

**Attachment 2:
History of Affordable Housing
City of Guelph**

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1.0 History of Affordable Housing in Ontario

Prior to 2000, the federal and provincial governments were responsible for affordable housing. The following highlights the historical events leading up to the federal/provincial government delegation of the responsibility for the administration and provision for affordable housing to the municipal government, through Consolidated Municipal Service Managers (Service Managers) in 1999/2000

Figure 1: Historical Responsibility for Affordable Housing

| | |
|-----------|---|
| 1978 | <ul style="list-style-type: none"> • First full federal social housing program began. • Federal Government took the lead in funding and administering social housing in Ontario. |
| 1985 | <ul style="list-style-type: none"> • Federal government stopped its federal social housing program in 1985, but continued to fund and administer social housing. • Province of Ontario and Municipalities provided rent supplement and grants to lower operating costs for 10-15 years. |
| 1986-1992 | <ul style="list-style-type: none"> • Provincial government took the lead in providing funding to create new social housing. • Federal government's funding role diminished under the federal/provincial social housing program. • Canadian Mortgage and Housing Corporation offset a percentage of the cost of the federal/provincial program. |
| 1993 | <ul style="list-style-type: none"> • Federal government announced that it would no longer fund any new social housing. |
| 1995 | <ul style="list-style-type: none"> • Provincial government terminated the provincial housing program but continued to make limited contributions to supportive housing. |
| 1999 | <ul style="list-style-type: none"> • Federal government offloaded the administration and funding of social housing to the provincial governments. |
| 2000 | <ul style="list-style-type: none"> • The federal government started to provide funding to the "Supporting Community Partnerships Initiatives" administered by municipalities. • The Federal government resumed funding for housing, but the program was administered by the provinces, which provided matching funding. |
| 2001 | <ul style="list-style-type: none"> • Social Housing Reform Act was approved and 47 Service Managers were established in Ontario and were given the responsibility to fund and administer social housing. The responsibility for supportive housing remained with the Ministry of Health and Long Term Care, Ministry of Community and Social Services, Co-operative Agencies and Aboriginal organizations. |

Source: Ontario Non-Profit Housing Association (2007)

2.0 Responsibilities for Affordable Housing in Guelph

In 2001 the County of Wellington, under the Social Housing Reform Act, became the Service Manager, responsible for administering the funding for affordable housing for the service delivery areas of Wellington County and Guelph.

The Service Manager has the responsibility for delivering the following services:

- Management and delivery of cost-effective services in the service delivery area as directed by provincial government.
- Administration of a cost-sharing arrangement with the Province for Ontario Works, child care and social housing.
- Administration of a cost-sharing arrangement between the City and the County.

See Appendix A for the roles and responsibilities of the City/County partnerships regarding social and affordable housing.

The Service Manager (County of Wellington) shares the responsibility for providing administration for social services with the City of Guelph. The County is responsible for 100% of the municipal social and affordable housing programmes and the administrative costs are shared between the County and the City.

In 2003, the City established a tax-supported Affordable Housing Reserve fund. Since the reserve fund was established in 2003, the funding has offset a portion of the start-up cost for several affordable housing projects in the City. The following is a brief summary of the affordable housing projects the City has contributed to since 2005.

Figure 2: City's Recent Affordable Housing Activities

| Year | Location | City Funding |
|-----------|--|---|
| 2005/2006 | 747 Paisley Road (33 units), 371 Waterloo Avenue (44 units) 32 Gordon Street (7 units) | Combine total of approx. \$500,000 through granting back various municipal fees. |
| 2007/2008 | Habitat for Humanity Wellington County: 23 Morris Street, 18 Harris Street and 24 Alma Street | A total of \$76,000 for granting back the development charges (DC) and various permit fees. |
| 2008/2009 | 35 Mountford Drive (124 units) | The DC's were deferred for 10 years. In 2009, the DC rate was fixed at the 2008 rate. |
| 2009 | Habitat for Humanity Wellington County: 3 & 5 Johnston Street (2 semi-detached units) | Max. \$80,000 Grant back DC and other permit fees. |

Source: City of Guelph, Finance Services (2009)

The City's Steering Committee considered whether the addition of Social Housing (subsidized, permanent, rental housing) should be subject to development charges on the basis that additional growth would increase the need for more affordable/social housing. With the review of the Development Charges By-law in January 2009,¹ the report noted "A review of this service is currently underway. It is anticipated that more consideration will occur in 2009 and a by-law amendment could occur should it be so directed by council."

3.0 City of Guelph Affordable Housing Policy and Strategies

3.1 Municipal Housing Statement Update (1990)

In July 1989 the Province of Ontario adopted the Land Use Planning for Housing Policy Statement. The policy statement required all municipalities to examine their planning policy framework related to the provision of a full range of housing. In response to the Provincial Housing Policy Statement, the City of Guelph completed a Municipal Housing Statement in December 1990. The recommendations were for the most part incorporated into the City's Official Plan. (Appendix B provides a brief summary of the recommendations of the City's Municipal Housing Statement update.)

3.2 Affordable Housing Policy Paper - October 2001

The City of Guelph produced an Affordable Housing Policy Paper in 2001. The primary purpose for the 2001 Policy Paper was to outline potential solutions to address the needs identified at that time. (Appendix C provides the Executive Summary of the Needs and Recommendations from the 2001 Affordable Housing Policy Paper.)

3.3 City of Guelph Affordable Housing Action Plan (2002)

To implement the 2001 Policy Paper, the Planning Works Environment Committee (the committee at the time responsible for affordable housing issues) directed Planning staff to prepare a strategic action plan to further supplement the 2001 Affordable Housing Policy Paper. The 2002 Affordable Housing Action Plan outlined the numerous issues facing the community regarding the availability of appropriate, safe and adequate affordable housing. Appendix D provides a brief summary of the recommended action items.

