
- The City continues to monitor program requirements for Low-End Market Rental units through a regular Statutory Declaration process. Through this process, the City works with property managers of the Low-End Market Rental units to ensure that the units are tenanted by qualifying households and that they are rented at affordable rates as per the direction provided in the Affordable Housing Strategy 2017–2027.



- On July 24, 2017, the City updated the Cash-in Lieu contribution rates for the Low-End Market Rental Program. The Affordable Housing Strategy 2017–2027 sets a target to secure \$1.5 million annually through developer contributions. In 2018, the City exceeded this goal and secured a total of \$1.8 million. Cash-in lieu contributions are vital to the City's ability to support innovative affordable housing projects, such as the Storeys project (129 affordable rental units for vulnerable families and individuals) and the Kiwanis Towers (296 affordable rental units for low-income seniors). In total, the City has supported the development of 575 non-market housing units between 2007 and 2018.
- The Affordable Housing Strategy establishes a target of securing 85% of all Low-End Market Rental units as Basic Universal Housing. In 2018, the City exceeded this target—98% of all Low-End Market Rental units were secured as Basic Universal Housing. This housing standard enables apartment units to be visited or occupied by a person with accessibility requirements. Basic Universal Housing also enables individuals to remain in their homes as they age.
- The City continues to accept secondary suites in single-family developments as part of an applicant's affordable housing contribution. The purpose of secondary suites is to create rental options in neighbourhoods where homeownership is the primary housing tenure. In 2018, 24 secondary suites were secured through this process.
- The City's Market Rental Housing Policy was adopted by Council in September 2018. This policy aims to protect and enhance Richmond's market rental housing stock by providing incentives to the private sector for the development of market rental units. This policy complements the Affordable Housing Strategy 2017–2027, as it works to ensure this market rental housing remains part of Richmond's housing options.

## Strategic Direction 2:

Maximize Use of City Resources and Financial Tools

#### Why is this direction important?

Currently, the most challenging barrier to the development of affordable housing is the high cost of land. The City makes use of its resources, including land and cash contributions gained through development, to best address the housing needs of Richmond's residents and partner with other stakeholders to build innovative affordable housing developments. In addition, the City can utilize financial tools within the municipal jurisdiction to mitigate costs associated with development of affordable housing, such as waiving permit fees and development cost charges.

#### **Highlighted Achievements:**

• Throughout 2017 and 2018, the City acquired the property at 12040 Horseshoe Way and worked with BC Housing and the Salvation Army to support the renovation of a new emergency shelter. This shelter will provide 30 accessible beds for men and women experiencing homelessness in Richmond. The shelter will help address a significant shortage of shelter beds, and will significantly increase the resources available to women experiencing homelessness in the community. The new emergency shelter is anticipated to open in June 2019.

- The City worked in partnership with BC Housing to support the development of the Temporary Modular Supportive Housing on City-owned land at 6999 Alderbridge Way, a 40-unit building that provides housing and on-site services for individuals experiencing homelessness in Richmond. This type of housing fills a significant housing gap for individuals seeking to exit the shelter system or streets and move towards housing independence and improved quality of life. The Temporary Modular Supportive Housing opened in April 2019, and is managed by RainCity Housing, an experienced supportive housing operator.
- In 2018, the City partnered with BC Housing and The Salvation Army to use the South Arm Outdoor Pool facility for an Extreme Weather Response Shelter from November 2018 to March 2019. Extreme Weather Response Shelters are operated in communities across BC and are activated when weather conditions are deemed severe enough to present a substantial threat to the health of residents experiencing homelessness. During the 2018-2019 season, the extreme weather shelter was activated a total of 105 nights, averaging 20 individuals a night and received a total of 1,417 nightly visits. Note these numbers reflect the total clients served and not individual clients.
- The City continues to meet regularly with the Urban Development Institute and other representatives of the development community to explore opportunities to further enhance the impact of affordable housing developer contributions. These meetings enable opportunities to explore innovative options related to meet the housing affordability needs of Richmond residents.

