

MOUNTAINS OF OPPORTUNITY

CRANBROOK

CITY OF CRANBROOK

HOUSING NEEDS REPORT

November 2020

Prepared by CitySpaces Consulting





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EXECUTIVE SUMMARY

The City of Cranbrook's housing composition has largely catered to the local workforce and their families, and in many ways has been the appropriate housing mix to meet the needs of the community. Today, many of these homes are relatively affordable to entry-level homeowners and young families and are complementary to new housing projects being delivered to the market.

A central finding from this Housing Needs Report is the shifting demographics occurring in Cranbrook, including smaller family sizes / persons per households and aging seniors. Cranbrook is changing – and like other municipalities that evolve over time – aspects of the community like social issues and housing needs become more complex. Housing built to meet community needs of the past does not necessarily work for everyone today or the anticipated population of the future.

A key observation of the Cranbrook housing situation is not a shortage of units, but rather **a mismatch between the types of housing units available and the current and emerging housing needs of the community**. Specific examples include:

- Aging seniors living in single-detached dwellings have limited options for downsizing, leaving them overhoused with high maintenance homes that could otherwise be available for entry-level homeowners and young families;
- Low-income households, of all demographics, are challenged to afford the average rents in Cranbrook and, as a result, are: utilizing an unsustainable proportion of their income towards housing costs, leaving them with less financial means to pay for other basic necessities; living in inappropriate, precarious, and sometimes unsafe housing; or triggering a crisis such as experiencing homelessness;
- Some older and aging rental buildings are deteriorating and reaching the end of their economic life. Rental units falling into disrepair are not suitable for most households including seniors with accessibility needs, households with disabilities or mobility challenges, and people with compromised immune systems; and
- The rental housing stock also has a disproportionate number of large units (e.g. three- and four-bedroom units) and few one-bedroom units in good condition. The large units are 'too big' for singles and couples looking to rent a small, affordable place to live. This situation is somewhat unique to the Cranbrook context, as many comparable communities tend to have the opposite problem.

Within this frame of reference, key findings outlined in this report include the following:

- **The City of Cranbrook is estimated to need up to 430 net new housing units by the year 2030**, which could fluctuate more or less depending on future economic conditions such as major investments / job

creation or decline in various sectors. Within current conditions, this report presents two potential housing composition scenarios for the estimated net new units: (i) more of the same (predominately three and four-bedroom units); and, (ii) potential development pattern shift to accommodate anticipated changing demographics (a balance of one, two, and three-bedroom units);

- The number of **proposed residential development projects in Cranbrook may substantially address the projected need for new units**, particularly the need for more *market rental housing* in Cranbrook. This includes the proposed 292 purpose-built rental project on Innes Avenue, as well as the new 96-bed student housing facility at the College of the Rockies scheduled to open in 2021. The City's plan to roll-out secondary suites will also help alleviate the pressure on the rental supply;
- Market rental housing is needed to meet the needs of a wide variety of households. With the potential addition of new rental units coming online, the pressure on the rental supply in Cranbrook will likely experience some alleviation. That said, new units are often set at the higher price point of market rents, which are not affordable to all households; as such, complementary housing such as affordable rental social housing and low-end of market rental housing would benefit the community. Other housing forms that are needed in Cranbrook include: a permanent year-round emergency shelter; transitional housing; supportive housing; and, to a limited degree, affordable homeownership;
- In addition to the proposed rental housing projects, the City of Cranbrook has a number of large residentially designated subdivisions primarily consisting of serviced and un-serviced single-detached lots, with some duplex and townhouse lots. Combined, these lands have the capacity to absorb over 5,000 more housing units. While these **residential subdivisions play a very important role in the overall housing continuum by meeting the needs of moderate to high-income households and families, there appears to be an overabundance of these proposed housing forms compared to the current and emerging housing needs in Cranbrook**. If the trajectory continues, there will likely be a more substantial mismatch between the housing stock and housing needs in the future;
- **The COVID-19 public health emergency has magnified housing issues already present in Cranbrook and have worsen many others**. Low-income households and vulnerable populations are not equipped to tolerate these types of events and moderate-income households perceived as being stable have found themselves with less of a safety net than they had assumed. The current housing market does not have the resiliency or adaptability to withstand major economic fluctuations without causing significant impacts to household income and the amount households can afford to pay towards housing costs. It has also impacted the local builder / developer community to move forward on residential projects;
- A variety of policy and regulatory tools have been suggested as part of this study. These include considering an inclusionary housing policy, use of housing agreements, establishing a housing reserve fund, and exploring regulatory measures such as a Standards of Maintenance Bylaw and updating the Zoning Bylaw; and

- The ability to implement tools depends on resources and capacity. For example, some policies look to leverage proposed development projects to capture “land lift” value of rezoning applications in order to secure affordable housing units or cash-in-lieu contributions. However, with land economics already limited in Cranbrook and the current economic downturn (related to the COVID-19 public health emergency), it would be a challenging time to utilize these approaches. Under normal circumstances, funding agencies would expect municipalities to make contributions towards affordable housing projects (such as donating land or waiving development cost charges); however, municipalities across the country are challenged to sustainably manage operations with revenue shortfall and it will be difficult for communities such as Cranbrook to allocate sizeable budget towards housing initiatives. This may be a temporary situation, but the long-term impact of COVID-19 and the economy on municipal resources is not known at this time. Alternatively, there may be opportunities to explore strategic partnerships, education, awareness, advocacy, and ‘stacking’ funding opportunities to support affordable housing projects.

The path to addressing housing needs and gaps in Cranbrook is achievable with the delivery of few, big impact projects such as an emergency shelter, supportive housing, and affordable rental housing. These projects can be enabled through policy and with partnerships between the municipality and other sectors such as the non-profit housing sector and senior levels of government.

INTRODUCTION

Project Overview

The City of Cranbrook has completed its first Housing Needs Report that identifies housing needs, gaps, and issues in the community. The process weaved together evidence-based research, community observations obtained through engagement, and best practices to inform the City and potential partners on future housing projects and initiatives.

This process began in December 2019 and was undertaken during the first wave of the COVID-19 public health emergency. Data collected for the report predates COVID-19 and captures points-in-time that do not take into account potential shifts in demographic and socio-economic indicators (e.g. household income). Virtual engagement activities gained perspective from community members and stakeholders on the housing situation before and during COVID-19, as well as their insights on potential long-term impacts on the housing market.

What can Housing Needs Reports be used for?

Understanding housing needs, gaps, and related issues helps local governments formulate policies and regulations to enable new residential development projects to incorporate housing units that meet the needs of the community. Key findings can also be referenced for advocacy. A wide variety of sectors can utilize information from this report to inform their initiatives, such as non-profit housing providers working towards an affordable housing project. Funders and agencies, such as BC Housing and Canada Mortgage and Housing Corporation (CMHC), typically require rationale for housing funding applications and the information from this report can help address those requirements.

Legislative Requirement

In April 2019, the Ministry of Municipal Affairs and Housing introduced new legislation under Part 14 of the *Local Government Act*. The new regulation requires local governments to complete Housing Needs Reports by 2022 and thereafter every five (5) years. The purpose of the legislation is to: (i) enable the provincial government to gain an understanding of recent changes in demographics and housing and provide important context to plan for future housing needs; (ii) enable municipalities to better understand the current and future housing needs; and, (iii) assist local governments in implementing policies and bylaws that respond to current and projected housing needs.

The indicators gathered in this report align with the Ministry's requirements.

Methodology

Key findings were informed by compiling and analyzing both quantitative and qualitative research:

- **Quantitative sources:** this includes data from Statistics Canada (Census 2006, 2011 and 2016); City of Cranbrook (e.g. building permit data); BC Assessment; BC Housing; BC Statistics; 2018/2020 Reports on Homeless Counts in B.C; and CMHC Rental Market Reports. Quantitative data aligns with the requirements outlined in the Ministry of Municipal Affairs and Housing's *Guide to Requirements for Housing Needs Reports*.
- **Qualitative sources:** this includes results from an online survey, virtual workshops with stakeholder groups, key informant interviews, and workshops with City Council.

Housing Continuum

The housing continuum is an illustrative diagram that helps communicate the full range of potential housing types and tenures in a community.

The non-market side of the continuum includes emergency shelters, safe houses, and transitional and supportive housing options. These housing options offer community members affordable, sometimes temporary, accommodation including for low-income households, vulnerable populations, and persons experiencing homelessness.

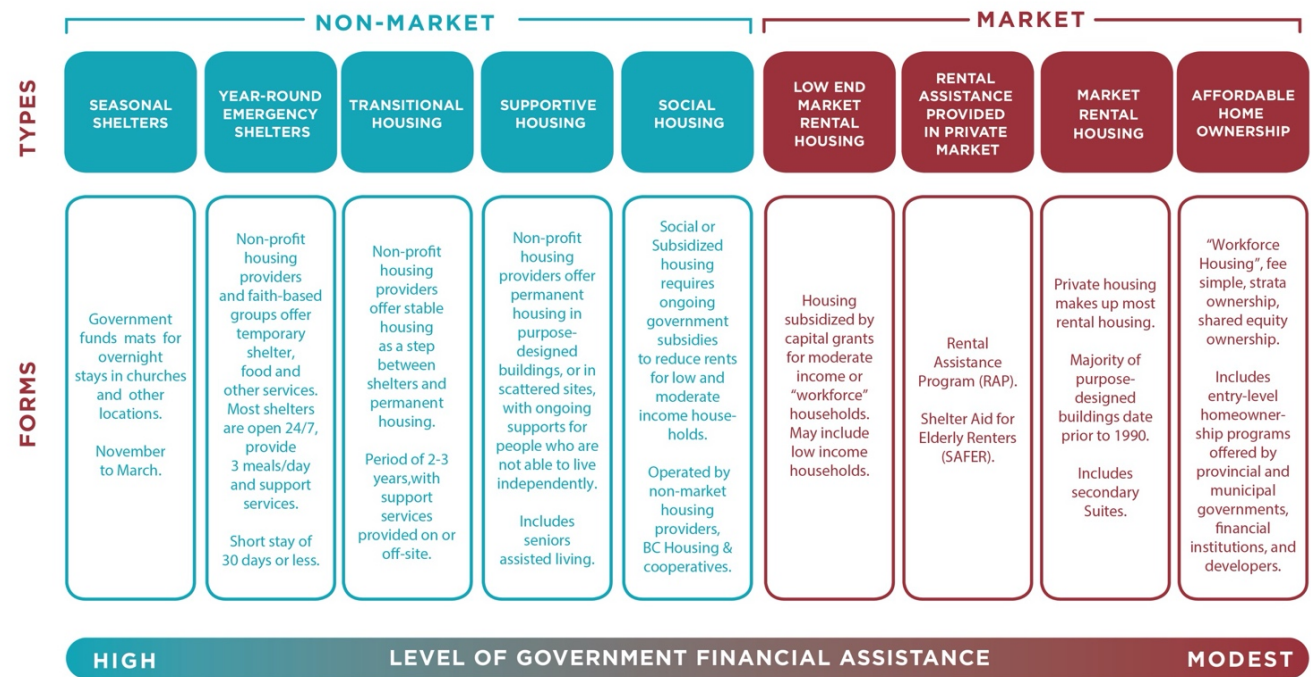
Moving along the continuum is independent social housing for low-income households. While this type of housing is still government subsidized, there is no additional support required for households to be able to live independently and often less subsidy is needed to maintain these units.

Rent supplements bridge the non-market and market sides, with the remaining tenures comprising rental and ownership housing forms that are available through the private market without any subsidy.

Housing for All

The housing continuum is not linear, nor a ladder. It is a fluid network of housing options that allow households to find and afford a home that meets their needs. A household should be able to navigate this network of housing options as their lifecycle, and life circumstances, change over time - including in times of crisis. When a household is unable to find and/or afford housing in a community that meets their needs, this signifies a housing gap along the housing continuum.

Figure 1: The Housing Continuum



Each source of supply along the housing continuum is interrelated, with constraints in any one supply type impacting others. With increasing rental prices, for example, low-income residents are challenged to afford the average cost of market rental housing, which has contributed to an increased demand for social housing or rent supplements.

LOCAL CONTEXT

The City of Cranbrook has a population of nearly 20,000 residents¹ and is located in the East Kootenays of British Columbia. The City is surrounded by the rural Electoral Area C of the Regional District of East Kootenay Boundary (RDEK) that has approximately 6,000 people residing². More distant, neighbouring communities include the resort towns of Kimberley and Fernie.

Cranbrook is a mid-sized City and functions as a regional service hub for employment, education, health care, amenities, retail, and recreation. The regional hospital serves over 80,000 residents and is a referral centre for Golden, Invermere, Fernie, and Creston hospitals. Cranbrook is at the centre of major transportation corridors, including the intersection of Highways 93 and 3, and is home to the Canadian Rockies International Airport. Cranbrook's close proximity to southern Alberta creates intra-provincial economic ties with its communities, including a shared time zone (Mountain Standard Time).

Key employment sectors in Cranbrook include health care, accommodation / food services, retail, construction, education, professional services, and various industrial activities. Aspirations for economic development are focused on expanding the industrial lands inventory (by 99 acres), growing logistics and transportation infrastructure, strengthening regional services, attracting high-tech industries, growing retail and franchises, revitalizing the downtown city centre, and exploring value added processing for forestry and agriculture operations³.

- **Economic aspirations:** potential economic development activity is an important factor when gauging future housing needs, as major investments and new employers can generate new jobs that can change household incomes and attract more people to the community to fill vacancies. More people in the community can add interest, and strain, to the rental and ownership supply. Jobs and income influence how much households are able to afford to purchase or rent.

There have been a number of recent studies that have been undertaken in Cranbrook that are relevant to the Housing Needs Report:

- **Growth Report (2017):** Cranbrook's potential developable land base was evaluated to understand current absorption rates and the capacity to accommodate more housing units. Fourteen subdivisions were evaluated, revealing 70% absorption at that time (or 404 units delivered to market)⁴. The analysis concluded that the City has enough designated land to accommodate approximately 5,600 to 6,700 units (approximately 3% growth rate over 20 years). The report notes that not all designated residential

¹ The population of Cranbrook was 19,560 residents in 2016 (*Statistics Canada, Census 2016*).

² The Cranbrook Health Service Area has 27,422 residents (BC Statistics, 2016).

³ Economic Development, City of Cranbrook.

⁴ Existing subdivision absorption rates were calculated in 2017 (Urban Systems).

subdivision lands are serviced and suggests that the City consider collaborative support for infrastructure expansion;

- **Building Knowledge and Capacity for Affordable Housing in Small Communities Workshop in Cranbrook (2017):** Led by BC Housing and the Whistler Centre for Sustainability, this workshop was designed to connect the community and facilitate a shared understanding of housing needs and opportunities. Outcomes from this workshop include: recognizing the need to enhance the capacity of the non-profit sector; support for more housing forms and tenures such as secondary suites, small lots and modular homes; and finding ways that the municipality can play a supporting role in affordable housing projects;
- **Homelessness and the Missing Middle (2017):** Led by Keys to Home, this brief report outlined core housing need in Cranbrook. The report emphasized the changing landscape of the rental housing supply in Cranbrook including the conversion of rental units into strata condominiums; the high proportion of renters living in unaffordable conditions; and the aging rental housing stock and associated poor conditions. The report highlights the real impact of housing issues on people: triggering mental health issues and other chronic health issues, as well as risk to personal safety. The call to action suggests for a cross-sector approach to addressing issues;
- **Point-in-Time Homeless Count (2018 and 2020):** A BC Housing and partners-led initiative, a point-in-time homeless count was conducted in Cranbrook in 2018. A total of 29 people were identified as currently experiencing homelessness. This is an undercount as not everyone experiencing homelessness can be found / identified during a 24-hour period, and not everyone experiencing homelessness gives consent to be counted. Over two-thirds of those persons counted in Cranbrook identified as having two or more health conditions. The count was conducted again just prior to the COVID-19 pandemic, which identified 63 persons experiencing homelessness – a 117% increase compared to the previous count; and
- **Age-friendly Community Assessment and Action Plan (2019):** This process was undertaken in 2018 and endorsed by Council in January 2019. Its' purpose was to assess the age-friendly characteristics of Cranbrook and made suggestions on improving conditions to make the community more age-friendly – especially for seniors. The report made five suggestions to improve housing in Cranbrook: increase low-income housing; increase rental options; increase all forms of housing options; increase residential development close to the downtown; and, increase the number of smaller homes. The age-friendly survey revealed that there are a number of seniors who own their home mortgage-free and are ready to downsize. However, there are not enough housing options for this life transition. A key takeaway is the need for age-friendly, accessible, suitable, and affordable housing in Cranbrook to meet the needs of seniors.

A moderate number of new residential development projects have been delivered or are underway in Cranbrook. Between 2015 and 2019, there were 39 permits for new residential construction: 35 single family, 3 medium density multi-family, and 1 high density multi-family⁵. Projects of note include:

- **39-unit Affordable Housing for Indigenous People:** A three-storey rental housing project with a mix of market rental and below-market rental units for Indigenous people located on Sixth Street. The non-profit operator is Aqanttanam Housing Society, supported by BC Housing, the City of Cranbrook, and Columbia Basin Trust. Construction is currently underway for this project;
- **292 Purpose-Built Rental Housing Project:** A private market, master-planned site consisting of four rental apartment buildings and ten rental four-plexes on a 10-acre parcel located on Innes Avenue. This is the largest rental housing project to be proposed in Cranbrook in decades. It received OCP amendment and rezoning approval by Council and is currently moving through the development procedures process;
- **18-unit Affordable Housing Expansion:** In 2015, Sonja's Garden received approval to expand their existing housing project to accommodate an additional 18 affordable one-bedroom housing units as well as space to accommodate onsite support services. The City of Cranbrook made contributions to the project including waving development cost charges, expediting the development permit process, as well as creating a site-specific Comprehensive Development (CD) zone. The project demonstrates a successful example of infill housing that integrates existing onsite structures. These units are operated by the Canadian Mental Health Association – Kootenays Branch;
- **96-Bed Student Housing Facility:** The College of the Rockies is currently adding 96 beds over five buildings to their student housing portfolio. It is expected to be open in Spring 2021;
- **36-unit Seniors Long-Term Care Facility:** The Kootenay Street Village opened in 2019 and provides 36 units of long-term care for seniors in Cranbrook. The complex is operated by Golden Life Management and the majority of the units (30) are publicly funded; and
- **Residential Subdivisions:** There are a number of residential subdivisions in Cranbrook that have lots for sale, primarily single-detached housing, and also some duplexes and townhouses. These subdivisions provide homeownership options for moderate to high-income earners in Cranbrook.

Recent projects have delivered, or in the process of delivering, a variety of housing projects along the housing continuum. The residential subdivisions provide more market homeownership units; the large residential project on Innes Avenue offers market rental housing units; the CMHA expansion delivers more supportive affordable housing units; and the Aqanttanam project provides both market and low-end of market rental housing to Cranbrook. While there is still a need for more affordable housing in Cranbrook, the collective impact of recent residential development projects is a positive direction that can be built upon.