¹ Report Number FIN-09-04 Development Charges – Background Study and Proposed By-law, http://www.guelph.ca/uploads/Council_and_Committees/Council/2006/council_agenda_012609.pdf

3.4 Secondary Suites Regulation Report (2003)

City staff conducted a review of Guelph's accessory apartment regulations and their implementation procedures in the spring of 2003. This review was initiated in response to a request by City Council and was centred on issues dealing with purpose-built accessory apartments, the size of the "accessory unit" relative to the on-site principal residence, and mechanisms to manage surrounding property owner expectations. The review resulted in a number of recommendations for changes to the City's Zoning By-law, including limiting accessory apartments to 2 bedrooms. Ensuring that accessory units remain subordinate to the principle residential use.

3.5 Wellington and Guelph Affordable Housing Strategy (2005)

In the Spring of 2005, the "Seniors and Social Services Committee" directed the County of Wellington to prepare an Affordable Housing Strategy in conjunction with the City. The Affordable Housing Strategy was endorsed by Guelph City Council on May 16, 2005.

The purpose of the Strategy was to provide an overview of housing needs and gaps in the County and the City. Building on the City's 2001 Affordable Housing Policy Paper and the 2002 Affordable Housing Action Plan, the Affordable Housing Strategy identified a series of strategies to assist in providing affordable housing in Wellington/Guelph. A summary of these strategies are included in Appendix E.

Currently, the County's Social Services Department is working in conjunction with the City on an update to the 2005 Wellington/Guelph Housing Strategy. The 5-year review of this housing strategy is scheduled to be completed in 2010.

3.6 Shared Rental Housing Review (2003-2005)

A Shared Rental Housing Review² was conducted over 2003-2005 to address the regulatory, information sharing, administration and enforcement aspects respecting the conditions of rental properties in residential neighbourhoods in Guelph. The study involved significant stakeholder/City staff involvement, legal statutory review. Appendix F provides a summary of the recommendations.

3.7 City of Guelph Official Plan Update

The City of Guelph has prepared the 2009 Affordable Housing Discussion Paper to inform the Official Plan update. The Discussion Paper provides policies and guidance for the implementation of affordable housing. Once

² Shared Rental Housing review (2005)

http://guelph.ca/uploads/PBS_Dept/planning/documents/srh_finalreport_June2005.pdf

approved, the City's Official Plan, and the Wellington Guelph Housing Strategy will replace the previous documents namely: the Municipal Housing Statement (1990), 2001 Affordable Housing Policy Paper, 2002 Affordable Housing Action Plan and the 2005 Wellington and Guelph Affordable Housing Strategy.

4.0 Funding History (2002-2008)

The availability of Federal/Provincial funding and Social Housing programs has been the main challenge in meeting the low and moderate income household's housing needs in Guelph. The following table is a summary of the past social housing funding history for Wellington/Guelph.

Figure 3: Overview of Federal/Provincial Funding History (2001-2008)

| Date | Program | Funding | Units Provided |
|----------------|---|-------------------------------------|---|
| May 30, 2002 | Affordable Housing Program Agreement | approx. \$4.7 Millions ³ | 94 units (84 units in Guelph, ⁴ and 10 units in Arthur) |
| 2004 | Strong Start | \$ 0 | This was an extension to the previous pilot program in 2002. Wellington/Guelph did not receive any funding. |
| April 29, 2005 | Canada-Ontario Affordable Housing Program Agreement | approx. \$5.245 Millions | <p>Rental and Supportive: The 55 units in Fergus are currently under construction. (\$3.85 M)</p> <p>Homeownership: Creating 56 down payment incentives to new homebuyers in affordable homeownership options before March 31, 2009. (\$495,000)</p> <p>Housing Allowance/ Rent Supplement: \$900,000 commitment towards provision of 60 housing allowances of \$250/month to low income households for five years until March 31, 2013.</p> <p>Total of 171 units allocated</p> |
| | Residual Allocation | \$700,000 | 10 additional units for Cole Road |

³ The \$4.7 million represents the contributions from all levels of government and affordable housing proponents. The final municipal contribution (City and County) was \$1.8 million. The final provincial contribution was \$4000 per unit for a total of \$376,000. The final federal contribution was \$25,000 per unit for a total of \$2.35 million. The contributions from the Affordable Housing proponent total \$200,000.

⁴ The projects provided 33 units at 747 Paisley Road sponsored by Guelph Non-Profit Housing Corporation, and 44 units at 371 Waterloo Avenue, sponsored by John and Tom Lammer of 805395 Ontario Limited, and 7 units at 32 Gordon Street sponsored by the Army, Navy and Air Force in Canada, Matrix Affordable Homes for the Disadvantaged Inc.

| | | | |
|----------------|---|------------------|---|
| | from the 2005 funding | | Co-operative Inc. |
| March 17, 2008 | Capital repair funding for social housing | \$1.295 millions | See Appendix G for the Approved Social Housing Repair Plan/Schedule prepared by County Council on January 29, 2009. |

Source: County of Wellington's 2008 Overview of the Affordable Housing Programme

On April 29, 2005, the federal and provincial governments allocated \$5.245 million under the Canada-Ontario Affordable Housing Program Agreement. Figure 4 illustrates the amount of funding Wellington/Guelph received compared to other nearby municipalities.

Figure 4: Canada-Ontario Affordable Housing Program (AHP) – Wave 1 – Allocations (Fall 2005)

| Municipalities | New Affordable Housing Units (Rental Supportive & Remote) | | Housing Allowances/ Rent Supplements | | Homeownership (CMHC & Provincial Government) | | Total Funding Received |
|--------------------|---|-------------|--------------------------------------|-------------|--|-------------|------------------------|
| | Units | Funds (\$M) | Units | Funds (\$M) | Units | Funds (\$M) | Funds (\$M) |
| City of Hamilton | 220 | \$15.40 | 250 | \$3.00 | 145 | \$1.053 | \$19.45 |
| Region of Halton | 120 | \$8.40 | 90 | \$1.73 | 120 | \$1.044 | \$11.2 |
| Region of Waterloo | 145 | \$10.15 | 160 | \$2.21 | 133 | \$1.161 | \$13.5 |
| City of Brantford | 80 | \$5.6 | 50 | \$0.60 | 37 | \$0.288 | \$6.49 |
| Wellington /Guelph | 55 | \$3.85 | 60 | \$0.90 | 56 | \$0.495 | \$5.245 |
| Oxford County | 25 | \$1.75 | 30 | \$0.32 | 29 | \$0.243 | \$2.3 |
| City of Stratford | 15 | \$1.05 | 20 | \$0.22 | 22 | \$0.18 | \$1.45 |

Source: CMHC News Release 2005 & Affordable Housing Program Guidelines (2005)

Until January 2009, there has not been any significant commitment by either the federal or provincial governments for affordable housing.