## Strategic Direction 3: Build Capacity with Non-profit Housing and Service Providers

#### Why is this direction important?

Non-profit organizations play a critical role in meeting the needs of groups or households that may experience barriers to housing. Non-profit housing providers have expertise in development, tenant selection, as well as ongoing occupancy management. Further, wraparound services such as employment training, education, addictions recovery and immigration services can be integrated into housing projects that are managed by non-profit housing providers. Actions under this direction ensure that the City supports non-profit housing and social service providers to ensure they have the right tools and resources to meet the needs of their clients.



- On an ongoing basis, the City encourages developers to partner with non-profit housing providers for the management of Low-End Market Rental units. This partnership arrangement benefits tenants living in these units, as non-profit housing providers bring expertise in working with low-to-moderate income households. In 2018, 21 Low-End Market Rental units secured through development will be managed by non-profit housing providers.
- Annually, the City provides funding to non-profit organizations for programs that improve the quality of life for Richmond residents through the Health, Social & Safety Grant Programs. In 2018, the City provided \$598,464 to local programs that support services for vulnerable households, including outreach support. For example, the Parish of St. Alban's received a grant to support homeless individuals by providing a community meal, shower program, and information and referral services. Turning Point Recovery Society received a grant to support Drop-in Centre clients with outreach support and continuing after-care for those transitioning to housing at Storeys.
- In 2018, the City partnered with non-profit organizations to form a steering committee to support the development of the City's draft Homelessness Strategy 2019–2029. The draft Strategy, brought forward for Council consideration in May 2019, is intended to guide the collaborative work within the homeless-serving system in Richmond over the next ten years. The steering committee was fundamental in shaping the general direction of the Strategy by highlighting current needs and potential gaps, and discussing opportunities to enhance existing local services.
- The City continues to enhance its practices for providing compassionate services at community facilities to residents experiencing homelessness. This includes exploring options to expand service provision (e.g. access to showers for people who are experiencing homelessness) to helping City facilities remain inclusive and provide opportunities for healthy, active living for all Richmond residents. In addition, the City is currently exploring opportunities to train frontline workers about homelessness and poverty. This training may include skills to interact with persons experiencing homelessness and an understanding of self-care for frontline workers.

## Strategic Direction 4: Facilitate and Strengthen Partnership Opportunities

### Why is this direction important?

A partnership approach is essential to address the complexity of housing affordability. As a leader, the City is well-positioned to facilitate collaboration among key stakeholders to encourage the development of affordable housing. This strategic direction guides the City to capitalize on partnership opportunities ensuring that additional affordable housing options for priority groups in need are available, in addition to units secured through development contributions.

- In 2018, the City played a key role in two partnership projects for the development of affordable housing (e.g. Emergency Shelter at 12040 Horseshoe Way and Temporary Supportive Modular Housing at 6999 Alderbridge Way). The City also played a key role in facilitating collaborative efforts among a variety of partners (e.g. non-profit housing and service providers, BC Housing, Vancouver Coastal Health and the Richmond RCMP) to enable successful outcomes for the tenants living in the supportive housing. The City continues to take a leadership role in coordinating and facilitating community engagement regarding affordable housing developments.
- In 2016, City Council approved funding to hire a contract Homelessness Liaison in Richmond. In 2018, the Homelessness Liaison, hired through the British Columbia Non-Profit Housing Association, worked with local agencies that serve individuals experiencing homelessness. Primarily, this work focused on collaborative local data collection of residents experiencing homelessness. This data collection will support decision making regarding service provision to ensure that services are meeting the needs of the community. By expanding on the information collected through the Metro Vancouver Homeless Count, the City and its partners will be able to make effective, evidence-based decisions that best address housing affordability issues for Richmond residents.
- In 2018, the City continued to meet with local non-profit housing and service providers to learn about the changing needs of the community and to discuss opportunities to build capacity among existing services, including the Drop-in Centre and other outreach based support services. These meetings helped inform the development of the draft Richmond Homelessness Strategy, and will support future work with local housing providers.
- In 2018, the City continued to work in partnership with outreach workers and service providers to evaluate and respond to the needs of residents experiencing homelessness throughout the community. The City's Joint Operations Team meets regularly to discuss vulnerable individuals in Richmond that may have complex needs and require a number of supports. This team is made up of individuals from the City, Richmond RCMP, Richmond Fire Rescue, BC Ambulance and Vancouver Coastal Health.