⁵ Building permit data, City of Cranbrook (2019).

KEY FINDINGS

Cranbrook's Housing Situation

Much of Cranbrook's housing stock is inherited from yesterday's development patterns: predominately built pre-1980s; to a great extent, single-detached dwellings in subdivisions along the City's edge; and largely geared towards homeowners. This housing composition catered to the workforce and their families at the time, and in many ways was the appropriate housing mix to meet the needs. Today, many of these homes are relatively affordable to entry-level homeowners and young families and are complementary to new housing projects being delivered to the market.

Residential development slowed in the 2000s in tandem with the low but steady population growth in Cranbrook. New units are delivered year-over-year, but not to the same extent compared to decades past. This is not necessarily an issue given the number of housing units being delivered has kept pace with population growth. In fact, there are thousands of residential lots (both serviced and un-serviced) that are ready to respond to demand when timing is favorable.

At the same time, Cranbrook has evolved to have diverse employment and lifestyle amenities, and diverse population with varied needs. When communities, like Cranbrook, change and evolve over time – the social issues and housing needs become more complex as well. Housing that was built to meet community needs of the past does not necessarily work for everyone today or the anticipated population of the future.

A key observation in Cranbrook is not a shortage of units, but rather **a mismatch between the types of housing units available and the current and emerging housing needs of the community**. Specific examples include:

- Aging seniors living in single-detached dwellings have limited options for downsizing, leaving them overhoused with high maintenance homes that could otherwise be available for entry-level homeowners and young families;
- The rental housing stock has a disproportionate number of large units (e.g. three- and four-bedroom units)⁶ and few one-bedroom units. The large units are 'too big' for singles and couples looking to rent a small, affordable place to live. This situation is somewhat unique to the Cranbrook context, as many comparable communities tend to have the opposite problem; and

⁶ Includes anecdotal observations of the secondary rental market, such as single-detached home rentals.

- Older and aging rental buildings are deteriorating and reaching the end of their economic life. Rental units falling into disrepair are not suitable for most households including seniors with accessibility needs, households with disabilities or mobility challenges, and people with compromised immune systems.

Key housing indicators outlined in the following section demonstrate the contributing factors to the housing issues in Cranbrook. These include household income, housing bedroom mix, rental rates and vacancy, and recent point-in-time homeless count data. Excerpts from community engagement activities are also illustrated in relation to the indicators to provide supporting qualitative evidence of housing issues in Cranbrook.

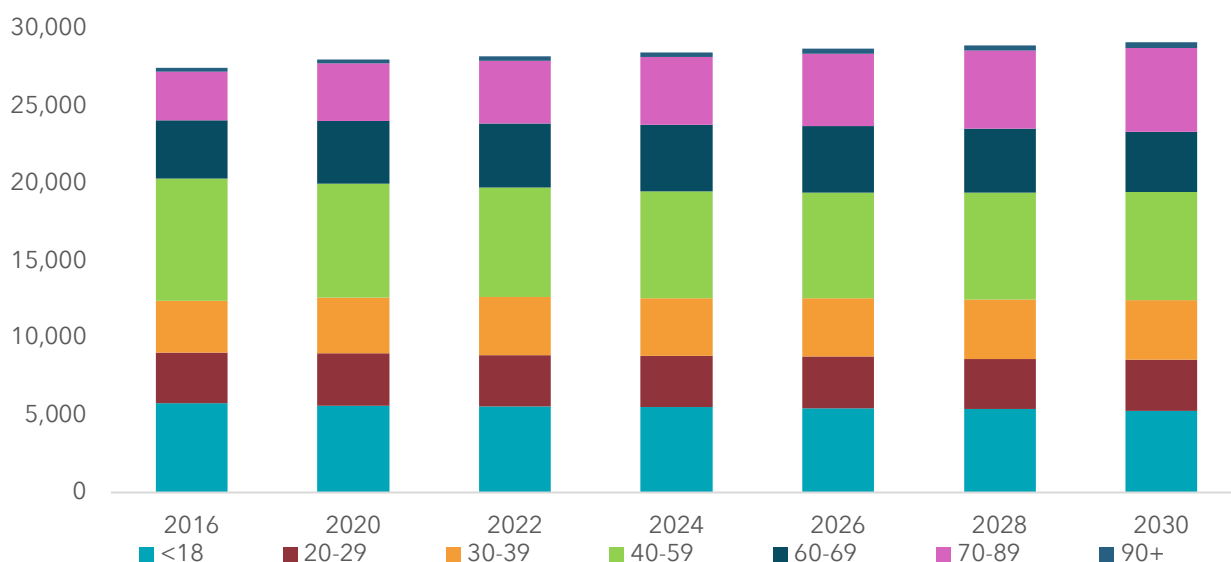
Key Indicators

The City of Cranbrook has a total of 20,000 residents based on the last Census count. Cranbrook and the surrounding area, captured by BC Statistics for population projections purposes (“Cranbrook Community Health Service Area”), had 27,422 residents in 2016. The area is projected to grow to approximately 29,073 residents by the year 2030. This represents a growth rate of approximately 0.98%⁷.

The age demographics remain largely constant over time, with the exception of seniors which is anticipated to take on a larger proportion of the overall community composition in Cranbrook. With respect to other age groups, Cranbrook should expect a decline in the proportion of families with children in the years to come and more ‘empty nesters’. A key takeaway of this projected future is the need for more seniors housing, across the seniors housing continuum (independent seniors housing, semi-supportive, supportive, assisted living, and complex care).

Figure 2: Population Distribution by Age, Cranbrook Community Health Service Area (2016)

Source: BC Statistics



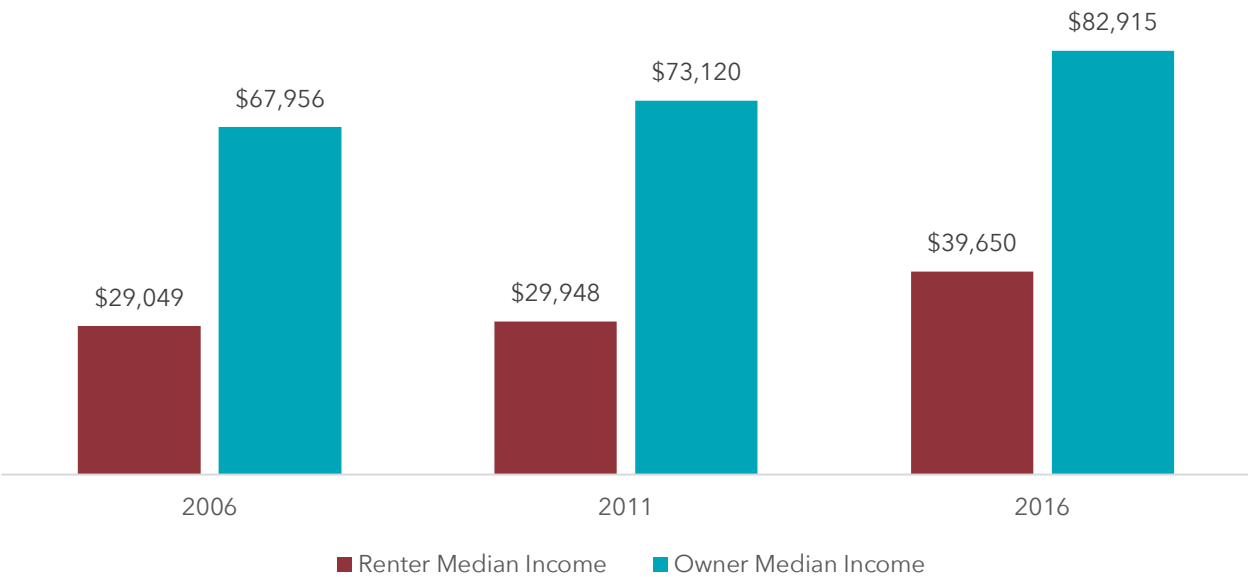
⁷ Population projections and growth rate do not take into consideration low, moderate, or high growth scenarios.

Household income is a key indicator used to understand the maximum amount of rent or mortgage that a household can afford. In Cranbrook, the median household income is \$67,859 annually. There is a major discrepancy between the incomes of renters and owners; in 2016, the median household income for homeowners was double the median household income of renters. In reflection, this makes sense – low- to moderate-income earners are less likely able to save for a down payment and/or qualify for a mortgage. Higher income earners will likely invest their earnings into property, building equity over time.

- **Income is a key determinant to quality of life:** The income gap between renters and homeowners is common in communities across British Columbia. A consequence of this is renters are more likely to live in lower quality housing units and make trade-offs such not having enough bedrooms for all members of their family and having fewer financial means to cover other living costs such as childcare.

Figure 3: Household Income Comparison of Renters and Owners (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population



The housing stock in Cranbrook predominately comprises single-detached homes (63%), followed by apartments fewer than five stories (15%). Townhouses account for a small portion (6%) of the housing stock, duplexes (5%), and secondary suites (3%)⁸. Seven percent (7%) of homes are classified as mobile homes.

Housing compositions in similar communities typically have a higher proportion of single-detached homes compared to Cranbrook; as such, it appears that Cranbrook has been able to diversify its housing typology over time. There is, however, limited variety and quality of multi-unit housing forms in Cranbrook.

⁸ Statistics Canada numerators identify “apartments or flat in a duplex”, which provides a rough estimate of secondary suites in a community. The total number of secondary suites in Cranbrook is unknown, given that not all suites are permitted or legal.

The Need for Housing Alternatives

"We need a mix of housing, one size doesn't fit all"

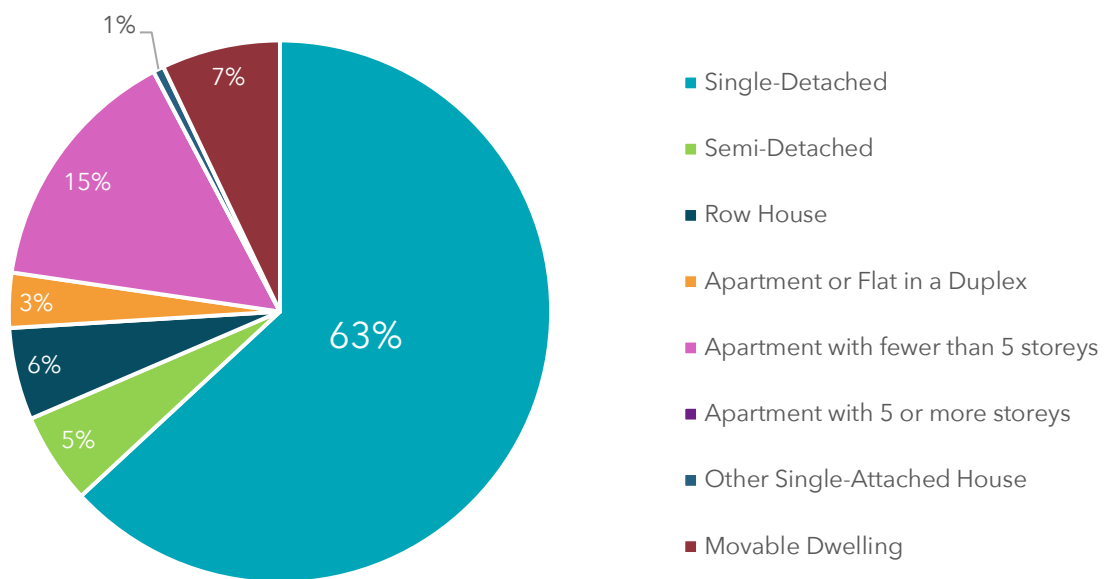
- Quote from non-profit and community organizations workshop

"There are not a lot of apartments with elevators, which makes it tough for seniors looking for affordable rental housing. There are limited good places and very expensive"

- Quote from key informant interview (abbreviated)

Figure 4: Housing Typology Mix, Cranbrook (2016)

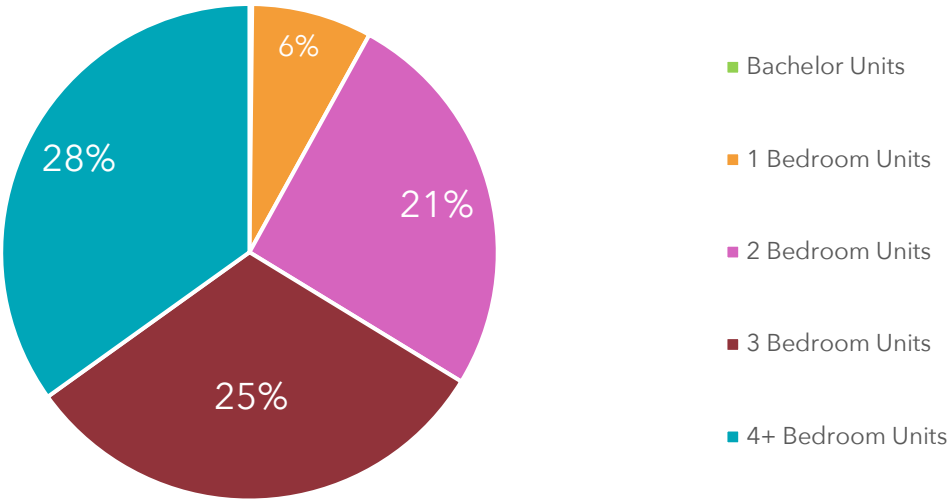
Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population



The housing bedroom mix composition consists of a high number of 3 and 4 or more bedrooms – combined, making up 53% of the housing stock. This makes Cranbrook well positioned to attract families to the community, with family-friendly housing options. However, the few options of one-bedroom units (6% of the housing stock) makes it difficult for single person and couple households to find a place to live, including single seniors, students, and low- to moderate-income couples.

Figure 5: Housing Bedroom Mix, Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population



Over a quarter of Cranbrook residents (27%) rent their home. Rental housing vacancy rate has been in a healthy range for many years and indicates there is usually an abundant number of units available at any given time. However, rental housing in Cranbrook is constrained with respect to affordability (rental rates), quality, and in the variety of unit sizes (bedroom mix). These constraints have limited the City’s ability to attract workers looking to relocate to Cranbrook for new jobs. Results from the survey provided insight into situations where skilled workers were intending to relocate to Cranbrook but the available housing units were a mismatch to what they needed; often large units (e.g. 3- or 4-bedroom units) rather than a 1-bedroom unit.

Found a Job, but not Housing

“Upon getting a job in Cranbrook, I could not find housing and almost didn't take the job because of this. I'm a single working professional. All I wanted was a home or apartment in good condition (renovated, updated, nice, well-maintained) that I could afford for approximately \$1,200 a month for rent. All I could find was 3- to 5-bedroom houses for \$1,400+ and apartment complexes that are not well-maintained and completely unappealing. Cranbrook is missing out on people moving here and enhancing the community because of the housing situation.”

- Anonymous survey respondent (abbreviated)

There was a period of time when rental vacancy rates were high year-after-year, hitting a peak of 8.1% in 2012. High vacancy rates usually mean there are more options for renters, and often softens the rental rates (usually flattens but not decrease). This is a positive scenario for renters. However, high vacancy rates for long periods of time usually coincide with less maintenance and deteriorating condition as property owners are not generating the rent revenue needed to repair buildings. Over time, this can result in worsening housing

conditions for renters. This analysis is supported by what was heard during engagement activities, where many participants and survey respondents commented on the poor quality of the rental stock.

The rental vacancy rate experienced a significant decrease after 2013 and has remained near the 1% vacancy rate over the past five years. Cranbrook’s rental vacancy rate in 2019 was at an all-time low of 0.9%. The low rental vacancy rate may allow landlords to increase rental prices and generate rent revenue for upgrades / repair, and possibly ‘catch-up’ from years previous when vacancy rates were high. However, low vacancy rates also mean there are fewer options for renters looking for housing. Part of the quick change to the vacancy rate was the result of the City introducing a Strata Conversion Bylaw⁹, which groups have estimated converted approximately 500 rental units into condominiums since the 1990s¹⁰.

- **Finding Balance:** A healthy rental vacancy typically ranges between 1% and 3%. Greater than 3% over a long period of time can be considered an oversupply, causing issues with property owners being able to maintain rental buildings with limited rent revenue. Less than 1% over a long period of time can be considered an undersupply, indicating more pressure on the rental market and fewer options for people needing housing. For Cranbrook, there has been periods of time on both bookends: a time of oversupply and a time of undersupply. Finding balance is important but not always easy when there have been substantial fluctuations in the supply, often in tandem with the local and provincial economic climate.

Obstacles to Building New Rental Housing

“Building purpose-built rental housing is riskier given the fluctuations in rental vacancy over the years.”
- Local builder / developer, key informant interview (abbreviated)

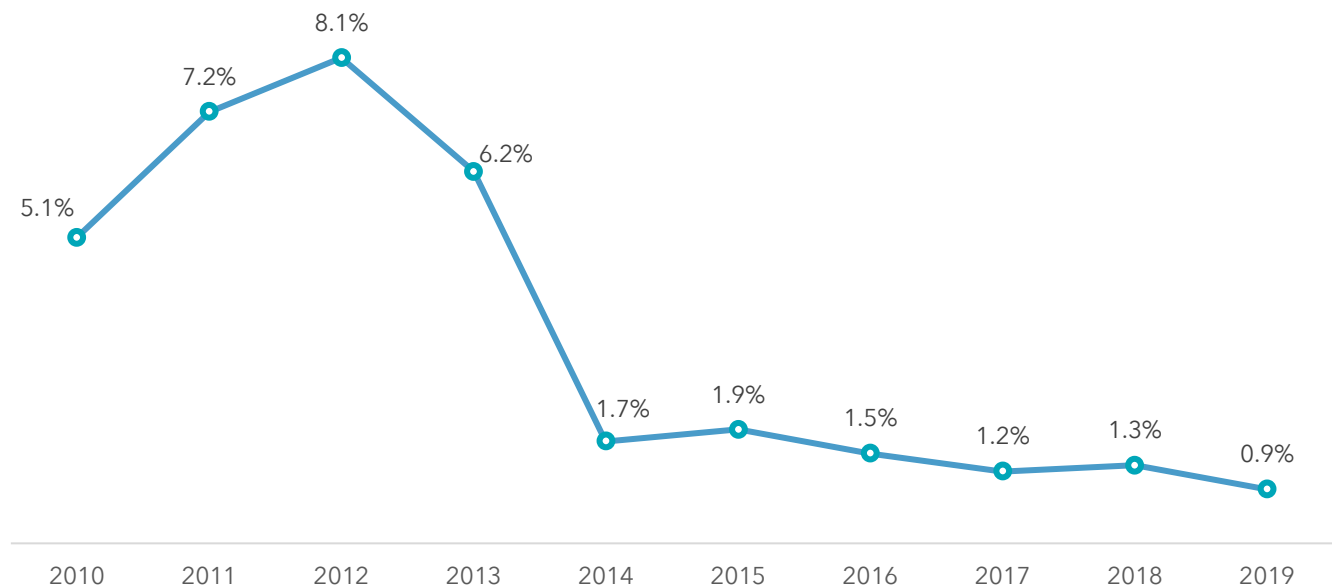
“Infill housing development and redevelopment of in-town lots is challenging because of aging infrastructure (such as servicing) and the cost to upgrade limits the financial viability to undertake projects like multi-unit apartments.”
- Local builder / developer, key informant interview (abbreviated)

⁹ The City of Cranbrook’s Strata Conversion Bylaw supports conversion of rental units to strata condominiums when rental vacancy rates are greater than 5%.