5.0 Federal/Provincial Program (2009)

In January 2009 the federal government announced an affordable housing budget of \$2.075 billion for the whole of Canada. The \$2.075 billion has been allocated as follows:

- \$1 billion commitment towards renovating existing social housing,

- \$600 million for on-reserve aboriginal housing,
- \$400 million for seniors' housing and
- \$75 million for housing for people with disabilities.

Out of the above \$2.075 billion, the federal government is willing to commit \$624.5 million to Ontario for affordable housing.

On March 2009, the Ontario provincial government matched the federal government's announcement with an additional \$624.5 million. The combined total for Ontario from both the federal and provincial government is \$1.24 billion and this amount has been allocated as follows:

- \$704 million to repair social housing units and make them more energy efficient;
- \$370 million to create new affordable housing for low-income seniors and persons with disabilities; and
- \$175 million to extend the Canada-Ontario Affordable Housing Program.

The above commitment of \$1.24 billion targets the renovation of existing social housing stock and new affordable housing for seniors and persons with disabilities.

Since seniors makes up almost 15% on Guelph's waiting list, the allocation of \$370 million for senior's housing is much needed in Guelph.

Also, 10% of all applicants on the centralized waiting list for social housing rely on the Ontario Disability Supportive Program for Non-Senior buildings.⁵ A portion of the \$370 million federal/provincial budget announcement to create more housing for people with disabilities will help transition these individuals off the waiting list.

In June 2009, federal/provincial government announced that applicants under the affordable housing program are expected to receive an average of \$120,000. The Joint Social Service Committee approved two eligible affordable rental projects within the City, namely 400 Edinburgh Road North (St. Joseph's Health Care Foundation) and 71 Wyndham St. North (T. Lammer). These two projects represent 80 and 60 affordable units, respectively.

On September 24, 2009 the County Council recommended these projects to the province for funding.

The County also initiated a Request for Proposal process for additional affordable rental projects as part of the second wave of funding. This second

⁵ Non-Senior Buildings include mostly younger households but may include some seniors. (2005 Wellington/Guelph Affordable Housing Strategy)

wave requires consideration by the County by November 2, 2009. Currently, three proposals are under consideration.

With respect to the Canada-Ontario Affordable Housing Program, there are several programs, the most important of which are:

- the 2009 Social Housing Renovation and Retrofit Program; and
- the 2009 Affordable Housing Homeownership Program.

Social Housing Renovation and Retrofit Program

On June 16, 2009, the CMSM received a Social Housing Renovation and Retrofit (SHRRP) Notational Allocation for Wellington – Guelph of over \$6.7 Million - \$3,056,460 for 2009-10 and \$3,765,156 for 2010-11.

Key aspects of this new programme are:

- There is a two-year “take up plan” as a planning tool completed by September 30, 2009
- Funding requests to access provincial funds from the notational allocation for individual capital repair projects have a maximum contribution of \$28,000 per unit.
- Requires Housing Provider Board, CMSM and Provincial project approval of each social housing capital repair project (all 2,754 units by the 22 Social Housing Providers in Wellington and Guelph are eligible)
- Provincial Project approval of the capital projects must be in place between now and March 31, 2011, with construction starts of each capital repair project within 3 months. Year-one project starts by January 27, 2009 up to June 30, 2010, and with Year-two project starts by January 27, 2009 up to June 30, 2011.
- Federal Housing Providers (six in Wellington – Guelph) must agree to retain their projects as affordable for up to 10 years (80% of Average Market rent)
- Programme details are under development for the \$70.4 Million for renewable energy initiatives, however funding is targeted for capital projects integrating renewable technology into their design, which may include photovoltaic, solar thermal, solar air, geo-thermal and micro-wind applications.
- If the CMSM can not obtain Provincial Project approvals within the 2 year allocation, the unspent allocation will lapse or will be reallocated to other CMSMs or Provinces.

Affordable Housing Homeownership Program.

In July 2009, the Service Manager received the new 2009 Affordable Housing Homeownership programme guidelines and Schedule C – Homeownership Component Agreement from the province.

Key components of this new assistance for affordable home ownership are:

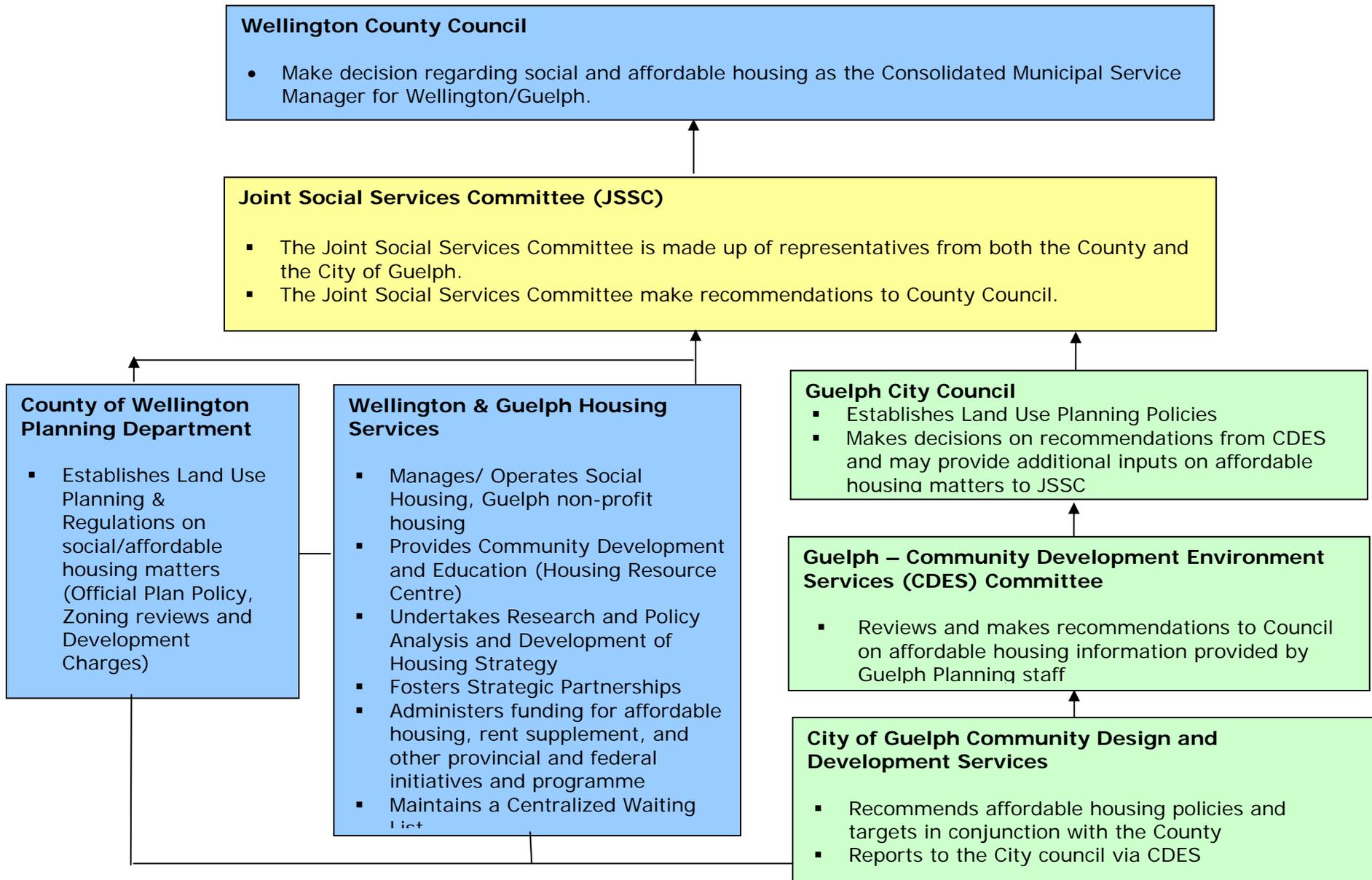
- Only new construction of homes acquired by eligible purchasers qualifies for down-payment assistance.
- Funding under this programme is available on a “first come first served basis”, until all funds are exhausted, or the deadline of March 31, 2011 is reached
- Maximum down-payment assistance is \$50,000 for eligible units. The total of all funding advanced by the Service Manager must not exceed 10% of the sum of all other purchase prices for all units acquired by eligible purchasers in the CMSM service area (other than units acquired from Habitat for Humanity affiliates).

- CMSM Homeownership Revolving Fund (HRF) must be established and maintained for a 20 year period with the option of phasing out after 15 years, similar to the 2005 Affordable Homeownership Programme. The CMSM is required to continue to provide down-payment assistance for 15 years pending the amount in the HRF.

On September 24, 2009 the Service Manager supported the program subject to the following requirements:

1. That the down-payment assistance provided by the CMSM average 10%, within a range of a minimum of \$10,000 to a maximum of \$20,000 of the new purchase price such that the total eligible programme down-payments within the CMSM not exceed 10% of the sum of the purchase prices for all of the Eligible Units in the CMSM (excepting Habitat for Humanity).
2. Down-payment assistance for units acquired from Habitat for Humanity affiliates be \$50,000 per unit.

Appendix A: Roles and Responsibilities Between the County and the City of Guelph Regarding Social and Affordable Housing



Governance of Affordable Housing

| Wellington County Council | Joint Social Services Committee * | Wellington & Guelph Housing Services | County of Wellington – Planning Department | Guelph City Council | Guelph -Community Development Environmental Services Committee | City of Guelph Community Design & Development Services |
|---|---|--|---|--|---|---|
| <p>Chairperson</p> <p>Warden Joanne Ross-Zuj</p> <p>Mayor Rod Finnie Mayor David Anderson Mayor Chris White Mayor John Green Mayor Brad Whitcombe Mayor Mike Broomhead</p> <p>County Councillors: Mark MacKenzie Carl Hall Walter Trachsel Lynda White Jean Innes Robert Wilson Barb McKay Gordon Tosh Lou Maieron</p> | <p>Chairman</p> <p>Councillor Gord Tosh</p> <p>Warden Joanne Ross-Zuj, Councillors Barb McKay, Brad Whitcombe</p> <p>City: Mayor Karen Farbridge City Councillors Bob Bell , Maggie Laidlaw,</p> | <p>Administrator</p> <p>Kim Warner</p> <p>Housing Director</p> <p>Heather Burke</p> <p>Housing Programme Manager</p> <p>Anne Waller</p> | <p>Director of Planning</p> <p>Gary Cousins</p> <p>Manager of Planning</p> <p>Mark Paoli</p> <p>Policy Planner</p> <p>Mary McElroy</p> | <p>Chairperson</p> <p>Mayor Farbridge</p> <p>Councillors</p> <p>Vicki Beard, Bob Bell, Christine Billings, Lise Burcher, Kathleen Farrelly, Ian Findlay, June Hofland, Gloria Kovach, Maggie Laidlaw, Leanne Piper, Mike Salisbury and Karl Wettstein</p> | <p>Chairperson</p> <p>Councillor Lise Burcher,</p> <p>Councillor Leanne Piper Mike Salisbury, Bob Bell, and Mayor Farbridge,</p> | <p>Director of Community Design and Development</p> <p>Jim Riddell</p> <p>Manager of Policy Planning and Urban Design</p> <p>Marion Plaunt</p> <p>Senior Policy Planner</p> <p>Paul Kraehling</p> <p>Policy Planner</p> <p>Lawrence Kuk</p> |

* Effective on May 2009

Appendix B: Summary of Recommendations from the City's Municipal Housing Statement (1990)