#### **Strategic Direction 5:**

Increase Advocacy, Awareness and Education Roles

#### Why is this direction important?

The City of Richmond is well-positioned to understand the housing needs of Richmond residents. Accordingly, the City has prioritized working with the provincial and federal governments to advocate for increased funding for affordable housing developments in Richmond. The City also has the expertise and resources to play a primary role in educating and informing all Richmond residents about the importance of affordable housing for low-income residents and the community as a whole.

- In 2018, the Storeys development was awarded the Canadian Planning Institute Award for Planning Excellence in Social Planning. The Storeys development exemplifies a unique partnership between all three levels of government and five non-profit housing providers with the creation of 129 units of supportive and affordable housing units. This national award recognizes Richmond's continued innovation in addressing housing affordability needs.
- The City continued to provide public engagement opportunities to inform the community about specific policies, program and projects and the benefits of providing affordable housing in an inclusive community. In 2018, the City facilitated four public open houses, 10 public forums, and two Let's Talk Richmond public surveys regarding affordable housing and homelessness. The majority of these events were coordinated to support the Richmond Temporary Modular Supportive Housing engagement process.
- The City continued to provide accurate information to the public regarding affordable housing options in Richmond. In 2018, the City updated the Richmond Affordable Housing Guide, which provides a listing of all affordable housing options in Richmond, and all related website content to ensure that Richmond residents have accurate information when searching for housing that meets their needs.
- In 2018, the City continued to meet with key stakeholders to evaluate local affordable housing and service provision needs. These meetings help ensure that City policies and programs are effective and adaptive to meeting changing community needs. The City also continued to maintain a detailed list of affordable housing units secured through development to ensure that information is accurately communicated to stakeholders and the public. On an ongoing basis, the City tracks information regarding the housing types, bedroom sizes, date of occupancy and other characteristics for these units.
- In 2018, the City continued to prioritize building partnerships and advocate to other levels of government. For example, the City participated in two Metro Vancouver committees regarding affordable housing and homelessness to share information about the housing affordability needs of Richmond residents. These committees provide an opportunity for the City to highlight innovative Richmond based programs and to learn about emerging regional practices that may help increase the affordable housing

supply in Richmond. The City also participated in various workshops hosted by the federal and provincial governments to advocate for more affordable housing funding and to share information on how senior government housing policies and funding initiatives can be refined to better meet the needs of Richmond residents.

 In 2018, The City continued to research best practices regarding affordable housing development and homeless service provision to ensure that Richmond's programs and practices are effective to meeting the changing needs of the community. Specifically in 2018, the City provided background research on co-operative housing models and the expiration of federal operating agreements. This research was used to support the Rental Tenure Zoning work, which was brought forward for Council review in April 2019.





# **Next Steps**

Affordable housing benefits the entire community, offering both social and economic benefits. With continued leadership from the City of Richmond, and a commitment from the provincial and federal governments, the development of diverse affordable housing options will continue to ensure that Richmond remains a liveable community.

To further the work done to date, the City will continue to work on actions identified in the *Affordable Housing Strategy 2017–2027's* Implementation Plan. Priority work for 2019–2020 includes:

- Regularly monitoring existing units secured through the Low-End Market Rental program to ensure compliance with City policies and that the units are meeting the needs of low-moderate income households;
- Reviewing the Low-End Market Rental program requirements as directed by the Affordable Housing Strategy;
- Partnering with BC Housing and non-profit housing providers to continue to develop affordable housing for the identified priority groups in need;
- Initiating a public awareness campaign to inform Richmond residents about housing affordability issues, as well as the importance of providing affordable housing to low and moderate income households; and
- Undertaking financial analysis regarding the potential to implement new types of incentives to secure additional affordable housing units in Richmond.