¹⁰ Cranbrook lost one-third (499) of its rental units since 1999, dropping from a peak of 1,491 units to 992 units in 2016 (Core Housing Needs Report – Cranbrook, Keys to Home, 2017).

Figure 6: Rental Vacancy Rate Overtime, Cranbrook (2010-2019)

Source: CMHC Market Rental Reports



In 2016, 7% of renters and 1% of homeowners were living in over-crowded housing conditions, meaning there were not enough bedrooms in a home to accommodate the number of people living there. While the numbers of overcrowded conditions appear relatively low, it has a high impact on the people experiencing this situation. Through engagement activities, community members described the challenges of ‘tight quarters’, especially when a number of adult children are unable to move out and into their own home because they cannot afford the cost of rental housing.

Adult Children Cannot Afford to Leave Their Childhood Home

“More adult children are forced to live with parents due to housing needs in our community.”
- Anonymous survey respondent

“Our daughter and granddaughter lived with us for over a year until they found an affordable 2-bedroom apartment at \$800 per month. We have another daughter living in her van at our home, as she returned home from overseas just as COVID hit. We have a 768 square foot home, with one bathroom with up to 6 people living here. It is always a little tight.”
- Anonymous survey respondent (abbreviated)

The issue of overcrowded homes is a bit contradictory to the understanding that there are more family-sized units (3- and 4-bedrooms) available for rent in Cranbrook compared to smaller units (1-bedroom). This creates a bottleneck issue along the housing continuum: larger households are unable to afford larger units, so they remain in unsuitable smaller units; and singles and couples looking for smaller units (e.g. 1-bedroom) are challenged to find one available.

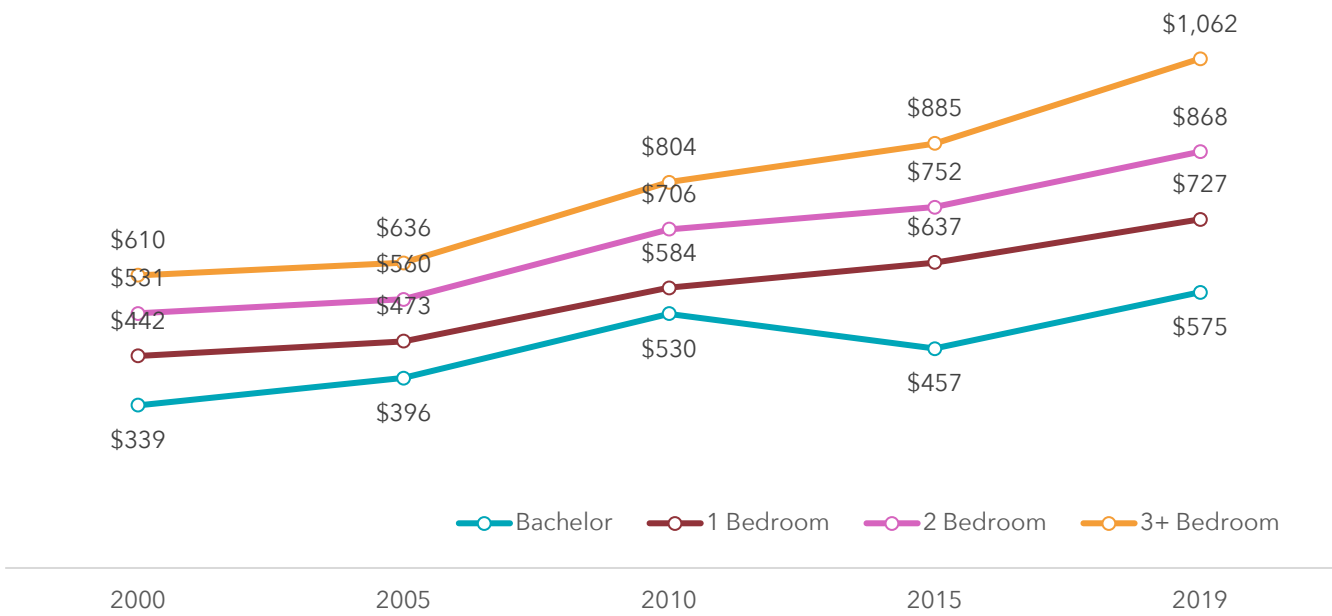
The price of rental housing has increased moderately over the past 20 years. The cost for a 2-bedroom rental unit, for example, has increased from \$531 per month to \$868 per month between the years 2000 and 2019.

- **Rates are relative:** the measure of what is considered ‘affordable’ is relative to the price of housing and how much a household can afford based on their income. What can be understood from rental rates data alone is the trend of rents increasing over time. When reviewing spending data, it becomes clear there are numerous households in Cranbrook unable to afford the average rental rate. In 2016, 11% of homeowners and 41% of renters are spending greater than 30% of their gross income on housing costs¹¹.

Engagement with the community revealed certain groups in Cranbrook are challenged to afford the average rental price. Single parents, students, young couples, minimum wage earners, and low-income households of all demographics (including seniors and families) are experiencing difficulty with covering the cost of rent. Many young people and families are reluctantly considering leaving Cranbrook to find more affordable communities to live, with the sacrifice of disconnecting from their families and friends. Workers relocating from other communities are also challenged to find housing in Cranbrook that meets their needs, raising concerns over the ability to attract and recruit a skilled workforce for Cranbrook.

Figure 7: Rental Rates Over Time, Cranbrook (2010-2019)

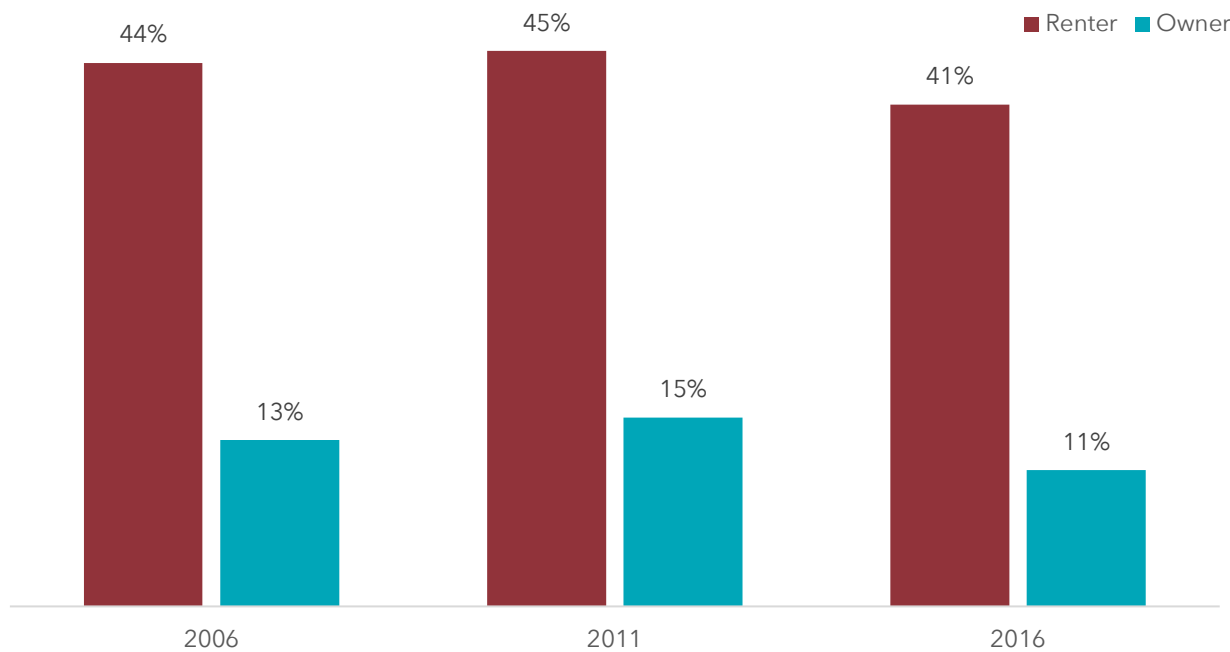
Source: CMHC Market Rental Reports



¹¹ CMHC defines affordability as a household spending less than 30% of their gross income on housing costs. For renters, this includes rent and utilities. For homeowners, this includes mortgage payments, utilities, and strata fees if applicable.

Figure 8: Households Spending Greater than 30% of Income on Housing Costs, Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population



Low Wages and High Cost of Living for Young People

"Cranbrook is in a chronic state of housing crisis. I am married with no kids and I have animals. We are unable to afford to save money for a down payment on a house due to the [high] rent in our area. We both work full time (prior to the pandemic) and are struggling to make rent every month. It is getting to the point that we are having to look outside of BC for housing due to this crisis as a last resort but I love Cranbrook. My family is here; my grandparents need support. It's extremely difficult for younger people to get on their feet in this area. Low wages and high cost of living has us struggling every week."

- Anonymous survey respondent (abbreviated)

"We are losing young, educated people and families due to no options for living in safe neighborhoods that they can afford to rent or own."

- Anonymous survey respondent (abbreviated)

The majority of Cranbrook's housing stock was built prior to 1980 (60%). There were small residential booms in the 1980s and 1990s, and the City has observed moderate numbers of new units being delivered to the market every year.

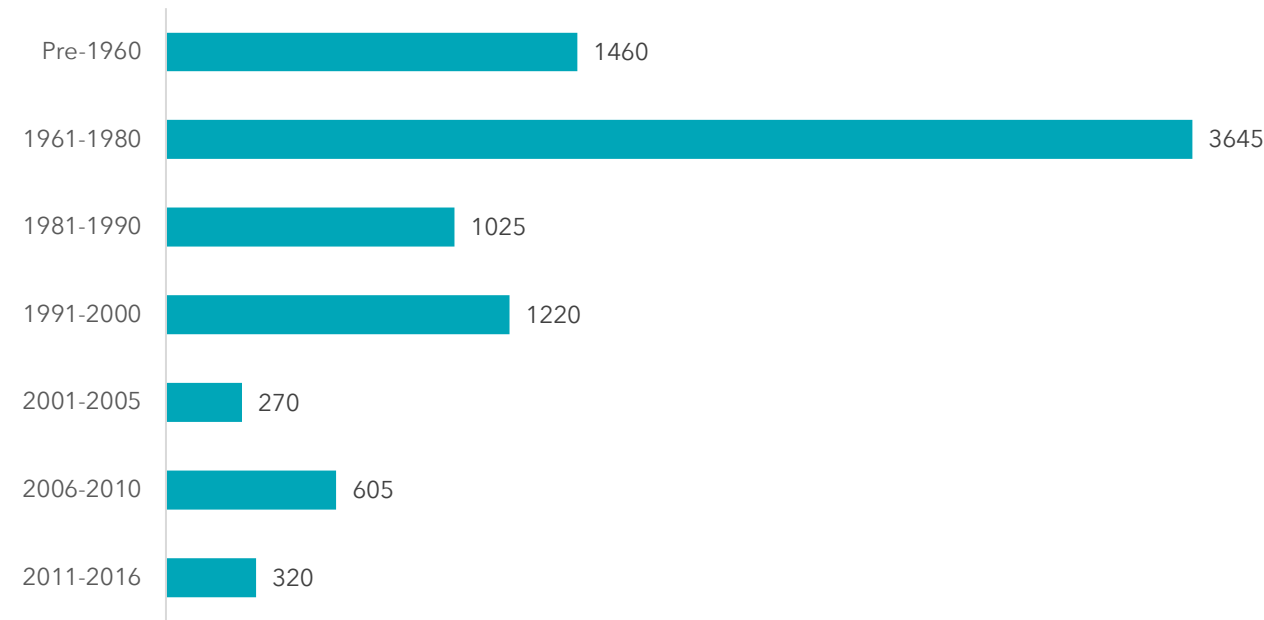
- **New Construction:** Between 2015 and 2019, there were 39 permits for new residential construction. 35 single family, 3 medium density multi-family, and 1 high density multi-family.

Older homes often provide more affordable options for renters and buyers, compared to new construction. The downside of having a large proportion of older and aging housing stock is that there are likely more homes in need of maintenance. That said, Cranbrook has a low-level of housing in need of major repair (5.8%) compared to the East Kootenay region (7.7%) and BC average (6.3%).

- **Condition of Rental Housing:** Over 8% of rental housing units are in need of major repair in Cranbrook. Major repair means homes have livability issues, such as faulty plumbing, electrical wiring, and heating (e.g. no heat). Major repairs also include homes that may have mould, defective door locks, and inaccessible windows (e.g. cannot open a window / exit during an emergency). Poor quality rental housing is often more affordable (but not always) compared to well-maintained homes but can be unsafe and unhealthy for households. This is further supported by what was heard through community engagement; concern for deteriorating rental housing buildings that are undesirable, non-accessible, and unsafe.

Figure 9: Total Number of Housing Units Built by Year, Cranbrook (2016)

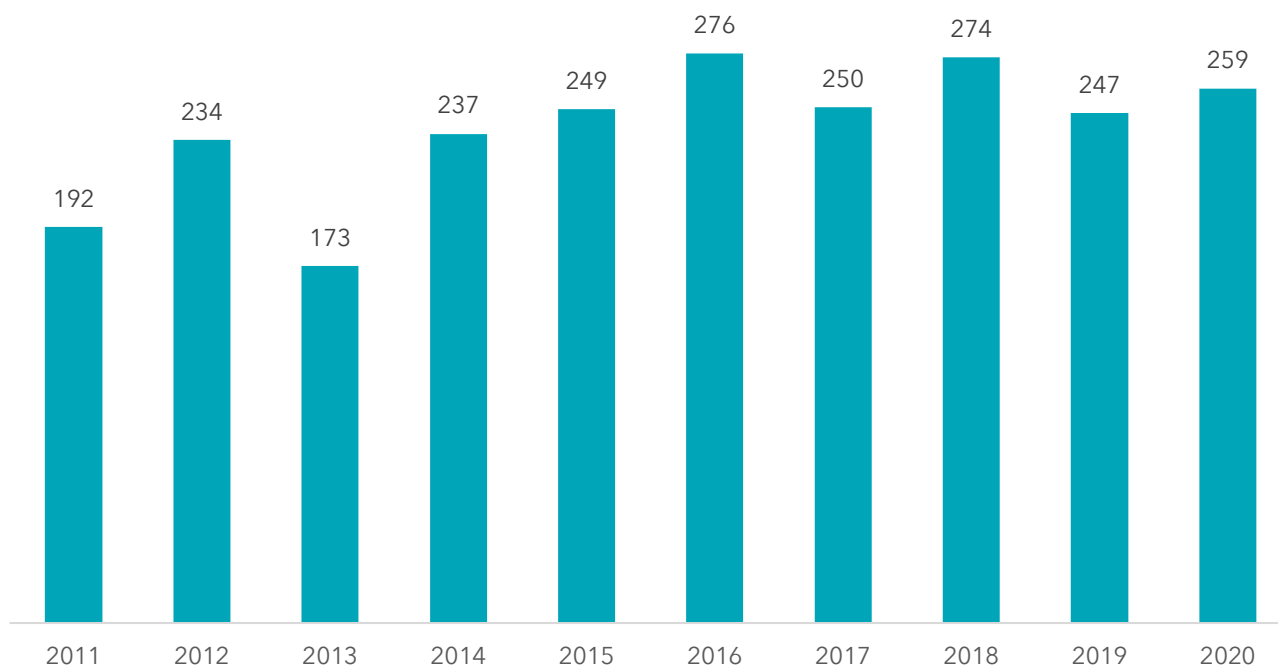
Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population



In 2019, the majority of residential sales activities occurred with single detached homes (130 units) and with the highest median sale price of \$279,000 compared to other categories. The median sales price of townhouses and strata apartments are relatively affordable in comparison, at \$173,000 and \$105,000 respectively. For households that cannot afford to purchase a single-detached home in Cranbrook, the price-point of townhouses and condominiums may be closer in reach; however, with few listings, there is less housing choice for households in this market segment.

Table 1: Number of Units and Median Sales Prices for Dwellings by Category, Cranbrook (2019)*Source: BC Assessment*

	Cranbrook	
	# of Units	Median Sale Price
Single-detached	130	\$279,000
Single-detached with secondary suite	42	\$254,500
Half duplex	12	\$215,000
Townhouse	29	\$173,000
Strata apartment	16	\$105,000
Manufactured home	45	\$86,000

Figure 10: Residential Market Sales Activity, Cranbrook (August Year to Date, 2011 to 2020)*Source: Kootenay Association of Realtors*

Households in Core Housing Need

Core housing need means households are paying more than 30% of pre-tax income for shelter, live in crowded conditions, and/or live in a home that requires major repairs. In 2016, 4% of homeowners and 29% of renters in Cranbrook were considered to be in core housing need. An additional 2% of homeowners and 11% of renters were considered to be in extreme core housing need, meaning they experience all of these issues but are paying half their pre-tax income (50%) towards shelter costs.