- 1) Make additional developable lands available on the east side of Guelph to provide new housing development opportunities. A portion of the new development in this area will be affordable in line with the Provincial Policy Statement on Housing.
- 2) Evaluate the mechanics of a City land-banking system whereby higher density residential development sites may be made available to non-profit housing groups.
- 3) Undertake a Housing Intensification Study to assess the best avenues of making additional housing available without relying on suburban residential sprawl. Housing intensification will maximize the use of available hard and soft services in Guelph, will assist in providing additional affordable housing units and will help in the revitalization of older areas. Housing intensification will include conversions to multiple units from singles, sharing of single units, redevelopment of non-residential sites and infilling on vacant or underutilized properties.
- 4) The City will assist in the provision of assisted rental accommodation via its Municipal Non-Profit Housing Corporation.
- 5) In striving to meet Provincial Policy, the City will generally require that 25 percent of the potential units in a new plan of subdivision are affordable (as defined by the Provincial Government). In most instances, the housing will consist of small lot singles, semi-detached dwellings, townhouses and apartments.
- 6) The City will promote the retention and upkeep of its housing stock via a Demolition Control By-law, enforcement of a Maintenance and Occupancy By-law and participation in senior government housing rehabilitation programs.
- 7) To promote the provision of rental units, the City will undertake the following:
 - a) Provide financial incentives such as reduced impost fees and parkland dedication requirements for rental projects;
 - b) Discourage the down-zoning of vacant townhouses/ apartment blocks;
 - c) Not endorse the conversion of rental units to condominiums if a low vacancy rate persists;
 - d) Adopt, via the Statement's approval, a housing first policy, whereby surplus City-owned lands will be offered to non-profit housing groups for rental housing construction.

Appendix B: Summary of Recommendations from the City's Municipal Housing Statement (1990)

- 8) The City will maintain a housing monitoring system to track the availability of affordable, rental and ownership housing. This system will identify housing problems as they are created or as they become worse.

Source: City of Guelph Municipal Housing Statement Update (December 1990)

Appendix C: Executive Summary of Needs and Recommendations from the 2001 Affordable Housing Policy Paper (City of Guelph)

The City of Guelph prepared an Affordable Housing Policy Statement in 2001. The following summarizes the issues identified and recommendations.

Need For Affordable Housing

The withdrawal of the federal and provincial governments from funding social housing has had a tremendous impact on the supply of affordable housing in many municipalities. The low vacancy rate for rental housing in the City in 2001 was identified at 0.7%. In 2001, Guelph's assisted housing waiting list applications approaching 2,000 households, and the lack of private sector interest in building affordable rental housing indicated there was a serious housing problem.

Affordable Housing in the City of Guelph

- Households with incomes at the 20th and 30th percentile (lower-income) are extremely disadvantaged in the City of Guelph, paying over 40-50% of their monthly incomes on rent and having no options for home ownership.
- Rents and the cost of home ownership are affordable to households with incomes at the 50th and 60th percentiles and above (middle income and above average income households.)
- The private sector is providing new housing choices for these higher income groups, primarily in the form of ownership housing.
- The supply of affordable housing in the City of Guelph is not meeting the demand.
- There is a significant increase in families and homeless individuals waiting for social housing.
- There are certain circumstances where affordable home ownership may be a possibility for lower-income households, e.g., rent-to-own marketing plans, doubling-up families.
- Due to the lack of affordable housing, many households are facing issues with housing inadequacy, i.e. poor maintenance and safety problems. Based on CMHC's guidelines for affordable housing, affordable housing in the City of Guelph can be defined as housing for which a household at each income level spends no more than 30% of their income. The set household incomes, affordable rents and affordable house prices are subject to change as per changes in local economic conditions.

Public Input on Affordable Housing

- Students at the University of Guelph have limited choice in housing, facing issues of housing availability and adequacy.

- It was suggested by several sectors in the community that zoning by-law regulations impact upon the provision of affordable housing options, i.e., parking requirements, restrictions on lodging houses and accessory apartments.
- Developers and builders have indicated quite clearly they are not interested in constructing affordable rental housing for lower income households, i.e., the market economics are such that they do not support this type of development.
- Some have raised the concern that the lack of affordable housing was impacting on the economic development attractiveness of Guelph.

Survey of Other Municipalities

- The Consolidated Municipal Service Managers (Service Managers) in Ontario are becoming more involved in affordable housing projects due to onetime transfer payments from the senior level governments.
- Many municipalities are still investigating ways to address the lack of affordable housing.
- The most successful initiatives in the provision of affordable housing to date are through combined incentives and policies dealing with such matters as core area revitalization, brownfields cleanup, and heritage preservation.
- Without significant funding from federal and provincial governments, municipalities do not have the financial resources to address the issue of housing affordability.

Recommendations of 2001 Affordable Housing Policy Paper

- The City of Guelph must continue to lobby senior government levels to re-engage in the funding and delivery of affordable housing.
- The City should review its housing bylaw regulations and requirements to ensure that they meet provincial standards, and do not unnecessarily restrict the creation of affordable housing forms, i.e., definition of lodging houses, development standards pertaining to parking provision, restrictions on accessory apartments, use of single room occupancy units.
- The City should explore partnership options with various sectors in the community to create new affordable housing. These partnerships can take advantage of existing incentive programs in place in the City or through new incentives created through amendments to the provincial Municipal Act.
- The City's Finance Department should investigate the merits and implications of increasing the timeframe for lower multi-residential tax rates for new rental buildings from the current 8 years.

- The City's Finance Department should investigate the merits and implications of establishing a reserve account or a revolving fund that would assist various sectors in the development of affordable housing.
- The City should investigate the feasibility of implementing other incentive programs to assist in the production of affordable rental housing, i.e., add-a-unit program.
- The City must involve the staff in effectively marketing existing local incentive programs and policies, as well as federal and provincial funding programs that encourage the development of affordable housing.