## Conclusion

Guided by the Affordable Housing Strategy 2017–2027, the City of Richmond remains committed to meeting the diverse housing needs of Richmond residents. In 2018, innovative short-term actions (1-3 years) and ongoing actions were taken to increase the opportunities for Richmond residents to access a variety of affordable housing options. Some of these highlights include securing 168 low-end market rental units for low-moderate income households through development; securing \$1.8 million in cash-in-lieu contributions through development to direct towards future affordable housing projects; initiating two partnership projects that will lead to the creation of 30 inclusive and accessible shelter beds and 40 units of temporary supportive housing; and collaborating with key stakeholders to provide affordable housing options and services to Richmond low-income residents.

Moving forward, the City and its community partners will continue to work in collaboration to increase the supply of affordable housing in Richmond, educate Richmond residents about local housing issues, and work with the provincial and federal governments to advocate for additional funding to meet the needs of low-and-moderate income households.

# Appendix A: Glossary of Richmond **Affordable Housing Terms**

The following definitions have been developed based on standards set by the Canada Mortgage and Housing Corporation, BC Housing, and previous work completed by the City of Richmond.

## Affordable Housing Continuum

Affordable Housing is defined as rental or homeownership housing that requires up-front and/or ongoing direct government funding to meet the housing needs of households who are not able to find suitable housing in the market. Government funding ensures that affordable housing options have rental or mortgage payments below average market costs and are intended for households with very low, low or moderate incomes.

Subsidized Short-Term Accommodation		Affordable Housing			Market Housing		
Emergency Shelter (including Extreme Weather Response Shelters)	Transitional Housing	Supportive Housing	Non- Market/ Social Housing	Low-End Market Rental Housing	Affordable Homeown- ership	Market Rental (including purpose built and secondary market)	Market Homeown- ership

Note: This housing continuum was updated in April 2019 to include Supportive Housing.

#### **Definitions**

The City of Richmond uses the following definitions to refer to affordable housing options available in the community.

#### **Subsidized Short-Term Accommodation**

Emergency Shelters: Emergency shelter spaces provide temporary accommodation to residents experiencing homelessness. Emergency shelters provide programming, such as hot meals and referrals to physical and mental health supports, and are generally managed by non-profit service providers. During the winter months, additional Extreme Weather Response Shelter beds are activated in Richmond when weather conditions are deemed severe enough to present a substantial threat to the health of residents sleeping outdoors.

Transitional Housing: Transitional housing buildings provide temporary housing units and may provide various types of on-site supports. This type of housing is intended for individuals who require affordable housing to achieve stability in their lives but are expected to transition to other forms of housing, such as affordable housing or market rental housing. Examples of transitional housing include short-term accommodation provided to victims of domestic violence.



## **Affordable Housing**

Supportive Housing: Supportive housing provides self-contained housing units and on-site supports including daily meals, life-skills training and access to health services, and is intended for people who are very-low income and have experienced homelessness or periods of housing instability. Unlike transitional housing, supportive housing does not have a maximum length of stay and tenants are generally able to remain as long as needed. Although many supportive housing tenants will transition to other housing types, others will require on-site supports on a long-term basis to maintain housing stability.

Non-market or Social Housing: Long-term rental housing for residents who have low incomes. Monthly rents are generally charged at rent-geared-to-income rates (30% of a households income) or at 75% of average market rent. Non-market buildings generally do not provide on-site supports, although tenants can often access off-site programming and services. This housing type is also known as social housing community housing, and public housing.

Low-End Market Rental Housing: Low-End Market Rental Housing units are secured by the City of Richmond through an exchange for a density bonus through the Rezoning process. These units provide rents 10% below the average Canada Mortgage and Housing Corporation rents for Richmond and are intended for long-term occupancy for low-moderate income households that earn a maximum of 10% below the Housing Income Limits established by BC Housing.