Figure 11: Households in Core Housing Need, Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

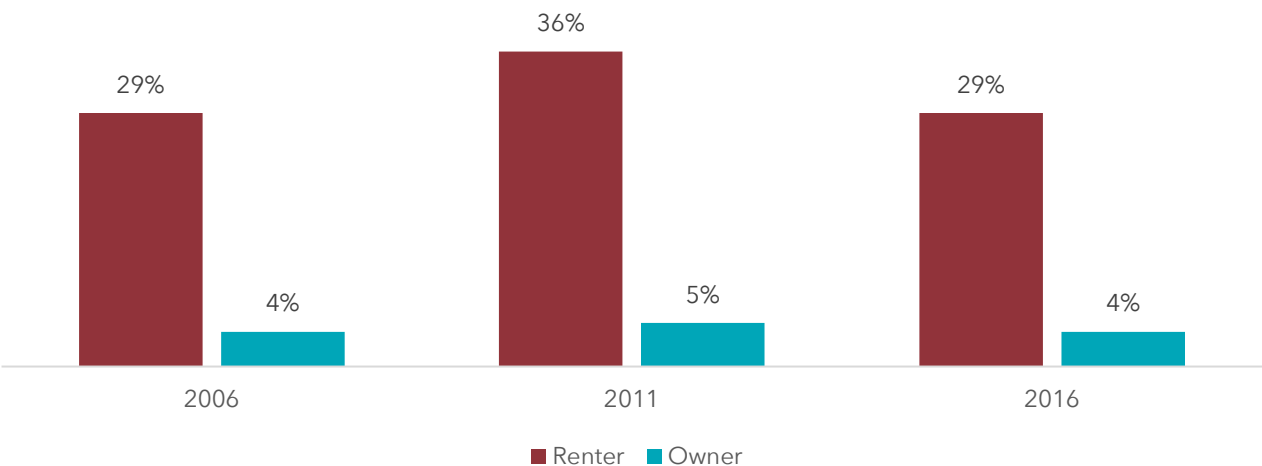
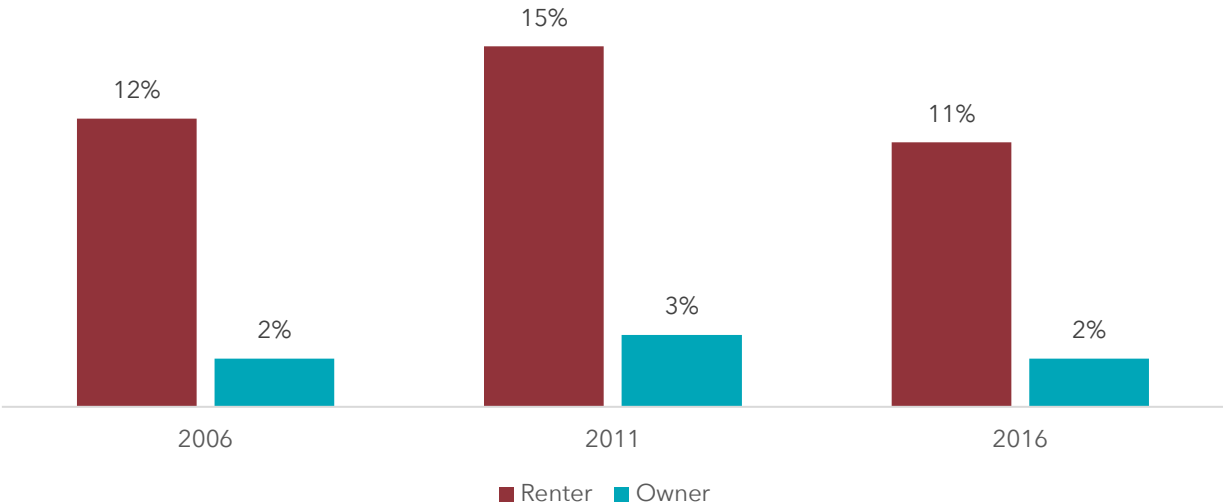


Figure 12: Households in Extreme Core Housing Need, Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population



Single Moms Struggle with Heating Bills

"My pregnant daughter arrived from out of town this spring, leaving an abusive drug addict. She slept on the living room floor of her sister's house for the last few months, with her two young daughters. She just found a place - a 2-bedroom trailer with next to no insulation. I don't know how she will survive as it is \$1,200 a month plus utilities. In winter her heating bills will be astronomical."

- Anonymous survey respondent (abbreviated)

In 2018, a total of 29 persons were identified as experiencing homelessness in Cranbrook¹². Over two-thirds of those persons counted in Cranbrook identified as having two or more health conditions. For persons counted, the main barriers to accessing housing included: rent too expensive (35%); income too low (54%); and poor housing conditions (12%). The 2020 Homeless Count identified 63 people experiencing homelessness, an increase of 117% compared to two years ago¹³.

Extent of Vulnerability is Hidden

"Vulnerable populations have been very resilient in staying underground"

- Key informant interview (abbreviated)

Homelessness, a Lived Experience

"My daughter and I have been homeless since September 2019. I have an emotional support dog and it's difficult to find a place that accepts pets."

- Anonymous survey respondent (abbreviated)

There are 547 non-market housing units in Cranbrook for low-income households and vulnerable populations (184 are rent supplements for low-income families, low-income seniors, and persons experiencing homelessness to use towards rental units available in the private market). Looking across the East Kootenay region, Cranbrook has the largest proportion of non-market housing units. This makes sense given that Cranbrook has a larger population compared to neighbouring communities and is a regional service centre including social infrastructure and healthcare.

Seasonally, Cranbrook usually receives Provincial support to open a temporary extreme weather response shelter to house persons experiencing homelessness during winter months. In 2019/2020, 24 spaces were

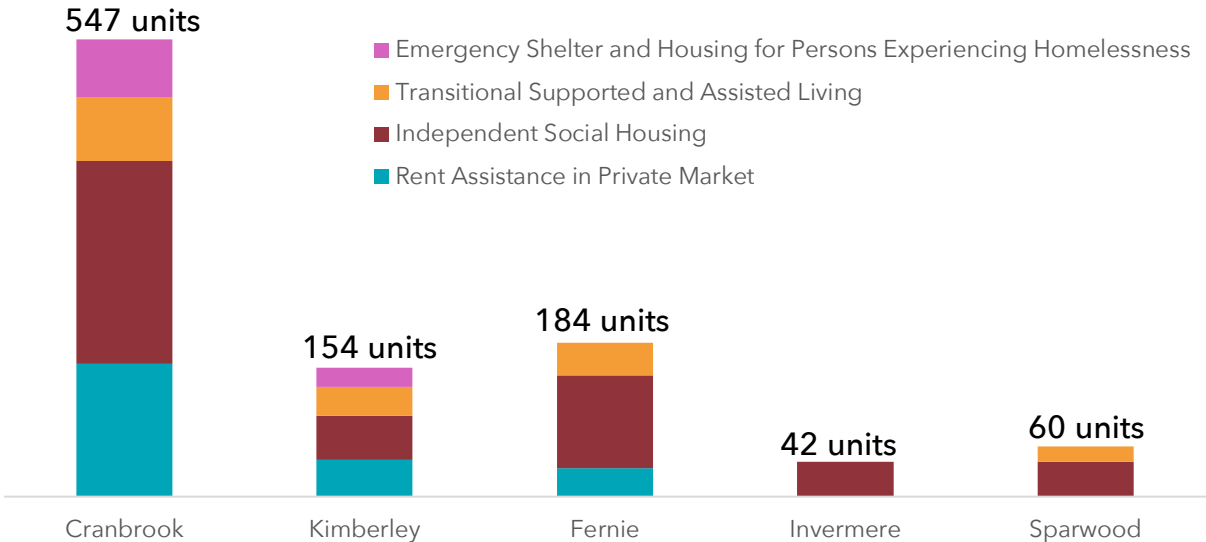
¹² All point-in-time homeless counts are considered to be undercounts given that it is undertaken during a 24-hour time period; not everyone experiencing homelessness is found / identified and not everyone experiencing homelessness gives consent to be counted.

¹³ 2020 Homeless Count: Cranbrook, HSABC.

opened in Cranbrook. A key challenge in Cranbrook is the lack of a year-round emergency shelter to accommodate individuals experiencing homelessness during all seasons. The Salvation Army had plans to pursue a 72-bed shelter / transitional housing / long-term supportive housing project in 2011, however that proposal did not move forward. The recent temporary accommodation for persons experiencing homelessness (COVID-19 motel) demonstrates that housing persons experiencing homelessness can be addressed quickly with innovative solutions and partnerships.

Figure 13: Non-Market Housing Units, Cranbrook and Neighbouring Communities (2020)

Source: BC Housing



Impact of COVID-19 on Cranbrook's Housing Situation

The long-term impact of the COVID-19 public health emergency will not be fully understood until future data becomes available that can be analyzed and reflected upon. However, at the time of this study, stakeholders and members of the public were experiencing disruption to their daily lives including employment, income, and housing and were able to share their experiences of COVID-19 as it relates to Cranbrook's housing situation.

COVID-19 Has Magnified Housing Issues

"[COVID] has certainly made me more aware of how the current lack of available housing impacts the community. For me, I am unable to think about moving anywhere due to COVID. For others, there is no housing to be had, no matter how hard they look"

- Anonymous survey respondent (abbreviated)

"[COVID has] not personally impacted me but has drastically impacted the homeless and needy community [members that] our Church serves with Monday and Wednesday free breakfasts."

- Anonymous survey respondent (abbreviated)

A common theme reported by the community was lost wages – either partially or entirely. Lost wages had a direct impact on the ability of households to afford their rent or mortgage. In some cases, households were not eligible for the federal Canada Emergency Response Benefit (CERB); in other cases, the loan was not enough to cover monthly costs. As a result, many households have been making difficult trade-offs given their financial challenges including: deferring mortgage payments; not paying utility bills; abandoning their rental unit; and living in precarious housing situations such as RVs and campers. Some community members expressed concern about not feeling safe in their current living situations due to COVID-19 and encountering barriers to leaving their units because of restrictive lease agreements.

Lost Wages, Difficult Housing Tradeoffs

“Work hours have been cut but not enough to qualify for the temporary rental supplement. Now we are splitting rent payments and picking what utilities to fall behind on temporarily.”

- Anonymous survey respondent (abbreviated)

“Since the Pandemic I have lost both of my jobs, lost all of my income, and I am very worried about what the future will hold for me and my family. Prior to the Pandemic I was struggling to make ends meet, bills always came first- little to no food was acceptable. Now I am worried.”

- Anonymous survey respondent (abbreviated)

“Less hours have made it difficult to afford the mortgage and I have fallen behind. I do not feel I will be able to catch up and worried I may lose my house.”

- Anonymous survey respondent (abbreviated)

“Our family income dropped significantly. We have given up our rental to live in our RV as we cannot afford to pay rent and deferring it for any amount of time will cause us to go into bankruptcy”

- Anonymous survey respondent (abbreviated)

Some members of the local builder / developer community have experienced negative impacts on their residential projects due to the economic disruption correlated with the COVID-19 public health emergency, and expressed concern about immediate and long-term impacts:

- Concern about the overall economy in Cranbrook and how this will impact jobs, incomes and livelihoods;
- Some residential projects / proposals have been put on hold due to reduced demand (e.g. potential consumers lost employment / income, hesitant to take on more debt / mortgage). This unexpected scenario has caused developers to hold vacant lots and units longer than expected with increased carrying costs;
- Business operations and viability has been impacted, resulting in some layoffs. Some local builders estimate that it will take approximately 5 years for the Cranbrook residential market to rebound from this economic downturn; and

- Curiosity and hope were expressed for potential changing migration patterns, such as households leaving large centres like Vancouver to small- and mid-size communities like Cranbrook. This may induce housing demand from newcomers.

Similar to local builders and developers, results from the online survey highlight the difficulty experienced by property owners' ability to sell homes with fewer potential buyers and the perceived impact of COVID-19 on housing prices.

Intensifying Unsafe Housing Conditions

"We found cheaper affordable housing with a safe landlord but we are unable to leave our expensive unsafe location due to [the] COVID pandemic. New locations' current tenants will not honour their notice and cannot leave until it is safer. We are now out of a lease in a space we cannot afford and we do not feel safe. We may be without any housing soon during a pandemic. I am high risk and terrified to be without proper housing and access to regular running water for hygiene purposes."

- Anonymous survey respondent (abbreviated)

Further Behind on Saving for a Down-Payment

"Had to start spending my savings, what was going to be used as a down payment on a house."

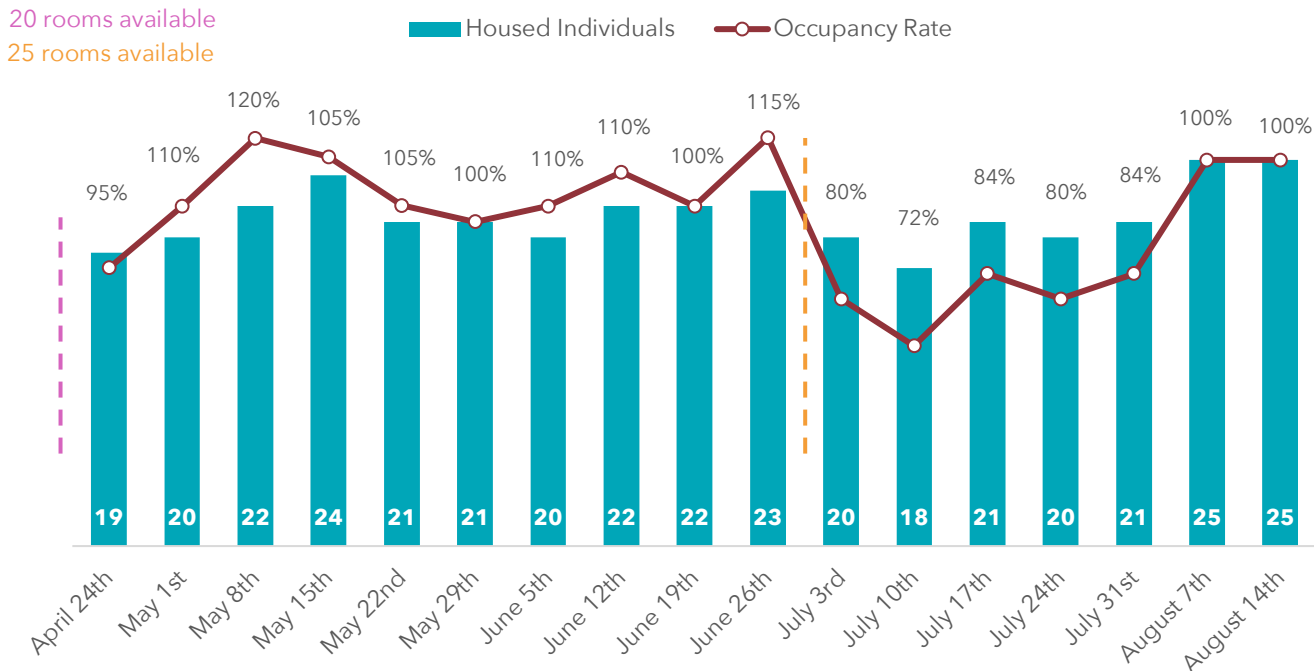
- Anonymous survey respondent

Temporary emergency shelters became a high priority for the Provincial government during the COVID-19 public health emergency in order to provide persons experiencing homelessness a place they could safely distance themselves from others to avoid the virus. Temporary accommodation also provided space to practice good hygiene (e.g. sink and soap for handwashing). In Cranbrook, a motel¹⁴ was temporarily repurposed to house persons experiencing homelessness. This benefited the motel operator given the decline in tourism and the desire to maintain staff. The occupancy rate of the temporary accommodation was at or over capacity since it opened, until it expanded the number of rooms to accommodate more individuals.

¹⁴ The named motel is confidential to protect the privacy and safety of occupants.

Figure 14: COVID-19 Temporary Motel Accommodation for Persons Experiencing Homelessness, Cranbrook (April to August, 2020)

Source: Interior Health Authority



At the time of this study, observations of using the motel as temporary accommodation for persons experiencing homelessness in Cranbrook include:

- Rapidly evolving crisis of the pandemic / public health and homelessness converging. This led to quick funding and site partnership, and fast movement of bringing people together into one building. The priority was getting people safe;
- Some individuals were screened / turned away from accessing the motel for various safety concerns (e.g. pending criminal charges);
- Approximately one-third of the individuals housed in the motel identified as Indigenous;
- The motel arrangement created stability for some individuals, but not for others; and
- Individuals housed had different levels of vulnerability. Some individuals entered the motel with minimal substance use issues (e.g. alcohol) but after a short period of time became involved in heavier substance use (e.g. crystal methamphetamine).

The unintended consequences of the temporary motel accommodation is not the fault of housed individuals nor operator but rather highlights the need to have a variety of housing options to meet the unique needs of different individuals and groups.

Need a Variety of Housing Options for People Experiencing Different Circumstances

“An individual with a small alcohol issue is ok when they are on their own. But if they live next door to someone using crystal meth – they might go for a walk, share a beer, share meth, and some folks get very sick from using substances that they aren’t used to, and develop new dependence on substance. This can lead to other issues like behaviour and evictions. I’ve seen a number of people addicted to meth who were not previously using meth and overdosed on fentanyl who previously never used. Many first-time users and overdoses”

- Quote from key informant interview (abbreviated)

The COVID-19 public health emergency has magnified housing issues already present in Cranbrook and exacerbated many others. Low-income households and vulnerable populations are not equipped to tolerate such events and moderate-income households perceived as being stable find themselves with less of a safety net than they had assumed. A key takeaway from was heard is that **the current housing market does not have the resiliency or adaptability to withstand major economic fluctuations without causing significant impacts to household income and the amount households can afford to pay towards housing costs.**

Affordability Snapshots

In Cranbrook, there are many stories that capture the real impact of people experiencing housing challenges – be it finding a home that is accessible, in good condition, or within the budget they can afford. This section tells the stories of a few ‘representative’ households in Cranbrook to help illustrate local housing needs and gaps.

Household Story #1 - Single Nurse

Healthcare is a major sector of employment for Cranbrook residents. A registered nurse earns on average \$40 per hour in the Kootenay region¹⁵ (or annual income of \$67,500). This story assumes a single nurse working full time is looking for a place to live in Cranbrook. For this analysis, wage is compared to the average rents and availability in Cranbrook, as well as the cost to purchase a home¹⁶.

A registered nurse making the median income for their occupation can afford to pay up to \$1,675 per month towards rent and utilities. Under this scenario, a nurse is well within their means to afford a one-, two-, or three bedroom rental unit in Cranbrook based on average prices. The key concern for this renter is availability given the low vacancy rates, as well as quality and condition of rental units.

Monthly Rent at 30% of Income	Average Monthly Rents in Cranbrook		
	1-Bedroom	2-Bedroom	3-Bedroom
\$1,675	\$727	\$868	\$1,062



A registered nurse could qualify for a mortgage of up to \$310,000 amortized over a 25-year period. A nurse can afford the median sale price of most homes on the market, including a single-detached home that can be purchased for less than \$300,000 in many Cranbrook neighbourhoods.

Affordable Purchase Price	Median Sale Prices in Cranbrook		
	Apartment	Townhouse	Single-detached
\$310,000	\$105,000	\$173,000	\$279,000

¹⁵ Wages, Government of Canada (2020).

¹⁶ There are a number of factors that contribute to a households’ ability to qualify for a mortgage, including existing debt (e.g. student loans, car payments). This analysis assumes households have no debt. Households with debt will have less ability to borrow.

Household Story #2 - Relocating Couple

Cranbrook is a highly desirable community to relocate for work. This story examines a typical scenario heard in Cranbrook, a relocating couple. One partner has a job in construction (median income of \$19 per hour / \$31,920 annually) and the partner has not yet found employment.

Under this scenario, the couple could afford a 1-bedroom unit, but would be 'over-stretched' to afford the average price of a 2-bedroom or 3-bedroom rental unit in Cranbrook. One-bedroom units are hard to come by in Cranbrook, especially in good physical condition.