Appendix D: Summary of the Strategic Actions Recommended by the 2002 Affordable Housing Action Plan

A. Financial Considerations

Recommended Action 1 - *Establish a municipal grant program to assist in the provision of affordable housing by addressing the financial gap between the economic costs to construct new rental housing and what is affordable to lower income households.*

Response:

As part of the Affordable Housing Program Agreement in May, 2002, the City contributed to the development of 84 affordable rental units in Guelph. See figure 3 above. The form of contributions were as follows:

- Proponent contributions were in the form of equity and/or land for not-for-profit housing.
- Municipal contributions were in the form of deferring/ waiving development charges, lowered tax rate, and the leasing of City/Provincial land.
- Provincial/Federal contribution of \$2.7 Million.

Action 2 - As part of the City's 2002 taxation policy formulation, eliminate the tax disincentive of multi-residential rental housing by lowering the multi-residential municipal tax rate to be equal to the tax rate for owner-occupied dwellings for up to 35 years. The cost / benefit analysis associated with this tax class adjustment should be completed by Finance Department staff, i.e., consider the length of the time period extension, fairness rules applied to existing rental buildings, "range of fairness" guidelines.

Response:

As part of the 2002 property tax policy, City Council approved a reduction in taxes for Multiple Residential tax class (2.995654%) to the Residential/Farm class (1.093301%) for rental units 6 units or more. The eligible period for taxing the new Multi-residential properties at the lower residential rate was extended from 8 to 35 years.

Action 3 - Extend the current Downtown residential tax increment incentive (TIF) program to December 31, 2005, and review the costs/benefits to expanding this form of program to the "Older Built-Up Area" of the City (as defined in the City's Zoning By-law).

Updated Actions:

This program was not implemented.

Action 4 - Review the City's development charge structure to support affordable housing as part of the required update process in 2003.

Updated Actions:

The City has been waiving/deferring Development Charges (DC's) on a case by case basis for affordable housing.

- 1) In 2005/2006, affordable rental projects such as 747 Paisley Road, 371 Waterloo Avenue and 32 Gordon Street were provided a number of financial incentives including waiver of municipal fees, grant back of DC's and tax relief.
- 2) In 2007, the City agreed in principle to defer the payment of municipal DC for the 35 Mountford Drive affordable ownership housing project. In addition in 2009, the City agreed to freeze D.C at the pre 2009 D.C. By-law rate for unbuilt units at a revenue loss of approximately \$1 million to the City.
- 3) The City has also provided grants to Habitat for Humanity, for 3 dwellings for a total of \$76,000 based upon the cost of DC's and various permit fees on Morris Street, 18 Harris Street and 24 Alma Street in 2007 and 2008. And for two affordable semi-detached dwellings on 3 and 5 Johnston Street in 2009. It is also recommended that a policy be developed to guide future consideration of requests for social and affordable housing.

Action 5 - Research the various options for establishing and funding a reserve account or a revolving fund for affordable housing.

Updated Actions:

In 2003 City Council established an Affordable Housing Reserve Fund.

B. Regulatory Review & Reform

The following actions were recommended to address municipal regulations.

Action 1 - Additional parking demand/supply research will be undertaken to determine if parking can be reduced for housing developments targeted at lower-income households.

Timeframe – Short term

Updated Actions:

The policies were not amended to allow the relaxation or reduction of parking requirements for affordable housing. A research study titled "Affordable Housing/Parking Regulation Research" was completed in 2002 which was inconclusive with respect to the need to relax parking standards for affordable housing.

Action 2 - Review lodging house regulations, administration and enforcement, and determine how Guelph's Lodging House By-law supports or does not support the establishment of lodging houses. Revise the lodging house regulations, administration and enforcement as necessary.

Updated Actions:

- In 2004 City staff and stakeholders worked together to identify issues related to shared rental housing.
- The Shared Rental Housing Study made a series of recommendations which are summarized in Appendix F.
- In April 2009, Council has directed staff to review the administrative process for lodging houses.

Action 3 - Undertake a review of the Zoning By-law to determine what obstacles exist to the creation of accessory apartments in townhouses, semi-detached and single detached houses; and revise accessory unit regulations as necessary to increase the supply of affordable housing while maintaining health and safety standards and neighbourhood stability.

Updated Actions:

- In 2003, City Staff undertook a review of the regulations for Accessory Apartments.
- On June 2, 2003 - City Council considered the recommendations and directed staff to make the necessary amendments to all applicable By-laws and to develop a stakeholder group for further review.

Action 4 - Explicitly include single occupancy unit development provisions in Guelph's Zoning By-law. Determine the appropriate associated regulations to this form of affordable housing, e.g., parking standard, minimum amenity areas.

- This action was addressed through the 2003 review of the City's Zoning By-law.

C. Information Co-ordination, Marketing, Lobbying, and Partnerships

Action 1 - Work with Wellington County to define responsibilities.

Updated Actions:

The roles and responsibility between Wellington County and the City are illustrated in Appendix A.

Action 2 - Designate a point person to co-ordinate development opportunities.

Updated Actions:

Planning staff from Community Design and Development Services, were designated to oversee any affordable housing related matters.

Action 3 - Market the existing and proposed housing programs from all government levels.

Updated Actions:

Information related to housing is currently on the City's website.
<http://www.guelph.ca/living.cfm?subCatID=1265&smocid=1848>

The website has links to:

- The Affordable Housing Strategy
- Canadian Mortgage and Housing Corporation (CMHC) Housing Assistance Programs
- Guelph Town and Gown Symposium 2005
- Shared Rental Housing

Action 4 - Lobby senior government levels to participate in funding.

Updated Actions:

The City, in co-ordination with the Service Manager, has worked with the senior levels of government in the implementation of the affordable housing program.

Action 5 - Develop affordable housing demonstration project(s) working with partners, i.e., other government levels, non-profit, private sectors.

Updated Actions:

- 1) The City arranged a lease of 297 Woodlawn Road West from the Ministry of Transportation and sublet the property to Matrix Affordable Homes for the Disadvantaged Inc. for \$1.
- 2) The City has assisted Options for Homes to create 40 units of affordable ownership housing at 35 Mountford Drive.
- 3) The City has also assisted other non-profits and interest groups to create housing opportunities at 747 Paisley Road, 371 Waterloo Avenue, 32 Gordon Street and 53 Delhi Street.
- 4) The City has also assisted Habitat for Humanity in the development of affordable housing projects on Morris Street, 18 Harris Street, 24 Alma Street and two semi-detached dwellings on 3 and 5 Johnston Street.