Affordable Homeownership: Affordable homeownership refers to modest housing that is affordable for households who are independent and have earnings which are less than the median income and who are not otherwise able to purchase a housing unit in the market. These types of units do not require an ongoing government subsidy and mortgage payments can be made affordable with flexible lending terms, longer loan periods, or enforced caps placed on the selling price of the housing unit.

#### **Market Housing**

Market Rental: Rental units provided by the private market with no direct government capital grant funding. Richmond's supply of market rental includes purpose-built rental buildings, secondary suites provided in single-detached houses, and condominium units rented by individual owners.

*Market Homeownership:* Ownership units provided by the private market with no direct government capital grant funding.



## Affordable Housing Strategy (2017–2027) - Status of Actions (2018)

The following table provides a status update on the actions defined in the Affordable Housing Strategy 2017–2027 as of December 31, 2018.

Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
1. Use regulation tools to encourage a diverse mix of housing types and tenures	1.1 Low-End of Market (LEMR) unit contribution	Amend the LEMR policy to include: increase the built affordable contribution from 5% to 10% of total residential floor area, decrease in the threshold from 80 units to 60 units, flexibility to cluster or disperse LEMR units, and set minimum unit size targets so the LEMR units are not smaller than the average size of a comparable market unit in the development (Short-term)	Completed
	•	Undertake further analysis on occupancy management practices and review potential LEMR policy changes (Short-term)	In progress
		Work with other municipalities in Metro Vancouver to explore a coordinated approach to incentivize non-profit management of units secured through development (Short-term)	Not yet complete. To be initiated in 2020
		Review bi-annually the LEMR program (Ongoing)	In progress
		Review occupancy management challenges and opportunities as they arise, and review policies regularly to ensure issues are addressed (Ongoing)	In progress
	1.2 Cash-in Lieu	Increase the cash-in-lieu contributions (Short-term)	Completed
	Contribution	Continue to accept cash contributions for all townhouse developments and multi- family developments below	In progress

Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
		the 60 unit threshold (Ongoing)	
		<ul> <li>Review bi-annually cash-in lieu contributions and assess with changing market conditions (Ongoing)</li> </ul>	In progress
•		Work collaboratively with partners to help ensure other levels of government funding is directed towards non-market housing development, lowering the rents of LEMR units, or creating additional units above the 10% City requirement (Ongoing)	In progress
	1.3 Family- Friendly Housing	Adopt policy to require a minimum of 15% two bedrooms and 5% three plus bedrooms for all units secured through development to accommodate low-to-moderate income families (Short-term)	Completed
		• Review family-friendly targets for developments providing 30+ LEMR units and adjust if necessary (Shortterm)	Completed
		• Continue with the practice of negotiating the follow unit breakdowns: 10% studio; 30% one-bedroom; 30% two-bedroom; 30% three-bedroom (Short-term)	In progress
		Monitor the success of the policy and consider applying the same percentages of family-friendly units in all market developments (Medium-term)	Not yet complete
		Review bi-annually the family- friendly policy for LEMR units secured through development and assess with changing market	In progress

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Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
		conditions (Ongoing)	
	1.4 Secondary Suites	• For single-family rezonings, continue to review development applications and secure one of the following: (a) secondary suites on 100% of new lots developed, (b) secondary suites on 50% of new lots developed and a cash contribution on the remaining 50% of new lots created, or (c) a cash contribution on 100% of the new lots developed (Short-term)	In progress
		As part of the forthcoming Market Rental Policy, consider implementing a policy to facilitate "lock-off suites," or secondary suites, in townhouse developments (Short-term)	Completed
	•	<ul> <li>Track data on secondary suites that are lost through redevelopment, and continue to track suites gained through rezoning or sub</li> <li>division (Short-term)</li> </ul>	In progress
	1.5 Market Rental Housing	As per the Market Rental Policy, continue to require replacement of existing market rental housing lost through redevelopment or stratification as LEMR units (Short- term)	Completed
		As per the Market Rental Policy, consider policy options to protect existing market rental housing stock and tenants from displacement due to renovation/redevelopment (Shortterm)	Completed
		As per the Market Rental Policy, consider policy options to increase the supply of market rental units in Richmond (Short-term)	Completed

Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
Direction	1.6 Basic Universal Housing	Set a target of securing 85% of all LEMR and non-market units as Basic Universal Housing (Short-term)	Completed
		Secure LEMR and non-market units with Basic Universal Housing features (Ongoing)	In progress
		Encourage market developments to be built with Basic Universal Housing features (Ongoing)	In progress
		• Facilitate potential partnerships with non-profit housing providers and developers in the preapplication/rezoning stage of development to ensure that some LEMR units are designed with adaptable features to support the priority groups in need (i.e. persons with disabilities) (Ongoing)	In progress
	1.7 Micro- Unit Rental Housing (Compact Living Rental Units)	Develop policy to determine appropriate locations, livability regulations and any other requirements for micro-units in Richmond (Short-term)	Not yet complete. To be initiated in 2020
		Look at best practices where micro- units have been implemented successfully in developments in other jurisdictions (Short-term)	Not yet complete. To be initiated in 2020
		Explore a potential pilot project involving micro-units in Richmond (Short-term)	Not yet complete. To be initiated in 2020
	1.8 Transit- Oriented Affordable Housing Development	Revisit parking requirements for LEMR units located along the Frequent Transit Network (Short- term)	Not yet complete. To be initiated in 2020

Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
		Explore opportunities to acquire land along the Frequent Transit Network (e.g. close proximity to the Canada Line) for an affordable housing project (Long-term)	Not yet complete
		Continue to encourage diverse forms of housing along the Frequent Transit Network (Ongoing)	In progress
		Through the development applications process, consider further parking relaxations for non-profit owned projects along transit corridors that are oriented towards priority group households based on further traffic studies (Ongoing)	In progress
2. Maximize use of City Resources and Financial Tools	2.1 Maximize use of City resources and financial tools	Review affordable housing land acquisition needs during the annual review of the City's Strategic Real Estate Investment Plan (Short-term)	In progress
10018		• Explore opportunities to secure a site for a transitional housing project (bridging the gap between the emergency shelter and permanent supportive housing) (Medium-term)	Not yet complete
		Work with senior levels of government and non-profit housing providers to develop an affordable family-friendly housing project on City-owned land (Long-term)	Not yet complete
		Prioritize opportunities with City- owned land to secure a site for a permanent supportive housing project (Long-term)	Not yet complete
		Seek opportunities to allocate City- owned land specifically for the use of affordable housing development (Ongoing)	In progress

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Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
		Review practices around use of City- owned land to achieve affordable housing objectives (Ongoing)	In progress
	2.2 Affordable Housing Reserve Fund	Set a target of securing \$1.5 million in developer cash contributions annually in order to support affordable housing projects and leverage partnership opportunities (Short-term)	Completed
		Review the Affordable Housing Reserve Fund Policy to determine if criteria still allows the City to meaningfully respond to partnership opportunities and housing needs (Medium-term)	Not yet complete
		Utilize cash-in-lieu contributions in the Affordable Housing Reserve Fund for affordable housing land acquisition (Long-term)	Not yet complete
		• Continue to use the Affordable Housing Reserve Fund for capital contributions towards innovative non-market housing projects that involve partnerships with other levels of government, and includes supportive programming, to meet the requirements of the identified priority groups in need (Ongoing)	In progress
	2.3 Financial Incentives	Undertake an analysis on best practices to waive development cost charges and municipal permit fees for new affordable housing developments that are owned/operated by a non-profit and where affordability is secured in perpetuity (Short-term)	Underway, completion anticipated 2019
		Explore various opportunities for the City to provide capital funding contributions towards standalone	Not yet complete