The couple could potentially afford to purchase an apartment based on their annual household income. However, there were only 16 strata apartments available for sale in Cranbrook in 2019. There may be few options for homeownership for this couple as well.



Monthly Rent at 30% of Income	Average Monthly Rents in Cranbrook		
	1-Bedroom	2-Bedroom	3-Bedroom
\$798	\$727	\$868	\$1,062

Affordable Purchase Price	Median Sale Prices in Cranbrook		
	Apartment	Townhouse	Single-detached
\$123,436	\$105,000	\$173,000	\$279,000

Household Story #3 - High-tech Single Professional

One of the economic development aspirations for the City of Cranbrook is to invest and grow a high-tech sector. Assuming an above median wage for a high-tech single professional (\$57.69 per hour / \$96,919 annually)¹⁷, a scenario was analyzed for their ability to afford housing in Cranbrook.

A potential, high-tech professional living in Cranbrook could afford over \$2,400 towards rent or to purchase a home worth \$470,651. There is not an issue of affordability for this household, with the exception of availability and quality of rental supply, or consumer preference for homeownership options.

Monthly Rent at 30% of Income	Average Monthly Rents in Cranbrook		
	1-Bedroom	2-Bedroom	3-Bedroom
\$2,423	\$727	\$868	\$1,062

Affordable Purchase Price	Median Sale Prices in Cranbrook		
	Apartment	Townhouse	Single-detached
\$470,651	\$105,000	\$173,000	\$279,000



¹⁷ Wage occupation cited a computer engineer, utilizing wage information available for jobs in BC (Government of Canada).

Household Story #4 - Single Parent Experiencing Homelessness

There were 63 persons counted as experiencing homelessness during the last point-in-time homeless count (2020). Consultation from our community revealed that persons experiencing homelessness include families, such as a mother and daughter having difficulty finding a place to live.

Some of these households survive on income assistance, which provides up to \$375 per month on housing costs. This falls short of being able to afford the average monthly rents without the help of rent supplements. Qualifying for a mortgage is not within the realm of someone experiencing an income or housing crisis.

Monthly Rent at 30% of Income	Average Monthly Rents in Cranbrook		
	1-Bedroom	2-Bedroom	3-Bedroom
\$375	\$727	\$868	\$1,062

When rent supplements are not an option or when small bachelor or one-bedroom units are unavailable, there are few housing options for individuals experiencing homelessness. For a single parent and child experiencing homelessness, finding a two-bedroom unit is an even greater challenge.

The seasonal extreme weather shelter operates during winter months only and can temporarily support persons experiencing homelessness. Other months, households have no other choices but to find shelter in precarious or unsafe situations: tents, couch-surfing, staying in abusive relationships, room mating with others who may be triggering or harming in other ways. Women and children have the option to stay at the 10-bed Kootenay Haven Transition House if there are beds available but there is no guarantee. There are many pathways into homelessness, and few housing options in Cranbrook to support their road to stability and well-being.



Household Story #5 - Single Person Working in Retail

There are nearly 1,700 people working in retail trade in Cranbrook, representing one of the largest employment sectors in the community. A minimum wage retailer in the Kootenays earns \$14.60 per hour (\$24,528 annually if working full-time).

Under this scenario, a single person earning the minimum wage can afford up to \$613 per month on rent plus utilities. Compared to the average cost of a one-bedroom unit, this household would be over-stretched to afford housing in Cranbrook unless they had a partner or roommate. Purchasing a home is out of reach for this household, who can afford up to \$84,000 for a property – with the exception of a manufactured mobile home which, in 2019, had a median sale price of \$86,000 and had 45 units for sale.



Monthly Rent at 30% of Income	Average Monthly Rents in Cranbrook		
	1-Bedroom	2-Bedroom	3-Bedroom
\$613	\$727	\$868	\$1,062

Affordable Purchase Price	Median Sale Prices in Cranbrook			
	Mobile Home	Apartment	Townhouse	Single-detached
\$83,949	\$86,000	\$105,000	\$173,000	\$279,000

Household Story #6 - Single Senior

Seniors is a growing demographic in Cranbrook, and includes single and couple seniors, independent and mobile seniors, and others with mobility limitations. This scenario examines a recently retired senior with a minor physical disability, who is looking to downsize into an accessible unit.

Under this scenario, we assume a single senior has sold their single-detached home with a secondary suite at the median sale price (2019) of \$254,500. Being mortgage-free at the time of the sale, this senior plans to allocate equity as follows:

- Retained retirement savings: \$75,000;
- Assist grandchild with down payment for their first home: \$15,000; and
- Allocate towards renting or purchasing: \$164,500.

If this senior were to utilize the \$164,500 to rent over a 20-year period, they could afford \$685 per month. Assuming minimal rent increases, this would be a difficult situation for a senior to afford the average rental rate of a one-bedroom unit in Cranbrook – even after selling their home. They could dip into their savings, but would have nothing left over for lifestyle needs, travel, or other comforts as they age.



Monthly Rent at 30% of Income	Average Monthly Rents in Cranbrook		
	1-Bedroom	2-Bedroom	3-Bedroom
\$685	\$727	\$868	\$1,062

The single senior could potentially downsize into a strata apartment or townhouse, transferring their \$164,500 equity into another purchase (less realtor fees and moving costs). Under this scenario, the senior falls just short of being able to find a townhouse – which would likely be an issue anyways as townhouses usually have bedrooms on second and third floors with stairs¹⁸. This senior could afford the median sale price of an apartment, with cash to spare; however, there were only 16 sales in this category in Cranbrook in 2019 which limits their housing choice.

Equity Transfer to 'Downsize'	Median Sale Prices in Cranbrook			
	Mobile Home	Apartment	Townhouse	Single-detached
\$164,000	\$86,000	\$105,000	\$173,000	\$279,000

¹⁸ A trend in seniors-oriented housing is to have “masters on the main” – meaning master bedrooms with ensuite bathrooms on the main floor of a unit. This can help seniors age-in-place within attached/multi-unit housing buildings.

Housing Units Required

In Cranbrook and area, the anticipated number of households is expected to increase gradually from 11,769 in 2020 to 12,633 in 2030. As the population grows, BC Statistics projections for the Cranbrook Community Health Service Area¹⁹ indicates that the number of persons per household is expected to slightly decrease, from 2.33 in 2020 to 2.30 in 2030.

Table 2: Anticipated Households and Household Size, Cranbrook Community Health Services Area (2016 to 2026)

Source: BC Statistics, Consultants Calculations

	2016 Index	2020	2022	2024	2026	2028	2030	Net Gain (2016-2030)
Projected Population	27,422	27,982	28,175	28,447	28,691	28,902	29,073	+1,651
Persons per Household	2.33	2.29	2.29	2.29	2.29	2.29	2.30	-
Total Number of Households	11,769	12,203	12,309	12,426	12,521	12,599	12,633	+864

The anticipated number of housing units (by size) required in Cranbrook between 2020 and 2030 have been calculated in two ways: (i) baseline scenario, which assumes development patterns in Cranbrook will continue to be the same in the future as is occurring today; and, (ii) potential development pattern shift scenario, which explores a changing housing mix composition given the current mismatch between the available housing units and what the community needs today, as well as anticipated demographic shifts of the future. Both scenarios consider BC Statistics population projections and persons per unit assumptions.

Baseline Scenario

The baseline scenario assumes that historical development patterns / housing mix will continue into the future to accommodate future households. This scenario projects that an additional 430 housing units will be needed in Cranbrook by the year 2030, with the majority of units consisting of two-, three-, and four-bedroom units. This baseline scenario is “more of the same”.

¹⁹ The Community Health Service Area generally corresponds with the geographic boundaries of the City of Cranbrook and the general trends used by BC Statistics are useful to determine how household size will change over the next ten years.

Table 3: Anticipated Number of Units by Size - Baseline Scenario, Cranbrook (2020 to 2030)*Source: BC Statistics, Consultants Calculations*

Unit Size	2016 Index	2020	2022	2024	2026	2028	2030	Net New Units 2020-2030
Bachelor	15	16	16	16	16	16	17	+1
1-Bedroom	670	704	712	722	729	735	738	+34
2-Bedroom	2,195	2,307	2,334	2,364	2,388	2,408	2,417	+111
3-Bedroom	2,680	2,816	2,849	2,886	2,916	2,940	2,951	+135
4+ Bedroom	2,980	3,131	3,168	3,209	3,242	3,270	3,281	+150
Total	8,540	8,974	9,080	9,197	9,292	9,370	9,404	+430

Potential Development Pattern Shift Scenario

The baseline scenario falls short of addressing some of the current housing issues and anticipated housing needs. For example, there is a limited number of smaller units in Cranbrook (e.g. one-bedroom units), fewer persons per household, and a need for more seniors-oriented housing. As such, a second scenario was created that adjusts the housing mix to better accommodate changing demographics in Cranbrook. This potential development pattern shift scenario also projects an additional 430 housing units needed in Cranbrook by the year 2030, with the majority of units consisting of one-, two-, and three-bedroom units. This scenario would 'shift' the overall housing composition of new housing units being delivered in the Cranbrook housing market.

Table 4: Anticipated Number of Units by Size - Potential Development Pattern Shift Scenario, Cranbrook (2020 to 2030)*Source: BC Statistics, Consultants Calculations*

Unit Size	2016 Index	2020	2022	2024	2026	2028	2030	Net New Units 2020-2030
Bachelor	15	16	18	20	22	24	26	+10
1-Bedroom	670	704	735	767	798	828	854	+150
2-Bedroom	2,195	2,307	2,336	2,368	2,394	2,416	2,427	+120
3-Bedroom	2,680	2,816	2,843	2,873	2,895	2,913	2,916	+100
4+ Bedroom	2,980	3,131	3,149	3,170	3,183	3,190	3,181	+50
Total	8,540	8,974	9,080	9,197	9,292	9,370	9,404	+430

Scenario Comparison

Both scenarios anticipate an additional 430 units for Cranbrook over the next ten years. The key difference is the housing mix by bedroom size. The baseline scenario assumes more of the same (larger units) and the potential development shift assumes more smaller units (e.g. one-bedroom units). Collectively, the entire composition of the City's housing stock does not change drastically overall. For example, the baseline scenario could result in 4+ bedrooms comprising 34.89% of the housing stock, compared to 33.83% of the housing stock if development patterns 'shifted'.

Table 5: Anticipated Housing Units and Composition, Baseline vs. Potential Development Shift, 2030

Source: BC Statistics, Consultants Calculations

Unit Size	Baseline Scenario			Potential Development Shift Scenario		
	Net New Units	Total Number of Units	Mix	Net New Units	Total Number of Units	Mix
Bachelor	+1	17	0.18%	+10	26	0.27%
1-Bedroom	+34	738	7.85%	+150	854	9.08%
2-Bedroom	+111	2,417	25.70%	+120	2,427	25.80%
3-Bedroom	+135	2,951	31.38%	+100	2,916	31.01%
4+Bedroom	+150	3,281	34.89%	+50	3,181	33.83%
Total	+430	9,404		+430	9,404	

Other Contributing Factors

There is a high degree of uncertainty with using population projections to determine housing need, which are based on high-level trends in fertility, mortality, and migration, along with historic growth patterns. Equally important is the economic climate. For example, the aspirations for growing the high-tech industry in Cranbrook, developing 99 acres of industrial lands, and expanding other sectors like retail could all push or pull Cranbrook's demographics in different directions. Some of these jobs may generate high-income professionals who may desire high-quality market rental housing options. Other jobs might generate minimum wage or moderate-income workers, such as retail, who also need rental but at more affordable rates while also being livable and in good condition. Substantial job creation can create demand for more housing units and influence the housing mix.

Economic downturns can also impact the population and housing unit projections, which is highly observable in single industry communities (e.g. closures of forestry mills). Cranbrook's diverse economy helps to soften economic challenges. That said, the recent economic downturn associated with the COVID-19 public health emergency demonstrates the market is somewhat permeable and challenged to withstand these types of major events.

Another key element to the population and housing unit projections is residential projects currently slated for development. The proposed 292 purpose-built rental project on Innes Avenue will make a substantial impact on the anticipated housing units projections, especially if the units comprise 1- and 2-bedroom units. Once the project is complete and occupied, it will be important to monitor unit absorption and rental vacancy rates especially when considering future market rental projects. It will also be important to review BC Statistics on projections when they become available to monitor changes on need and demand.

In addition, the earlier referenced Growth Report (2017) for the City of Cranbrook highlights a large amount of residentially designated land inventory (some serviced and some un-serviced) that has the capacity to absorb over 5,000 single-detached, duplex, and some townhouse units over the next 20 years.

- Residential subdivisions account for a large proportion of the undeveloped residential land inventory and serves a very important role in the overall housing continuum. However, Cranbrook may not have the population growth or demographic match to sustain the level of absorption expected over time.

Compared to BC Statistics population projections and housing unit projections, as well as recent building permit data, there appears to be an oversupply of residentially designated lands in Cranbrook. This is supported by the low but steady number of building permit data in Cranbrook (35 single family, 3 medium density multi-family, and 1 high density multi-family between 2015 and 2019). This is not necessarily an issue if lands sit vacant and held for future growth²⁰, unless they are serviced in which case it can be costly for the City to maintain without generating tax revenue.

In short, family households are needed to support future development of large residential subdivisions lands; however, there is already an abundant supply of these family-sized units (albeit, some aging / older stock) and a shortfall of other units (e.g. seniors-oriented housing, one-bedroom units). The overall demand for family-oriented units will depend on other contributing factors such as employment opportunities and job availability / creation.

²⁰ Part 26, Section 877(a) of the *Local Government Act*: An OCP must include statements and map designations for the area covered by the plan respecting the following the approximate location, amount, type, and density of residential development required to meet anticipated housing needs over a period of at least 5 years.

Summary of Housing Needs and Gaps

The guide to preparing housing needs reports requires a statement on key areas of local need specific to: affordable housing; rental housing; special needs housing; housing for families; housing for seniors; and shelters for individuals experiencing homelessness and housing for individuals at-risk of homelessness. This section is organized by priority groups and housing gaps, which addresses these requirements and adds additional insight.

Priority Groups

Based on an analysis of data in this report, as well as observations from community engagement, the following priority groups have been identified:

- **Seniors:** There is a need for seniors-oriented housing, across the housing continuum – independent, semi-supportive, supportive, assisted living, and complex care. This priority is supported by population projections and the limited options for seniors transitioning to non-single-detached housing forms as they age and require housing options that are suitable for ‘downsizing’. Measures to support seniors aging-in-place can help alleviate the demand for housing that does not yet exist, and ‘buy time’ before transition to supportive housing is needed;
- **Low-income households:** Low-income households encompass a range of household configurations and demographics including low-income singles, couples, families, seniors, and students. Engagement activities heard from stakeholders that there are households in Cranbrook considered ‘working poor’, and this is supported by data of households in core housing need. There are limited affordable rental housing options in Cranbrook to support low-income households;
- **Workforce:** The workforce can range from low wage to moderate-income earners, including skilled labour. In Cranbrook, this is a limited supply of one-bedroom housing units that can accommodate the workforce (mostly single individuals but sometimes couples as well). It is especially challenging for workers relocating to Cranbrook looking for a “starter” apartment in good condition. Housing is complementary to job creation and is often a contributing factor for attracting and recruiting a skilled workforce be them entrepreneurs, healthcare workers, high-tech professionals among others. Limited housing options restricts the opportunity to support employment growth;
- **Persons experiencing homelessness and at-risk of homelessness:** The number of persons identified as experiencing homelessness increased from 29 in 2018 to 63 in 2020. This is a 117% increase over a two-year period. While a motel was temporarily utilized as accommodation to house some individuals experiencing homelessness during the COVID-19 public health emergency (which was at or over capacity most of the time while open), there is no permanent accommodation in place both for individuals experiencing a short-term crisis or in need of longer-term housing with supports;

- **Persons with disabilities:** Persons with disabilities can include those physical and/or cognitive disabilities. Persons with physical disabilities may require accessible units / buildings for wheelchairs or other mobility aids. Cognitive disabilities may include conditions someone is born with (e.g. down syndrome, autism) or developed later in life (e.g. acquired brain injury). Through consultation, it was identified that consideration for housing for everyone in the community should include persons with disabilities. And, with an aging population, it is expected seniors living with a disability could increase over time in Cranbrook, which will require more accessible units and buildings; and
- **Persons experiencing substance use issues and mental health support needs:** Community consultation revealed that there are increasing numbers of vulnerable populations using substances and/or experiencing mental health issues and require support. Housing is a key component to supporting individuals in this situation and can help them towards a path of stability and well-being.

Housing Gaps

In reference to the housing continuum, the following housing forms have been identified as “gaps” in the Cranbrook housing market landscape:

- **Permanent year-round emergency shelter:** Temporary shelters are usually established in Cranbrook during the winter season as part of the Provincial Government’s extreme weather response shelter program. During the 2019/2020 winter season, Cranbrook received 24 temporary shelter spaces under this program. When the extreme weather response is lifted, shelter users have nowhere to go until the next season. This leaves many Cranbrook individuals in vulnerable, precarious situations. The temporary motel that was opened to persons experiencing homelessness during the COVID-19 pandemic illustrated the need for a permanent, year-round emergency shelter – it is an essential part of the housing continuum that can support individuals experiencing a short-term housing crisis *at any time of the year*. At a shelter, individuals and families can be supported during a short stay, assessed, and rapidly re-housed when appropriate housing can be matched for them;
- **Transitional housing:** Some individuals may require assistance in-between a shelter and permanent housing, in what is called transitional housing. This can include safe houses for women and children fleeing violence or safe houses for youth. There may be individual circumstances in any population requiring more support, or are waiting for, a supportive housing or affordable rental units. These are intended to be temporary, but longer-stays compared to shelters (e.g. three months to two years). Kootenay Haven Transition House is a 10-bed temporary home in Cranbrook for women and children experiencing violence, operated by the Canadian Mental Health Association. In addition to this space, there is a need for transitional housing to complement an emergency shelter to support re-housing persons experiencing homelessness in Cranbrook;
- **Supportive housing:** Supportive housing is places where individuals are unable to live independently and require onsite supports to maintain well-being and stability. It can serve a wide variety of households in need of support. In Cranbrook, there is a need for accessible seniors supportive housing, supportive

housing for re-housing persons experiencing homelessness, persons with disabilities, and persons experiencing mental health and/or substance use issues. For seniors, recent projects, such as the 36-unit long-term care Kootenay Street Village, offer housing with supports; however, given aging demographics, more seniors supportive housing will be needed. For re-housing persons experiencing homelessness, small-scale is a preferred model to ensure better care for residents in need of mental health support and to avoid congregate settings that conflict with health issues like pandemic viruses;

- **Social Housing:** The number of persons experiencing core housing need in Cranbrook indicates the need for affordable social housing with units rent-geared-to income. Social housing (which is affordable rental housing) is needed for a wide variety of low-income households in Cranbrook including singles, couples, families, and seniors. Given the low rental vacancy rates and instances of rental housing in poor condition, additional rent supplements may not be sufficient in the case of Cranbrook without the rental stock to match the funds/tenants;
- **Low-end of market rental housing:** Low-end of market rental housing is rental housing delivered through the private market that is slightly below market rates (e.g. 10% below CMHC average rents). These units could be suitable for low to moderate income households spending greater than 30% of their gross income on housing costs, but not eligible for non-market housing units (e.g. social housing);
- **Market rental housing:** Market rental housing, in good condition, is a high priority for Cranbrook, specifically smaller units (e.g. one-bedroom units). Market rental housing is versatile and suitable to meet the needs of singles and couple households, newcomers to Cranbrook requiring a starting place, or a home that helps during life transitions such as moving out of a childhood home for the first time or finding a place after a divorce. It is appropriate housing for the workforce as well. There is also a need for more accessible units in market rental buildings, to accommodate seniors or other persons with mobility issues but can live independently and afford the average rent in Cranbrook. Encouraging market rental housing buildings to be pet-friendly could also be a way to eliminate obstacles for households to find housing in Cranbrook.