5) The City has maintained a close working relationship with the County with respect to the exchange of information related to affordable housing programs and their implementation.

D. Monitoring and Evaluation

Action 1 - Establish a benchmarking system to measure the success of initiatives concerning affordable housing.

Updated Actions:

In addition to maintaining a record of Shared Rental Housing units, building statistics and available information from Statistics Canada is compiled as necessary.

APPENDIX E: Summary of Actions from the 2005 Wellington & Guelph Affordable Housing Strategy

The following outlines the five topic areas addressed in the 2005 Affordable Housing Strategy.

- 1) *Need to produce new affordable and social housing:*
 - Participate in Federal-provincial housing initiatives, e.g., Wellington-Guelph Affordable Rental Housing Program 94 units in 4 projects.
 - Enact local programs by utilizing up to \$70,000 per year to create rent supplements for low income tenant households; \$100,000 in total to create apartment units in houses (accessory apartments) or convert vacant commercial spaces for new modest housing units.
 - Seek funding for a minimum of 100 affordable rental units each year (2005-2007) under the Federal-Provincial Affordable Housing Program.
 - Encourage senior governments to provide Income Tax and other tax (e.g., GST breaks) for individuals or corporations that are providing funding to build affordable rental housing.
 - Direct staff to investigate housing for special needs groups, i.e., the frail elderly, persons requiring transitional/supportive housing.
 - Seek partnerships with others to produce affordable and/or social housing.
 - Consider mechanisms to waive development charges in the County for new affordable housing units.
 - Provide information to the City regarding taxation and development charge incentives for affordable housing.

- 2) *Protect Persons who Risk Losing their Housing and Becoming Homeless:*
 - Establish rent bank and utility fund with appropriate support agencies, i.e., Wellington County, Welcome Drop In Centre, Salvation Army.
 - Support implementation of tracking system (Homeless Individuals and Families Information System (HIFIS) and other homelessness initiatives by senior level governments.
 - Encourage Province to make adjustments to minimum wage and social assistance incomes to assist low income households.
 - Work with rural municipalities to identify extent of homelessness issues and outline potential mechanisms to address issues where warranted.
 - Investigate funding and support mechanisms for social housing clients requiring life skill and tenancy assistance.
 - Work with others to support neighbourhood and community development, i.e., Onward Willow, Brant.

- 3) *Preserve Existing Rental Housing*
 - Investigate assuming the Canada Mortgage and Housing Corporation (CMHC) delivery agent role for the Residential Rehabilitation Assistance Program.

APPENDIX E: Summary of Actions from the 2005 Wellington & Guelph Affordable Housing Strategy

- Comment on development application proposals for demolition/conversion of rental housing.
 - Conduct a Building Condition Audit Review of the social housing portfolio in the area, and based on the results, investigate funding mechanisms to maintain the housing stock in good condition.
- 4) *Planning and Land Use Regulation Considerations*
- Encourage accessory apartment in County municipalities.
 - Promote continued collaboration on the review of development applications/policy issues in the County to support affordable housing objectives.
 - Encourage staff to continue to work with City staff on affordable housing issues and provide information on Guelph-specific planning issues.
 - Identify barriers to affordable housing provision in the community and recommend potential solutions.
- 5) *Education, Research and Monitoring of Affordable Rental Housing*
- Establish a Housing Resource Centre to provide a single point of information on housing in the community.
 - Develop and implement a community education and outreach action plan.
 - Monitor economic factors, housing market and changes to legislation, by-law changes to identify housing issues and trends on an ongoing basis.

Appendix F: Summary of Recommendations from the Shared Rental Housing Review

1. That coordinated educational programs and materials be developed and distributed to inform the public and stakeholders about the regulations, rights and responsibilities associated with this form of housing in the City of Guelph including the following:
 - a) Publications and information packages (e.g., web based and brochures) to highlight regulations and information about shared rental housing.
 - b) Seminars and meetings with stakeholders and partners.
 - c) Development of a handbook outlining City by-laws and tenant/landlord information.
 - d) Coordination with the University of Guelph on development of educational programs and materials.

2. That Council authorize City staff to initiate the public process to modify the regulations pertaining to shared rental housing, including the following actions:
 - a) Change the zoning by-law definition of a lodging house.
 - b) Add a definition for lodging unit to the zoning by-law.
 - c) Remove duplicated regulations for lodging houses from the zoning bylaw.
 - d) Create zoning regulations for Lodging House Type II (new type of lodging house in townhouse and apartment form).
 - e) Modify zoning regulations for Accessory Apartments (e.g., parking, maximum size of unit).
 - f) Modify zoning regulations to maintain an appropriate scale of density for houses in low density areas (e.g., a detached house cannot have both an accessory apartment and a lodging house within it).
 - g) Strengthen regulations related to community character and parking (e.g., parking area restrictions for front and rear yards).
 - h) Investigate provision of on-street parking (i.e., survey to determine whether and how on-street parking should be provided).

3. That the methods for enforcing City by-laws be reviewed and modified including the following actions:
 - a) Conduct a pilot project for proactive enforcement of property standards.
 - b) Modifications to enforcement procedures for parking (i.e., fines for parking on grass).
 - c) Development of a new program for responding to Noise Complaints (e.g., City by-law staff respond with Police assistance, as needed).
 - d) Development of by-laws related to waste clean-up on private property.
 - e) Investigate provision of bulky item waste pick-up program.
 - f) Review the effectiveness of fines to determine if they are appropriate.
 - g) Explore methods of providing mediation support/enhancing mediation

- services already offered by the City.
- h) Investigate options for enforcement procedures including the creation of a centralized enforcement division.
4. That the administrative processes for lodging houses and accessory apartments be streamlined, including the following actions:
- a. Continuation of the current administrative system for lodging houses with the removal of licensing.
 - b. Fire safety inspection for all forms of shared rental housing.
 - c. Develop a data collection protocol to track units, assist with benchmarking and measuring success, identify trends in provision of shared rental housing and identify areas for improvement.
 - d. Institute an inspection and certification program for rental units (i.e., property owner requests for inspection for fire safety).
 - e. Modify types of fees for lodging houses (e.g., removal of parkland dedication fee for conversion to lodging house use as incentive to property owners to comply with regulations).
 - f. Develop new methods for access to building permit information (e.g., web based system displaying approved permits).