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Strategic	Policy	Recommended short-term and ongoing	Status
Direction		non-profit housing developments (Medium-term)	
		<ul> <li>Undertake a best practice analysis of waiving development cost charges for low-end market rental units purchased by non-profit housing provider to incentivize non-profit ownership (Short-term)</li> </ul>	In progress
	2.4 Special Development Circumstances and Value Transfer	Use the Affordable Housing Reserve Fund for capital contributions when partnership opportunities become available (Ongoing)	In progress
		• Allow flexibility for large scale developments (or combination of developments) to cluster LEMR units in one, stand-alone building if a partnership with a non-profit housing provider is established (Ongoing)	In progress
		• Encourage innovation (i.e. rental structure that allows a variety of subsidized rents) in clustered projects that are 100% rental and non-profit driven (Ongoing)	In progress
		• Facilitate potential partnerships with non-profit housing providers and developers in the preapplication/rezoning stage of development (Ongoing)	In progress
	2.5 Rent Bank Initiatives	Undertake a review and best practice analysis of opportunities to support local rent bank initiatives (Short- term)	Not yet complete. To be initiated in 2019
		• Connect with local financial institutions to determine how a rent bank initiative could be supported and remain financially sustainable (Short-term)	Not yet complete. To be initiated in 2019

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itegic ection	Policy	Recommended short-term and ongoing actions		Status
		•	Determine the feasibility of implementing a rent bank initiative (Medium-term)	Not yet complete
3. Build capacity with non-profit housing and service providers	3.1 Non-profit housing development	•	Adopt criteria for reviewing and fast-tracking City-supported non-profit housing projects (i.e. federal and provincial government funding, partnerships, the ability to offer rents close to the shelter/income assistance rate and programming to support the priority groups in housing need) (Short-term)	Not yet complete. To be initiated in 2019
		•	In non-profit driven standalone projects with 100% affordable rental, permit flexibility for non-profit housing providers to implement a mix of rents (e.g. non-market, lowend market, near market) to allow cross-subsidization of units and more opportunities to offer lower rents (Short-term)	Complete
		•	Review City incentives, such as reduced parking requirements and municipal fees for non-profit driven affordable housing projects (Medium-term)	Not yet complete
		•	Undertake best practice research on non-profit housing development in other jurisdictions, and determine the municipal role (Long-term)	Not yet complete
		•	Work with non-profit organizations to determine the feasibility of developing an integrated housing model (e.g. a combination of emergency shelter spaces and supportive housing with wraparound services on one site) (Long-term)	Not yet complete
	Build capacity with non-profit nousing and service	Build capacity with non-profit nousing and service  3.1 Non-profit housing development	Build apacity with non-profit nousing and service providers  3.1 Non-profit housing development	Build apacity with housing and service broviders  3.1 Non-profit housing and service broviders  9. Determine the feasibility of implementing a rent bank initiative (Medium-term)  9. Adopt criteria for reviewing and fast-tracking City-supported non-profit housing projects (i.e. federal and provincial government funding, partnerships, the ability to offer rents close to the shelter/income assistance rate and programming to support the priority groups in housing need) (Short-term)  9. In non-profit driven standalone projects with 100% affordable rental, permit flexibility for non-profit housing providers to implement a mix of rents (e.g. non-market, low-end market, near market) to allow cross-subsidization of units and more opportunities to offer lower rents (Short-term)  9. Review City incentives, such as reduced parking requirements and municipal fees for non-profit driven affordable housing projects (Medium-term)  9. Undertake best practice research on non-profit housing development in other jurisdictions, and determine the municipal role (Long-term)  9. Work with non-profit organizations to determine the feasibility of developing an integrated housing model (e.g. a combination of emergency shelter spaces and supportive housing with wraparound

Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
		Build relationships with established non-profit housing providers throughout Richmond and Metro Vancouver that have expertise in housing the Strategy's priority groups in need (Ongoing)	In progress
		Permit greater flexibility for innovative rent structures that support a mix of affordable rental rates (Ongoing)	In progress
	3.2 Facilitating stakeholder partnerships	Develop a list of pre-qualified non- profit housing providers for partnering on potential housing projects (Short-term)	In progress
		Consider waiving development cost charges for low-end market rental units purchased by a non-profit housing provider to incentivize non-profit ownership if feasible (Shortterm)	In progress
		Work with other municipalities and stakeholders to examine management practices of units secured through development (Short-term)	Not yet complete
		Review and update pre-qualified list of non-profit housing providers (Ongoing)	Ongoing
		• Identify potential opportunities for partnership with the private sector to facilitate the development of affordable housing (e.g. Kiwanis Towers) (Ongoing)	Ongoing
	3.3. Renew Non-profit housing	Track non-profit agencies and co-op organizations that have expiring operating agreements (Short-term)	Not yet complete