The City's plan to roll-out a secondary suites program may also alleviate the pressure on market rental housing, if there is positive uptake on the program. The new 96-bed student housing facility at the College of the Rockies may alleviate some of the seasonal pressures on rental housing by students. In addition, the substantial 292 proposed purpose-built market rental housing project on Innes Street will likely address a large portion of what is needed in the community and, as such, rental absorption rates and rental vacancy rates should be monitored to re-evaluate the extent of market rental housing that will be needed in the future. That said, aging rental stock may become obsolete in the future and require replacement with a mix of one-, two-, and three-bedrooms units; and

- **Affordable homeownership:** There appears to be a large, steady supply of market homeownership lots and units in the market – both older variety as well as new builds slated for development. There is an opportunity to help alleviate the pressure on the rental market by supporting some moderate-income

earners to enter into homeownership challenged to save up for a down-payment. Through consultation activities, it was determined that there is a pinch point in this area, although the degree of need is difficult to measure. As a starting point, it may be worth exploring small pilot projects for affordable homeownership opportunities in Cranbrook.

Other Issues and Opportunities

Research and community engagement identified additional issues in Cranbrook that are inter-related to addressing housing needs and gaps. These include:

- **Capacity of the non-profit sector:** There is limited capacity in the non-profit sector, particularly housing providers, to take on the much-needed affordable housing for Cranbrook. Stakeholders made suggestions to alleviate this issue, as well as to enhance services to vulnerable populations. Suggestions included creating a central intake or housing authority to act as a navigator of the housing system, on behalf of residents in need of support;
- **Mixed-use and mixed-tenure residential projects:** A number of stakeholders and community members expressed a desire to support downtown revitalization utilizing residential development projects as a catalyst, both as infill and as redevelopment projects. Suggestions included mixed tenure (e.g. market rental or condominium units combined with non-market housing units) as well as mixed-uses (e.g. commercial-retail on the ground floor with residential on second storey and higher); and
- **Aging infrastructure:** A key challenge to enabling new residential development projects in or near the downtown core is aging infrastructure (particularly underground servicing). Upgrading aging infrastructure is a common issue for cities and particularly challenging for small and mid-sized cities to cover the costs – often needing to rely on grants, sometimes financing, or recouping through fees such as development cost charges. There is some appetite from the local developer community to pursue infill projects in already established neighbourhoods and the downtown, but upgrading infrastructure often prohibits these opportunities.

ADDRESSING HOUSING NEEDS + GAPS

The Role of the City

Local governments have the opportunity to support, encourage, facilitate, or incentivize the development of (as well as preserving) housing in a community. They are governed by legislation including the *Local Government Act*, *Community Charter*, *Strata Property Act*, and *Local Government Statutes (Housing Needs Report) Amendment Act*.

While a Housing Needs Report identifies housing needs and gaps, as well as potential best practices for consideration, it does not outline actions that a local government can employ to address housing issues. A step further is required, such as either undertaking a Housing Action Plan or Affordable Housing Strategy. Some local governments reference Housing Needs Reports to inform other planning initiatives, such as an Official Community Plan Updates or Zoning Bylaw Amendments. As a starting point, high-level policy and regulatory directions have been suggested, each requiring evaluation and testing. In short, there are five major categories of practice or implementation when the City considers next steps:

Table 6: Enabling Measures for Local Governments to Address Housing Needs, Gaps, and Issues

Policy Measures	Clear, consistent policies express commitment to affordable housing. Policies include land use designations as well as the housing typologies and tenures supported in a community. Policy measures include the Official Community Plan and the Strata Conversion Bylaw.
Regulatory Measures	Effective use of regulatory powers encourages the private market to build housing that is affordable for moderate income households and supports non-profit housing providers with moving through development procedures. Regulatory measures include the Zoning Bylaw.
Financial Measures	The strategic, proactive use of municipal resources to help support the capital development and operation of affordable housing. Wide-ranging, financial measures can include land contributions, waived fees, in-kind time, and cash investments (e.g. grants).
Partnerships	Collaboration with the business and non-profit sectors, provincial agencies, and community organizations to create solutions to existing and emerging housing issues.
Awareness + Advocacy	Improve the community's understanding of affordable housing including education and ongoing advocacy to senior government for funding and program support helps to facilitate affordable housing at the local level.

The Role of Other Sectors

Senior Governments

The Federal and Provincial governments in Canada have historically played a major role in the provision of affordable housing. This has shifted significantly over the past 20+ years, as senior government policy changes have resulted in less funding to support the creation of new affordable housing options for low- and moderate-income households.

In BC, the Provincial Government has continued to match available federal funding on housing but with an increased focus on providing rent supplements as the primary means of improving affordability for low-income households. These changes have continued to place considerable pressure on local governments to become more active beyond their traditional land use planning and development approvals role in the provision of affordable housing. More recently, the BC Government, through the Community Housing Fund, has committed \$1.9 billion over 10 years towards affordable housing projects – the biggest investment in affordable housing in BC’s history.

Private Sector

The private sector, including landowners, developers, builders, investors, and landlords, is responsible for the development, construction, and management of a range of housing forms and tenures including ownership and rental housing. The sector works closely with local governments to provide a range of housing choices aimed at addressing short- and longer-term local housing needs and demand.

Non-profit Sector

The non-profit housing sector provides safe, secure, and affordable rental housing to households with low- to moderate-incomes. The sector comprises mainly community-based organizations that are able to secure senior levels of funding and leverage existing assets to provide a greater number of affordable housing units and lower rents, often secured with municipal and private partnership. Non-profit housing providers provide a range of programming (e.g. employment readiness, childcare, legal services, and community building) to support individuals and households that may experience barriers to housing. Non-profit’s mandates and expertise with tenant selection and occupancy management ensure that appropriate priority groups are connected to their affordable housing portfolio.

High-level Policy Review

The *Cranbrook Official Community Plan* (OCP) was last updated in 2006. The OCP is a key document that informs land use planning and long-range policy that supports residential development. Cranbrook has additional policies and initiatives that influence housing in Cranbrook, including the *Integrated Community Sustainability Plan* (ICSP) and the *Strata Title Conversion Guidelines*. Zoning is a complementary tool for residential land use implementation.

Table 7: Summary of Cranbrook Housing Policies + Initiatives

Housing Policy / Initiative	Relevant Housing Components (abbreviated)
Integrated Community Sustainability Plan	Contains four “pillars” that support the long-term strength and health of residents. Housing opportunities is recognized as a core component of Cranbrook’s overall “economic health”.
Strata Title Conversion Guidelines	An application for strata title conversion considers: <ul style="list-style-type: none"> • The current amount of rental accommodation available to meet the needs of present and future residents (with 5% rental vacancy rate as a desirable minimum threshold) • Potential for displacement of residents by a strata title conversion • The extent to which converted units meet a standard of construction, appearance, and amenity that will benefit the neighbourhood and the community.
Secondary Suites Policy	Currently under review.
Downtown Revitalization Tax Exemption Program	Incentivizes investment in the downtown, included mixed-use residential-commercial projects.
OCP – Section 6 (Residential Development)	<p>6.2 (a) - Density designations for low density residential (33 units per gross hectare), medium density residential (34 to 80 units per gross hectare), high density residential (81 units per gross hectare).</p> <p>6.2 (b) - Bonus Density – consider density bonusing through the Development Permit process at the discretion of the City to allow higher densities to preserve an environmental feature, or provide affordable housing, or when a Developer proposes additional amenities.</p> <p>6.2 (c) - Efficient Use of Land and Infrastructure – promote efficient use of existing infrastructure and land base by supporting infill and other new residential development in areas that have been identified as under- developed in the <i>Growth Management Strategy</i> and which are serviced with municipal water and sewer.</p> <p>6.2 (d) - Higher Proportion of Multi-Unit Housing – enhance land use efficiency and extend the lifespan of the City’s available land</p>

Housing Policy / Initiative	Relevant Housing Components (abbreviated)
	<p>supply by aiming to move from the 70%:30% ratio to 60%:40% ratio of single detached to multi-unit residential development.</p> <p>6.2 (2) Rental Housing – recognize the importance to maintain a supply of rental housing of various types in locations throughout the City to meet a wide range of requirements for a variety of household types.</p> <p>6.2 (f) – Housing Strategy – consider ways of ensuring that there is an adequate supply of affordable and special needs housing in the City that is safe, appropriately designed and conveniently located to shops, services and transit.</p> <p>6.2 (g) – Reduce Need for Automobile – encourage schools, parks, shops and services to located within walking distance of residential areas or in proximity to bicycle and/or transit routes.</p> <p>6.2 (h) – Establish Transitional Buffers – ensure that a transitional buffer area is established between Light Industrial and Residential Zones as these areas are developed within the City to reduce potential conflicts.</p> <p>6.2 (i) – Mitigate Impacts of New Development on Existing Agricultural Operations – agricultural operations may have unpleasant side effects on neighbouring properties. Consideration is given to existing agricultural operations when new residential development is proposed in their vicinity. Appropriate measures may be required to address the potential negative impacts on the existing agricultural operations.</p> <p>6.2 (j) – Energy Efficiency in New Homes – encourage EnerGuide rating of 80 for new houses, to reduce the average energy consumption in new homes by 32%.</p> <p>6.2 (k) – Landscape Standards – amend the Zoning Bylaw to develop specific landscape standards for residential developments.</p> <p>6.2 (l) – Sustainable Residential Development – applications to amend OCP land use designations or rezone parcels to accommodate new or infill residential developments will be considered in relation to several objectives (see OCP).</p> <p>6.2 (m) – Boundary Extension for Residential Development – reviewed on a case-by-case basis; priority given to the development of lands as per the provisions in Subsection 6.2(c), where feasible, prior to consideration of municipal boundary expansions to facilitate only low-density residential development</p>
OCP – Section 7 (Social, Institutional & Community Considerations Policies – Health and Elder Care)	<p>7(d)(iii) – Aging-in-Place – support aging-in-place by encouraging development of a range of housing options that meets the needs of an aging population with varying levels of independence.</p>

Housing Policy / Initiative	Relevant Housing Components (abbreviated)
OCP – Section 12 (Neighbourhood and Area Planning Policies)	12.2(a) – Mixed Use Development - encourage mixed use development including a diversity of housing, amenities, open space, commercial and retail development as well as job opportunities to reduce the development footprint, encourage non-motorized movement and public transit.

Considerations

This section outlines directions for policy and regulatory measures that respond to the identified priority groups and housing gaps outlined in the *Summary of Housing Needs and Gaps* section of this report. These directions further complement the City’s existing policies and initiatives.

Policy Directions

- **Partnerships:** Most affordable housing projects are not achieved in isolation, but rather in collaboration with many organizations. Typically, municipalities are not the main proponent of an affordable housing project but can assist and accelerate a project in many ways including in-kind support and matching fundraising campaigns. This helps ‘stack’ the financial contributions to make the capital investment into housing financially viable. Municipalities have the opportunity to enter into partnering agreements with organizations in order to address existing and future community needs. This can include partnerships to build or regenerate housing. Potential partners include: local non-profit housing providers and community-based organizations, private developers (that agree to housing agreements), BC Housing, CMHC, Interior Health Authority, and Columbia Basin Trust.
- **Inclusionary housing policy:** An inclusionary housing policy could provide the City of Cranbrook with a tool that sets out both an intention, as well as an approach, to ensuring that affordable housing units are included in new residential (or mixed-use) development projects. This policy can secure a wide variety of housing including affordable housing for seniors, low-income households, and re-housing persons experiencing homelessness. This policy can also set up expectations for the percentage of units dedicated as affordable housing as part of new residential projects. It can be implemented using different tools available to local governments²¹, and work well when additional density can be supported by the market. Units dedicated as affordable housing are often secured through a housing agreement. Alternatively, local governments can accept cash-in-lieu in cases where incorporating the units onsite is a challenge. Cash-in-lieu contributions can be allotted into an Affordable Housing Reserve Fund to support future affordable housing projects.

²¹ Related legislation: Land Title Act, Part 14, Division 5.

- **Housing agreements:** Housing agreements are contractual arrangements between property owners and local governments. This tool is used to specify parameters that ensure that secured housing units are used as intended, either in perpetuity or for a limited time period (e.g. housing units are secured for up to ten years and then open to market rents). Housing agreements can specify: who can occupy the units (e.g. seniors, families); tenure (e.g. rental, low end of market rental); rental rates; administration / management of units (e.g. non-profit or rental property manager). Housing agreements are often used in non-profit affordable housing projects and purpose-built rental projects but can also be used in condominium developments with re-sale price controls (i.e. affordable homeownership).
- **Housing reserve fund:** A housing reserve fund is established to set aside and protect funds for future affordable housing projects. A common source is cash contributions provided by local builders / developers in lieu of built affordable housing units. A local government can also allocate other funds into a Housing Reserve Fund as part of annual budgeting. The local government establishes a bylaw for the use of these funds and eligibility criteria, which can be used towards affordable housing project capital costs, land acquisition purchases for affordable housing projects, grants to non-profit housing studies, and research and feasibility studies.
- **Downtown revitalization:** The City is incentivizing downtown revitalization through a number of measures, including through a revitalization tax exemption bylaw that supports mixed-use residential-commercial projects. This aspiration is further supported by what was heard during consultation: to locate more multi-unit housing projects within, or in proximity to, the downtown core – particularly seniors housing projects. There is an opportunity to encourage new, affordable housing projects in and near the downtown that can be leveraged as a catalyst for downtown revitalization, further supporting the economic aspirations of Cranbrook. This can be in the form of mixed-use commercial / retail on the ground floor to activate the street, with affordable or rental units above. Projects can also take the form as co-location with civic facilities (e.g. public libraries, community centres, municipal hall), or co-locate with community-based organizations (e.g. social service agencies or central hubs, social enterprises, meal programs, etc.).
- **Upgrade aging infrastructure:** Exploring opportunities to upgrade aging infrastructure in the downtown core and high-potential infill areas within close proximity of the downtown core could help enable the development of alternative housing options for Cranbrook such as ground-oriented multi-unit housing projects and apartments (market and non-market). Aging infrastructure, particularly underground servicing, is very costly to upgrade without external sources of funding. This consideration would be a long-term commitment to source and pursue funding to upgrade high-potential areas. This initiative may also help ‘bridge the risk’ for local builders to take the plunge on pursuing alternative housing product in the community. As part of this initiative, it may be worth evaluating the long-term fiscal impacts (e.g. operations and maintenance) of proposed infrastructure to service undeveloped residential subdivisions, in comparisons to upgrading existing aging infrastructure to support infill. This exercise may help provide rationale to either continue with the scale of proposed residential subdivisions or prioritize upgrading infrastructure to support alternative housing forms instead (or some combination of the two).

- **Regenerate older rental buildings:** Older rental buildings offer more affordable rents compared to new rental housing projects, however the conditions limit livability. There is a trend occurring in British Columbia where non-profit housing societies are presented with the opportunity to acquire these rental buildings and then access provincial capital investment funds to upgrade. For large sites, there may be opportunities to expand units or redevelop the site altogether into more market and non-market housing units. This initiative would need to be led by either senior levels of government or non-profit housing societies, with the support of said property owners and the municipality. If the municipality has the means, municipal site acquisition could be explored and donated to a society. The aim would be to regenerate the existing housing stock to meet the needs of low-income households in Cranbrook.

Regulatory Directions

- **Zoning Bylaw:** A Zoning Bylaw is a key implementation tool for housing policy. It establishes permitted uses and the framework for built form. The City of Cranbrook's Zoning Bylaw already contains a wide variety of permitted residential uses including: single-detached homes, duplexes, triplexes, fourplexes, townhouses, apartments, cluster development, mobile homes, and mixed-use residential / commercial developments. There have been innovative residential development opportunities presented to the City that did not 'fit' a particular zone, whereby a Comprehensive Development Zone was created to make the project work (including for the expansion of Sonja's Gardens).
 - Updating the Zoning Bylaw to permit secondary suites in R1 zones would make a substantial difference to addressing rental housing issues (which the City is already exploring). It may also be worth revisiting the 'uptake' of desired housing forms such as ground-oriented multi-unit projects and infill, as the local builder / developer community expressed challenges with delivering products that fit within requirements (e.g. height, setbacks, and site coverage). Reviewing and updating Zoning Bylaws are laborious endeavors, especially given their many interlocking components between zones, parking, and general regulations. Alleviating internal capacity to work on housing-specific components of the Bylaw may be warranted to unlock potential solutions to addressing local housing needs.
- **Secondary suites:** The City of Cranbrook is already exploring opportunities to introduce secondary suites into the housing market. This is a suitable direction for Cranbrook that needs more market rental housing options for the workforce, and for low -to moderate-income households. It is also an effective way to introduce more units within mature neighbourhoods with limited visual impact on the street, helping to retain neighbourhood character. It can also be a 'mortgage helper' to homeowners.
- **Detached accessory dwelling units:** Detached accessory dwelling units are commonly referred to as garden suites, carriage / coach / laneway houses, which are all a variation of a small detached dwelling on the same property as the principal dwelling. Some municipalities that have a laneway development pattern can accommodate laneway homes at the rear of the property, with access to a lane and a parking pad. Others allow carriage or coach houses on large residential lots. The Zoning Bylaw is the key tool to implement this housing form, which typically outlines specific requirements in the general regulations

section. This housing typology may be worth exploring in Cranbrook, especially given its established laneways in established neighbourhoods. Detached accessory dwelling units are ground-oriented housing options that work well for seniors, singles, and couples that can afford market rents.