Appendix G: Approved Social Housing Repair Plan/Schedule

| Social Housing Repair Plan and Schedule - Revised December 2008 Service Manager: County of Wellington | | | | SH-09-01 Report - APPENDIX A | |
|--|-------------|--|--------------------------------|--|----------------|
| Social Housing Project Information | | Repair Information/Plan Submitted to Ministry | | | |
| Project Name | # of Units | Repair Project Description | Estimated Cost of Repairs (\$) | Estimated Completion Date of Repairs (dd-mmm-yyyy) | DOOR |
| 1 Royal City Co-op, Guelph | 28 | Roof replacement, eaves, exterior caulking/sealants, attic vents - done August 08 - Actual \$132,500, need funds for concrete steps - est. \$67,000, Est. \$10,000 other in 2009 | 50,000 | 1-Aug-2008 | 26,000 |
| 2 Wyndham Hill Co-op, Guelph | 44 | Roof replacement - est. \$98,807 | 65,000 | 31-Dec-2009 | 15,000 |
| 3 Victor Davis Non-Profit, Guelph | 114 | Exterior caulking/sealants - Est. \$46,815, asbestos study - \$3,500, Insurance claim for sanitary sewers - \$8,000 | 60,000 | 31-Dec-2009 | |
| 4 UpBuilding1 Non-Profit, Guelph | 70 | Emergency Elevator Repairs not covered by insurance - Actual \$29,771, 1/3 window replacement costs - est. \$34,265 | 60,000 | 31-Dec-2009 | |
| 5 Grand River Non-Profit, Elora | 25 | Asphalt, curbs, sidewalks - est. \$43,500 | 20,000 | 31-Dec-2009 | |
| 6 Township of Erin Non-Profit, Hillsburgh | 29 | Septic system - est. \$39,500; fire alarm upgrades - \$8,900 | 20,000 | 31-Dec-2009 | |
| 7 Eramosa Non-Profit, Rockwood | 26 | Asbestos Study - est. \$3000, Main entrance doors with accessibility features - Est. \$20,000 | 20,000 | 31-Dec-2009 | |
| 8 Cole Road Co-op, Guelph | 82 | Roof replacement/ downspouts, vents, exterior caulking, bathroom exhaust fans completed April May 2008, actual cost as of June 08 - \$309,259. | 60,000 | 1-Jun-2008 | |
| 9 Guelph Independent Living (GSPD), Guelph | 83 | Elevators (2) - est. \$260,000 | 60,000 | 31-Dec-2009 | |
| 10 Guelph & District Christian Homes, Guelph | 50 | GFCI receptacles - est. \$8,600 , windows - est. \$9,500 asphalt repair - est. \$1,500, emergency roof repairs - no estimate | 25,000 | 31-Dec-2009 | |
| 11 Guelph Non-Profit, Guelph | 512 | York Roof - est. \$173,000, 394 Auden Balcony replacement - est. \$110,000, | 284,000 | 31-Dec-2009 | |
| 12 Fife Road Co-op, Guelph | 99 | Exterior sealants & caulking- est. \$83,000, building envelope investigation - est. \$15,000, Asbestos survey - actual \$6,387.15, GFCI receptacles - actual \$3,514.37 | 70,000 | 31-Dec-2009 | |
| 13 Abbeyfield Houses Society of Guelph | 6 | Roofing System replacement - est. \$5,967 | 6,000 | 31-Dec-2009 | |
| 14 Gerosia (/Conestoga Crest), Drayton | 10 | Fire related costs not covered by Insurance - Fire October 2008, replacement of range hoods due to end of life span | 9,000 | 31-Dec-2009 | |
| 15 Conestoga Crest (/Gerosia), Drayton | 22 | Fire related costs not covered by Insurance - Fire October 2008, replacement of range hoods due to end of life span | 16,000 | 31-Dec-2009 | |
| 16 Maryborough Terrace, Moorefield | 15 | Sidewalk-est.\$5000, asbestos study - actual \$2940 plus estimate to complete, air makeup system - est. \$6,495 | 20,000 | 31-Dec-2009 | |
| 17 Clifford Housing Corporation, Clifford | 22 | Heating & Cooling system- actual cost \$37,656 (GST incl) Work Done by Sept.30 08 | 20,000 | 30-Sep-2008 | |
| 18 Mount Forest Non-Profit, Mount Forest | 35 | Window replacement quotes est. \$122,000 | 70,000 | 31-Dec-2009 | 15,000 |
| 14 Matrix Affordable Homes for the Disadvantaged Inc., Guelph | 70 | | 93,000 | | |
| | 31 | 216 College - Roofing System - est. \$31,842 | | 31-Dec-2009 | |
| | 43 | 264 College - Roofing systems - est. \$80,840 | | 31-Dec-2009 | |
| | 20 | | | | |
| 19 Rural North Wellington New Hope Non-Profit, Arthur | 25 | Roof replacement, walkways, roof supports, door entry repairs, concrete slab repairs, consultant fees - \$300,000 | 71,000 | 31-Dec-2009 | 229,000 |
| 20 Southleigh Charitable Foundation, Guelph | 104 | Partial roof replacement - 2 years at est. \$25,000 each, leaves 3 more years at \$25,000 per year. | 50,000 | 31-Dec-2009 | |
| 22 Wellington and Guelph Housing Wellington and Guelph locations | 1189 | 261 and 263 Speedvale Kitchens - est. \$146,000 | 146,262 | 31-Dec-2009 | |
| TOTAL | 2754 | | \$ 1,295,262 | | 285,000 |

Source: County of Wellington