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Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
		Identify options and mechanisms to preserve affordable housing units throughout future redevelopment opportunities (Short-term)	Not yet complete
		Review research undertaken by BC Housing and BC Non-Profit Housing Association regarding the expiry of operating agreements and identify opportunities to partner (Short-term)	Completed
		Develop a set of guidelines to support faith-based organizations to redevelop lands with a component of affordable housing (Medium-term)	Not yet complete
	-	Develop a set of guidelines to support co-op and non-profit organizations considering redevelopment upon expiry of operating agreements (Medium-term)	Not yet complete
		At the time of agreement expiry, continue working with organizations to preserve and potentially increase the number of affordable housing units through redevelopment (Longterm)	Not yet complete
	3.4 Encourage Accessible Housing	Build relationships with non-profit organizations to obtain input into housing needs and design for program clients that require accessibility features (Ongoing)	In progress
		Facilitate potential partnerships with non-profit housing providers and developers in the preapplication/rezoning stage of development to ensure that some LEMR units are designed with adaptable features to accommodate people with disabilities (Ongoing)	In progress

Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
4. Facilitate and strengthen partnership opportunities		Consider the needs of non-profit supportive services (i.e. amenity space for programming) within colocation opportunities to accommodate the Strategy's priority groups in need (Short-term)	In progress
		Review successful examples of colocation in other jurisdictions and develop a set of guidelines for colocating affordable housing and community amenities (Mediumterm)	Not yet complete
		• Explore project opportunities to colocate affordable housing with community assets (existing or new) and facilitate potential partnerships with non-profit housing providers (Ongoing)	In progress
	4.2 Community Land Trust	Review best practices of community land trusts in other jurisdictions and determine municipal involvement (Short-term)	Not yet complete
		Consider conducting a feasibility study for the purpose of initiating a Richmond-based community land trust (Short-term)	Not yet complete
		• Explore opportunities to maintain land affordability and projects involving community land trusts (Ongoing)	In progress
5. Increasing advocacy, awareness and education	5.1 Building Awareness and Information Sharing	Advocate to senior levels of government to request funding or resources to meet the housing needs of the community (Ongoing)	In progress
roles		Communicate the needs of non-profit housing and service providers to federal and provincial governments,	In progress

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Strategic Direction	Policy	Recommended short-term and ongoing actions	Status
Direction		key stakeholders, and Richmond's residents (Ongoing)	
		Participate at regional, provincial and national housing tables and conferences to bring awareness to Richmond's work in affordable housing (Ongoing)	In progress
		Submit applications for awards to recognize Richmond's continued innovation in addressing housing affordability (Ongoing)	In progress
		Organize and/or support housing- related events and workshops to encourage information sharing and building awareness of housing issues in Richmond (Ongoing)	In progress
		Advocate to senior levels of government to implement policies and actions regarding foreign ownership, speculation, and empty homes which may contribute to increasing home purchase prices and low vacancy rates (Ongoing)	In progress
	5.2 Monitoring and reporting	Publish an updated annual report (housing report card) on affordable housing targets and track progress achieved to date (Ongoing)	In progress
		Continue to update the City's affordable housing website reporting out on projects and initiatives (Ongoing)	In progress
	5.3 Prepare position papers	Draft position papers on housing affordability issues to send to senior levels of government, and communicate through forums such as the Federation of Canadian Municipalities (FCM) or Union of	In progress

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Strategic	Policy	Recommended short-term and ongoing	Status
Direction		actions	
		BC Municipalities (UBCM)	
		(Ongoing)	