- **Standards of maintenance bylaw:** A standards of maintenance bylaw provides local governments with powers to enforce basic levels of maintenance and safety for rental accommodation (both purpose-built rentals, as well as units rented through the secondary rental market such as rented single detached homes). These regulations address inadequate living conditions, such as housing that contains mold, insufficient insulation, no heating, faulty wiring and plumbing, or poorly secured locks. Local governments have the authority to issue warnings and fines to property owners not complying with regulations. In Cranbrook, introducing and enforcing standards of maintenance for rental housing projects in poor condition can help protect tenants against sub-standard housing. A cautious note: it may result in costly upgrades to property owners, which may unintentionally cause other issues such as 'reno-victions'. Working with closely with rental property managers in a constructive way can help identify win-win solutions. Complementary to this bylaw would be considering a rental housing regeneration initiative.
- **Expediting affordable housing applications:** The application approval process for development proposals (e.g. OCP Amendments and Rezoning Applications) can be complex and take considerable time. Many community-based organizations, such as non-profit housing providers, may be unfamiliar with these processes and delay the timing of delivering affordable housing programs as well as social services. There is an opportunity to streamline, harmonize, or expedite approval processes for projects that include an affordable housing component. The City successfully applied this tool to Sonja's Garden, and can reference that process to inform a standard practice.
- **Development procedures review:** There is sense that the residential development approvals process is onerous, specifically building inspection. There may be an opportunity to review the City's development procedures including objectives, expectations, checklist, timelines, and fees.

CLOSING COMMENTS

There are a number of positive housing initiatives occurring in Cranbrook, which is helping to alleviate some of the current pressures and emerging needs. More focused effort to address low-income and vulnerable populations, through few projects, can make a big impact. Specific attention to housing projects that meets the needs of seniors will also be important.

A key conundrum for the City will be the approach to managing growth. On the one side, there is a high volume of residentially designated lands that has the capacity to accommodate enough housing for Cranbrook residents for the foreseeable future; but, a large proportion of proposed housing forms is a mismatch compared to anticipated demographic changes. These changes will occur *slowly*, providing time to reflect on development patterns and possible ways to pivot in order to meet the needs of the community today and in the future.

APPENDIX A:

Legislative Requirements – Key Indicators

Data Limitations

It should be noted that relatively small population counts for communities in this study may negatively impact quality and accuracy of population and household counts, age composition profiles, and household income, as well as information about housing tenure, units, and values. This is particularly relevant for analysis of sub-populations, for instance when comparing household characteristics between those whom own versus rent their homes. Census data for many of these characteristics is sourced from the mandatory long-form census using a 25% sample size of the population (except for the year 2011) and may be rounded or suppressed due to the quality of the data and to protect the privacy of census participants. Use of a sample size of the population can also introduce the possibility of sampling error, in which the sample selected for analysis differ from the characteristics of the actual population. It is difficult to calculate this margin of error as it is different for each data variable collected. However, it is conceivable that the margin of error could be up to +/- 5% to 10%. Due to these factors, trends may appear either understated or exaggerated.

An additional data limitation is the point-in-time snapshot nature of the Canadian Census. Statistics Canada carries out the census every five years on a specific day in May, capturing a community's population on that specific date. As May is typically a low point in the tourism season in the Kootenays, missing the peak tourism seasons in both the summer and winter, census data may not capture seasonal populations that reside in Cranbrook at other times of the year.

Population

Table 8: Population Change, City of Cranbrook, (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006 Population	2011 Population	2016 Population	Growth, 2006- 2016	Percent Change, 2006- 2016	Annual Growth Rate
Cranbrook	17,880	18,830	19,560	1,680	9.4%	0.9%

Table 9: Average and Median Age, City of Cranbrook, (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

Year	Average Age	Median Age
2006	40	42
2011	41	43
2016	42	44

Table 10: Age Group Distribution, City of Cranbrook, (2006 to 2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

Age Group	2006		2011		2016	
	#	%	#	%	#	%
0 to 14	3,245	18%	3,235	17%	3,215	16%
15 to 19	1,250	7%	1,245	7%	1,145	6%
20 to 24	1,090	6%	1,060	6%	1,060	5%
25 to 64	9,555	53%	10,125	54%	10,270	53%
65 to 84	2,510	14%	2,905	15%	3,525	18%
85+	240	1%	270	1%	350	2%

Table 11: Mobility, City of Cranbrook, (2006 to 2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

Mobility	2006	2011	2016
Movers	3,685	2,510	2,845
Non-movers	2,345	1,650	1,935
Migrants	1,345	860	910

Table 12: Number of Persons Experiencing Homelessness, City of Cranbrook (2018)*Source: Report on Homeless Counts in B.C., 2018 & 2020*

	Sheltered	Unsheltered	Total
2018	6	23	29
2020	28	35	63

Table 13: Number of Students Enrolled in Post-secondary Institutions - College of the Rockies (2008 to 2018)*Source: AEST Central Data Warehouse, 2018*

Year	Number of Students Enrolled
2008	1,621
2009	1,791

Year	Number of Students Enrolled
2010	1,892
2011	1,770
2012	1,700
2013	1,750
2014	1,526
2015	1,645
2016	1,578
2017	1,579
2018	1,573

Households

Table 14: Households, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006	2011	2016
Total Number of Households	7,635	8,140	8,545
Average Household Size	2.3	2.3	2.3

Table 15: Household Size Distribution, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
1 person	2,090	27%	2,265	28%	2,455	29%
2 people	2,975	39%	3,195	39%	3,405	40%
3 people	1,075	14%	1,190	15%	1,185	14%
4 people	1,000	13%	1,020	13%	980	11%
5+ people	485	6%	475	6%	520	6%

Table 16: Housing Tenure, City of Cranbrook, (2006 to 2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

	2006		2011		2016	
	#	%	#	%	#	%
Renter	1,935	25%	1,840	23%	2,270	27%
Owner	5,695	75%	6,300	77%	6,275	73%
Total	7,635		8,140		8,545	

Table 17: Renter Households in Subsidized Housing, City of Cranbrook (2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

	2006		2011		2016	
	#	%	#	%	#	%
Cranbrook	0	0%	390	21%	350	15%

Table 18: Average and Median Household Income, City of Cranbrook (2006 to 2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

	2006	2011	2016
Average Income	\$70,207	\$72,700	\$82,859
Median Income	\$55,515	\$62,597	\$67,859

Table 19: Number of Households in Specified Income Brackets, City of Cranbrook (2006 - 2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

	2006		2011		2016	
	#	%	#	%	#	%
Under \$ 5,000	130	2%	250	3%	90	1%
\$5,000 to \$9,999	120	2%	105	1%	90	1%
\$10,000 to \$14,999	240	3%	240	3%	240	3%
\$15,000 to \$19,999	420	6%	390	5%	340	4%
\$20,000 to \$24,999	440	6%	340	4%	380	4%
\$25,000 to \$29,999	430	6%	345	4%	380	4%
\$30,000 to \$34,999	405	5%	480	6%	400	5%
\$35,000 to \$39,999	395	5%	305	4%	365	4%

	2006		2011		2016	
	#	%	#	%	#	%
\$40,000 to \$44,999	380	5%	245	3%	410	5%
\$45,000 to \$49,999	400	5%	350	4%	350	4%
\$50,000 to \$59,999	780	10%	895	11%	715	8%
\$60,000 to \$69,999	445	6%	570	7%	625	7%
\$70,000 to \$79,999	475	6%	700	9%	520	6%
\$80,000 to \$89,999	470	6%	470	6%	550	6%
\$90,000 to \$99,999	390	5%	430	5%	490	6%
\$100,000 to \$124,999	670	9%	880	11%	910	11%
\$125,000 to \$149,999	515	7%	510	6%	610	7%
\$150,000 to \$199,999	380	5%	470	6%	715	8%
\$200,000 and over	140	2%	175	2%	360	4%
Total	7,635		8,140		8,545	

Table 20: Average and Median Renter Household Income, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006	2011	2016
Renter Average Income	\$40,864	\$42,338	\$49,004
Renter Median Income	\$29,049	\$29,948	\$39,650

Table 21: Number of Renter Households in Specified Income Brackets, City of Cranbrook, (2006 - 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
Under \$ 5,000	75	4%	110	6%	35	2%
\$5,000 to \$9,999	75	4%	70	4%	60	3%
\$10,000 to \$14,999	185	10%	200	11%	165	7%
\$15,000 to \$19,999	250	13%	185	10%	210	9%
\$20,000 to \$24,999	215	11%	145	8%	195	9%
\$25,000 to \$29,999	200	10%	210	11%	155	7%

	2006		2011		2016	
	#	%	#	%	#	%
\$30,000 to \$34,999	120	6%	155	8%	170	7%
\$35,000 to \$39,999	95	5%	65	4%	140	6%
\$40,000 to \$44,999	100	5%	55	3%	115	5%
\$45,000 to \$49,999	110	6%	65	4%	125	6%
\$50,000 to \$59,999	165	9%	175	10%	230	10%
\$60,000 to \$69,999	85	4%	50	3%	190	8%
\$70,000 to \$79,999	90	5%	130	7%	115	5%
\$80,000 to \$89,999	55	3%	55	3%	90	4%
\$90,000 to \$99,999	50	3%	40	2%	80	4%
\$100,000 to \$124,999	40	2%	35	2%	110	5%
\$125,000 to \$149,999	15	1%	70	4%	40	2%
\$150,000 to \$199,999	0	0%	20	1%	20	1%
\$200,000 and over	10	1%	0	0%	20	1%
Total	1,940		1,835		2,270	

Table 22: Owner Household Income, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006	2011	2016
Owner Average Income	\$80,187	\$81,563	\$95,116
Owner Median Income	\$67,956	\$73,120	\$82,915

Table 23: Number of Owner Households in Specified Income Brackets, City of Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
Under \$ 5,000	60	1%	140	2%	50	1%
\$5,000 to \$9,999	50	1%	40	1%	35	1%
\$10,000 to \$14,999	50	1%	40	1%	75	1%
\$15,000 to \$19,999	170	3%	200	3%	130	2%

	2006		2011		2016	
	#	%	#	%	#	%
\$20,000 to \$24,999	225	4%	195	3%	180	3%
\$25,000 to \$29,999	230	4%	135	2%	225	4%
\$30,000 to \$34,999	285	5%	325	5%	230	4%
\$35,000 to \$39,999	305	5%	240	4%	220	4%
\$40,000 to \$44,999	285	5%	185	3%	295	5%
\$45,000 to \$49,999	290	5%	285	5%	225	4%
\$50,000 to \$59,999	615	11%	720	11%	490	8%
\$60,000 to \$69,999	360	6%	525	8%	435	7%
\$70,000 to \$79,999	385	7%	570	9%	405	6%
\$80,000 to \$89,999	415	7%	415	7%	460	7%
\$90,000 to \$99,999	340	6%	385	6%	405	6%
\$100,000 to \$124,999	635	11%	850	13%	800	13%
\$125,000 to \$149,999	500	9%	435	7%	565	9%
\$150,000 to \$199,999	380	7%	445	7%	695	11%
\$200,000 and over	125	2%	175	3%	345	6%
Total	5,700		6,300		6,270	

Economic Sectors and Labour Force

Table 24: Total Number of Workers, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006	2011	2016
	9,475	9,850	10,335

Table 25: Number of Workers by Industry, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006	2011	2016
Agriculture, forestry, fishing and hunting	330	150	260
Mining, quarrying, and oil and gas extraction	200	325	495
Utilities	55	45	35

	2006	2011	2016
Construction	735	615	665
Manufacturing	745	445	490
Wholesale trade	285	275	305
Retail trade	1,535	1,605	1,695
Transportation and warehousing	510	465	525
Information and cultural industries	155	250	170
Finance and insurance	320	360	295
Real estate and rental and leasing	120	170	135
Professional, scientific and technical services	315	465	430
Management of companies and enterprises	10	0	0
Administrative and support, waste management and remediation services	345	350	380
Educational services	575	750	690
Health care and social assistance	1,090	1,290	1,255
Arts, entertainment and recreation	265	200	265
Accommodation and food services	780	835	1,005
Other services (except public administration)	480	615	510
Public administration	500	490	510
Total	9,335	9,710	10,105

Table 26: Unemployment Rate and Participation Rate, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006	2011	2016
Unemployment Rate	5.2%	7.2%	7.8%
Participation Rate	64.7%	63.1%	63.2%

Table 27: Commuting Destination, City of Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	Within Census Subdivision	To Different Census Subdivision	To Different Census Division	To Another Province/Territory
Cranbrook	6,555	1,120	90	155

Housing Units

Table 28: Total Number of Housing Units, City of Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2016
Cranbrook	8,545

Table 29: Breakdown by Structural Type of Units, City of Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2016	
	#	%
Single-Detached	5,395	63%
Semi-Detached	465	5%
Row House	470	6%
Apartment or Flat in a Duplex	280	3%
Apartment with fewer than 5 storeys	1,280	15%
Apartment with more than 5 storeys	0	0%
Other Single-Attached House	55	1%
Movable Dwelling	605	7%
Total	8,540	

Table 30: Housing Composition by Size, City of Cranbrook (2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

Unit Size	2016
Bachelor Units (0 bedrooms)	15
1-Bedroom	670
2-Bedroom	2,195
3-Bedroom	2,680
4+ Bedroom	2,980

Table 31: Number and Percentage Breakdown by Date Built, City of Cranbrook (2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

	2016	
	#	%
Pre-1960	1,460	17%
1961-1980	3,645	43%
1981-1990	1,025	12%
1991-2000	1,220	14%
2001-2005	270	3%
2006-2010	605	7%
2011-2016	320	4%
Total	8,540	

Table 32: Non-Market Housing Units, City of Cranbrook (2020)*Source: BC Housing*

City of Cranbrook, Non-Market Housing Units	Unit Count
Rent assistance (families)	49
Rent assistance (seniors)	110
Low-income families, independent social housing	134
Low-income seniors, independent social housing	108
Seniors supportive housing	28
Special needs supportive housing	20
Women and children fleeing violence, transitional and supportive housing	28
Rent supplements for persons experiencing homelessness	35
Persons experiencing homelessness - housed	35
Homeless shelter beds	0
Total	547

Table 33: Apartment Vacancy Rate by Unit Type, City of Cranbrook (2015-2018)*Source: CMHC Market Rental Report*

	Bachelor	1-Bedroom	2-Bedroom	3+Bedroom
October 2015	9.1%	3%	1.5%	0%
October 2016	n / a	1%	2%	n / a
October 2017	n / a	1.1%	1.1%	n / a
October 2018	n / a	1.4%	1.5%	n / a

Table 34: Affordability - Households Spending 30%+ of Income on Shelter Costs, City of Cranbrook (2006 to 2016)*Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population*

	2006		2011		2016	
	#	%	#	%	#	%
Renter	810	44%	765	45%	885	19%
Owner	745	13%	915	15%	680	41%
All Households	1,555	21%	1,675	22%	1,565	11%

Table 35: Number of Units and Median Sales Prices for Dwellings by Category, Cranbrook (2019)*Source: BC Assessment Sales Prices, 2020*

	Cranbrook	
	# of Units	Median Sale Price
Single-detached	130	\$279,000
Single-detached with secondary suite	42	\$254,500
Half duplex	12	\$215,000
Townhouse	29	\$173,000
Strata apartment	16	\$105,000
Manufactured home	45	\$86,000

Table 36: Adequacy - Households in Dwellings Requiring Major Repairs, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
Renter	215	12%	235	14%	175	8%
Owner	350	6%	470	8%	285	5%
All Households	560	8%	705	9%	460	6%

Table 37: Suitability - Households in Overcrowded Dwellings, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
Renter	80	4%	85	2%	150	7%
Owner	235	4%	80	5%	50	1%
All Households	310	4%	170	1%	205	2%

Table 38: Households in Core Housing Need, City of Cranbrook (2006 to 2016)

Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
Renter	530	29%	615	36%	625	29%
Owner	225	4%	310	5%	255	4%
All Households	750	10%	930	12%	875	10%

Table 39: Households in Extreme Core Housing Need, City of Cranbrook (2006 to 2016)

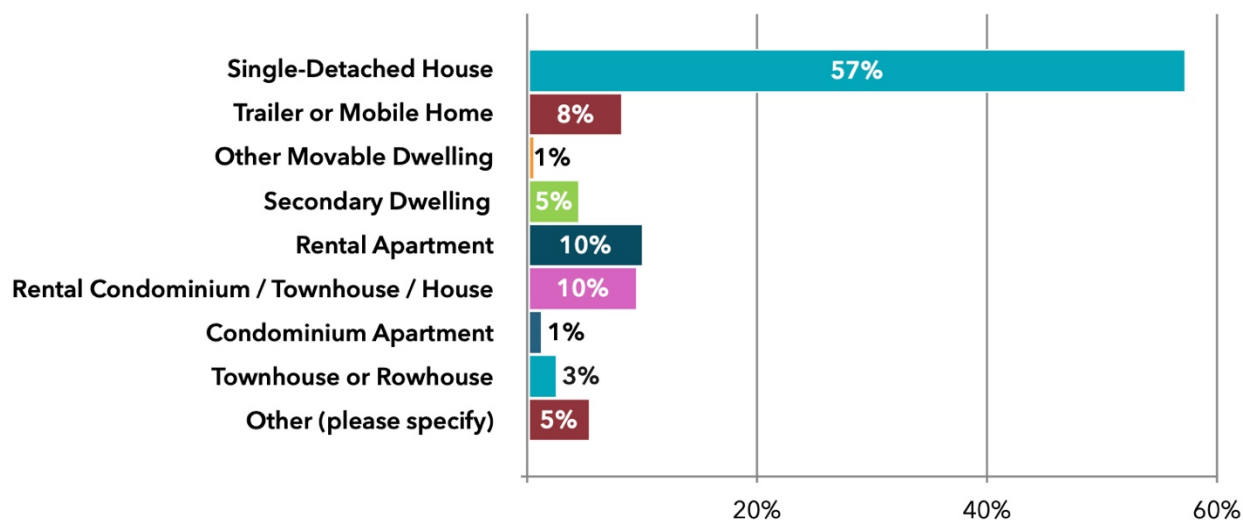
Source: Statistics Canada, 2016 Census of Population, 2011 National Household Survey and 2006 Census of Population

	2006		2011		2016	
	#	%	#	%	#	%
Renter	220	12%	250	15%	250	11%
Owner	85	2%	190	3%	100	2%
All Households	300	4%	440	6%	355	4%

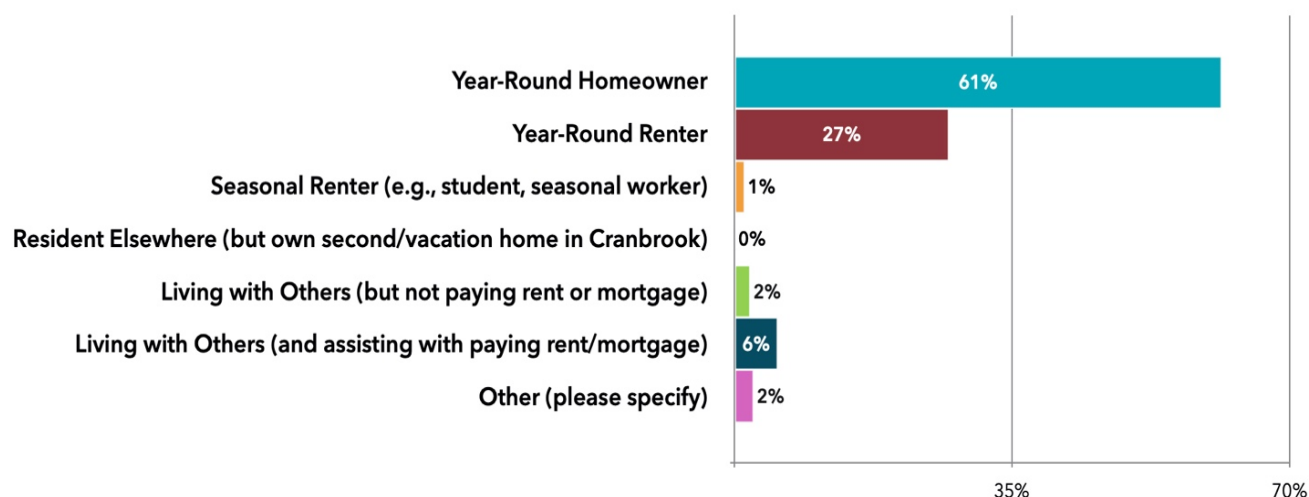
APPENDIX B:

Survey Results

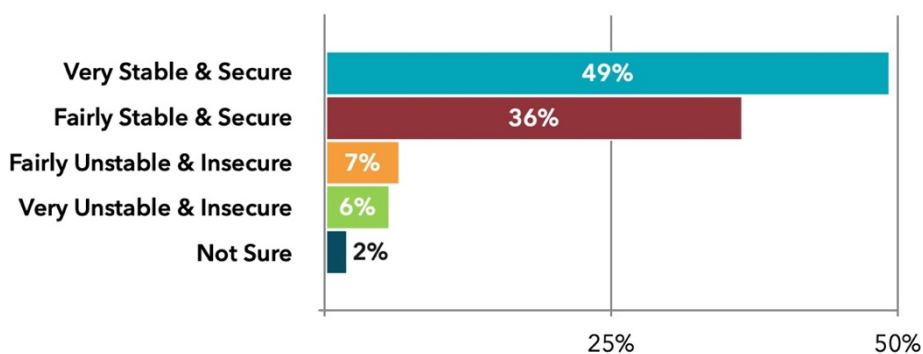
1. My home is a:



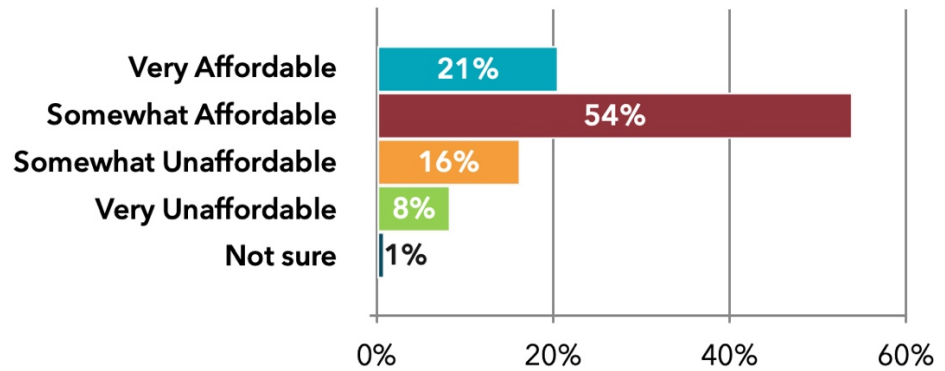
2. How would you describe your residency?



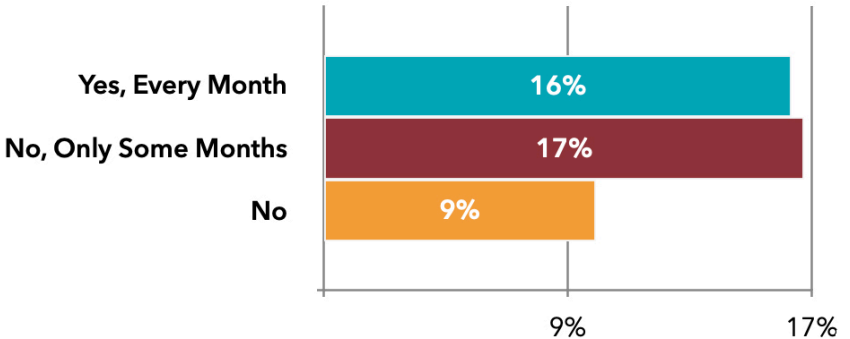
3. How would you describe your current housing situation?



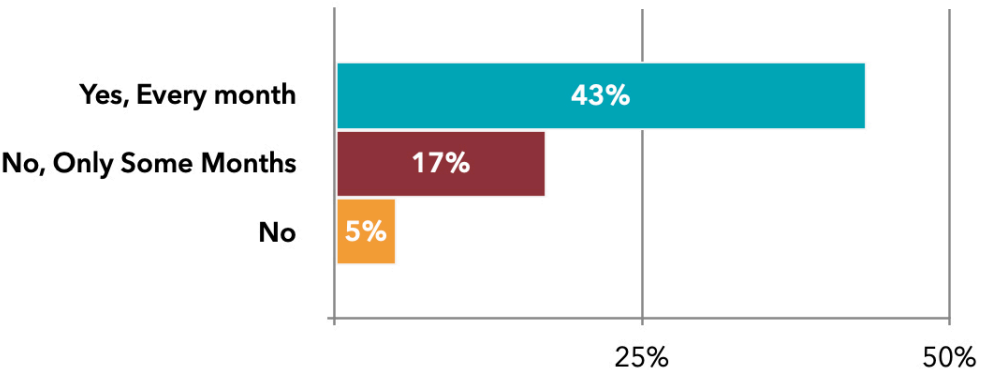
4. How would you describe your housing costs?



5. If you are a renter, thinking of your own situation, after paying your rent each month, and any utilities not included in your rent, do you have enough money left for other basic needs, including food, clothing, and transportation?



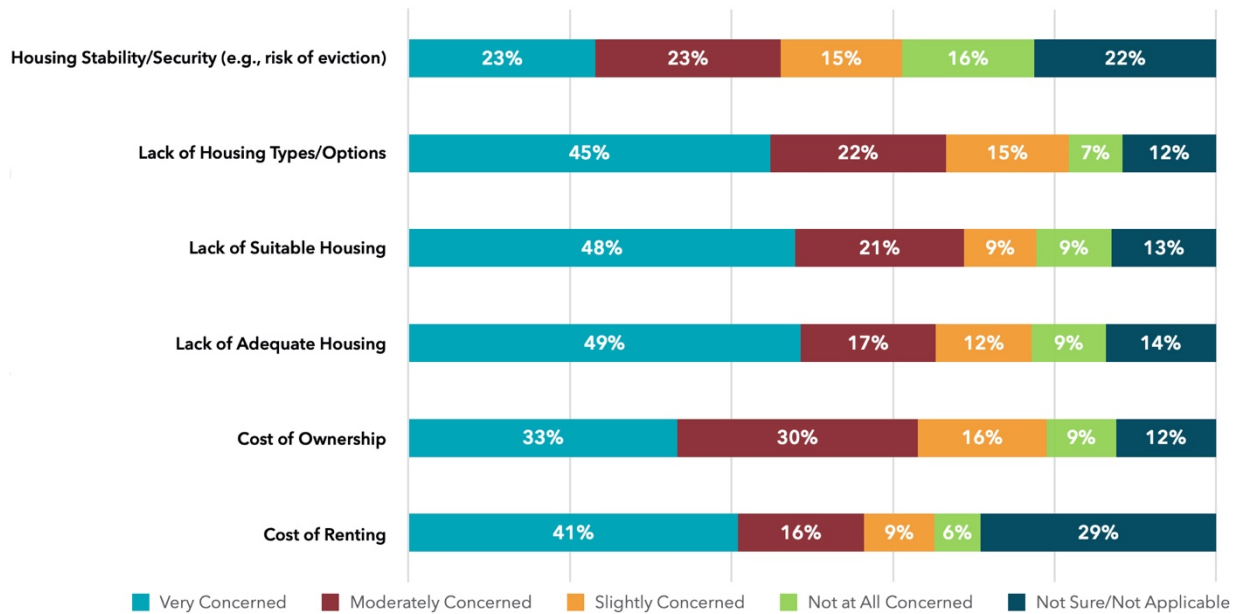
6. If you are a homeowner, thinking of your own situation, after paying mortgage payments, taxes, utilities, and regular maintenance costs, do you have enough money left over each month for other basic needs, including food, clothing, and transportation?



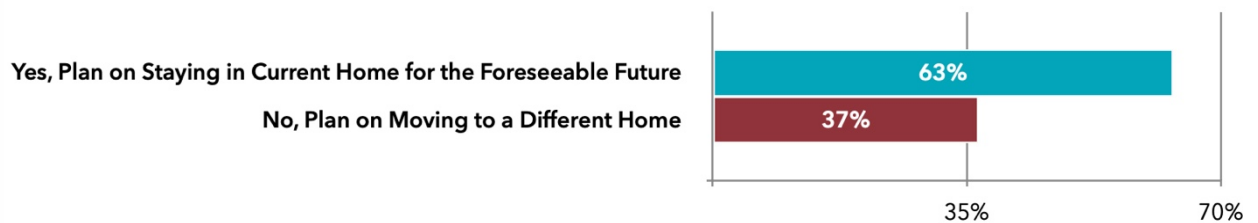
7. What housing issues are a personal concern to you?

**Adequate housing does not require any major repair (such as defective plumbing / wiring, or structural repairs to walls, ceilings or floors)*

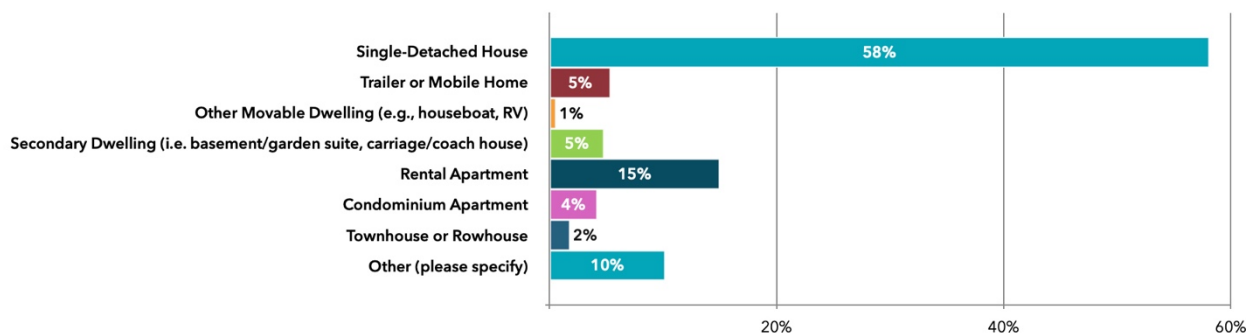
***Suitable housing has enough bedrooms and space for the size of your family / household*



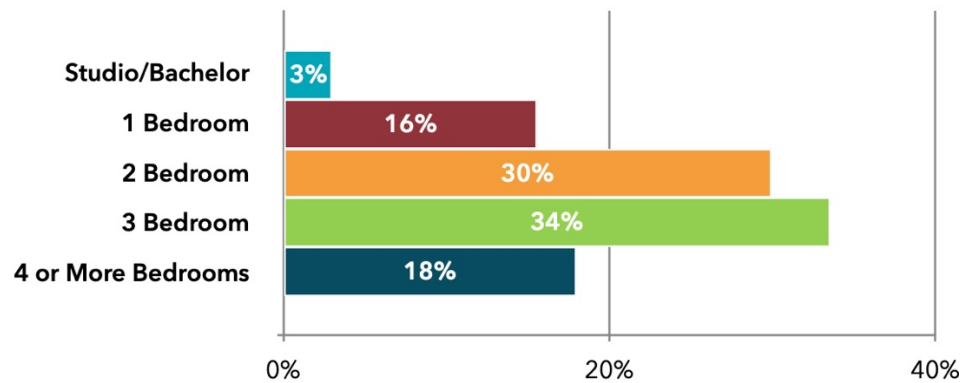
8. Do you plan on staying in your current home or moving to a different home in the near future?



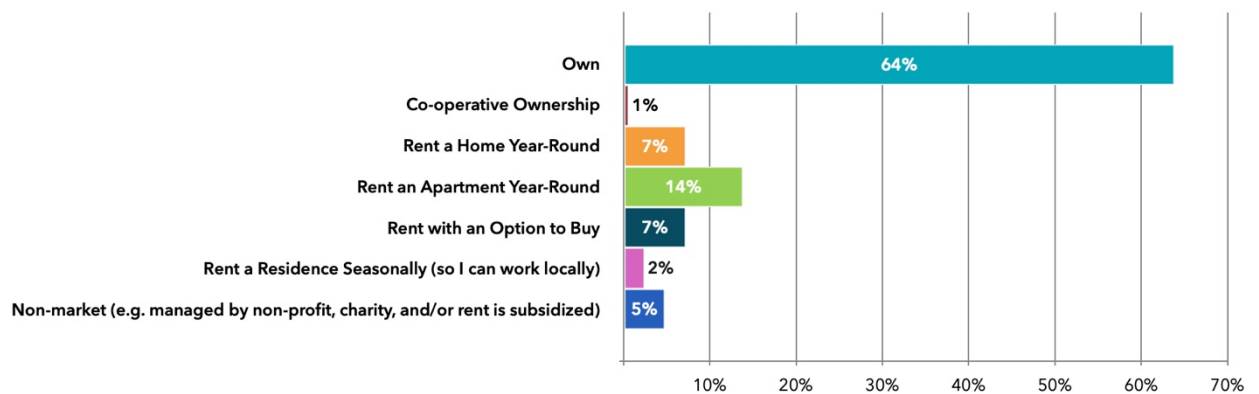
9. Which type of housing are you looking for?



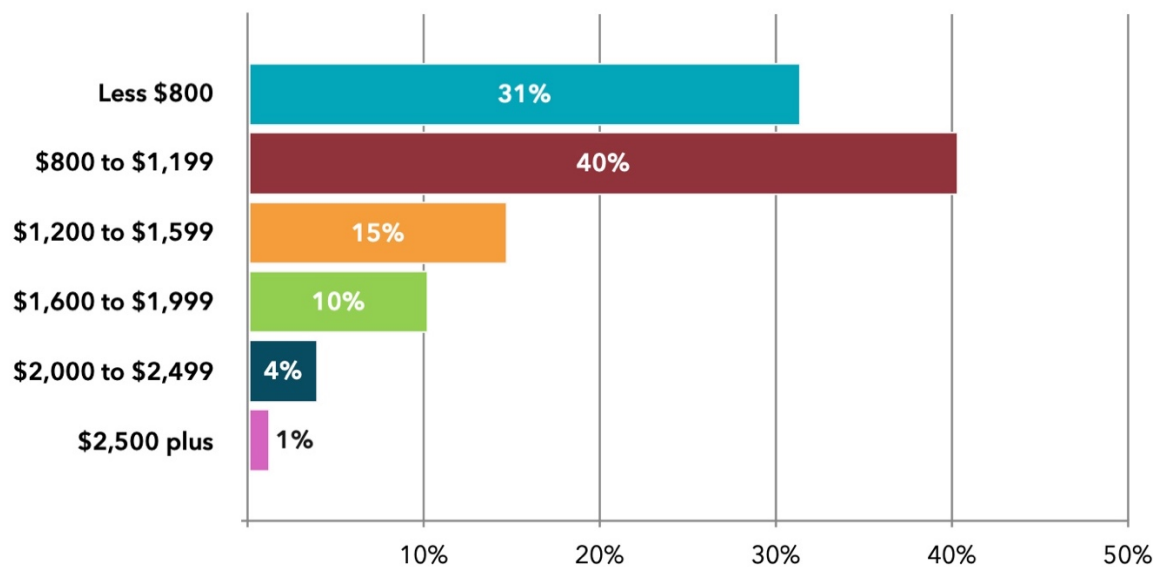
10. How many bedrooms do you need?



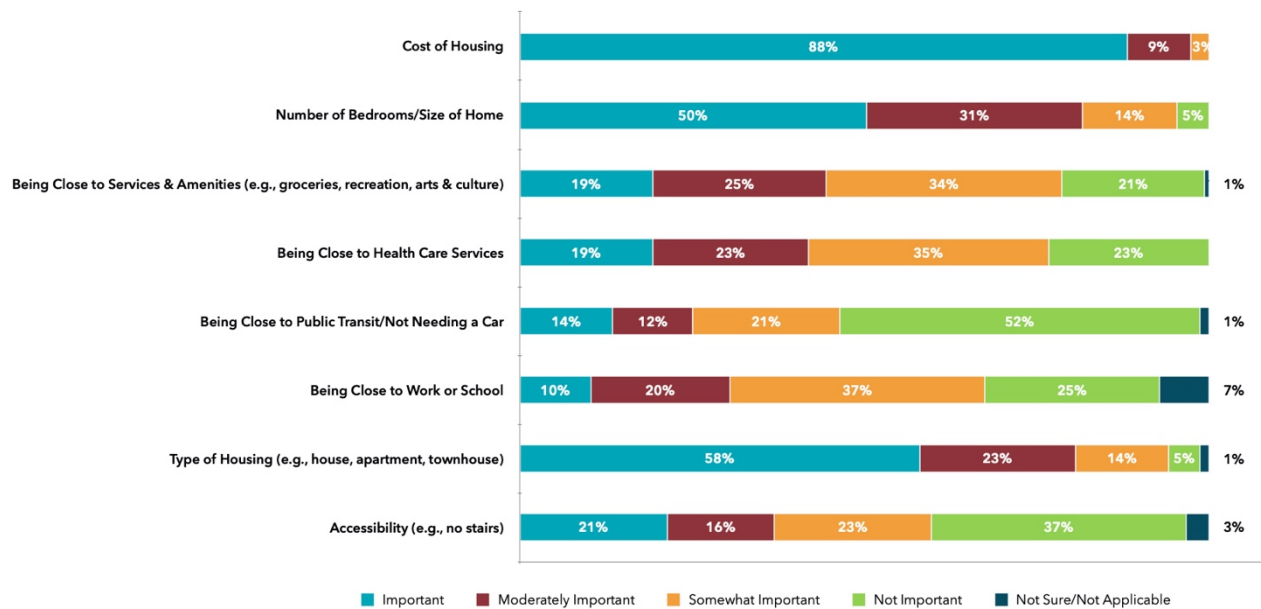
11. What tenure are you looking for?



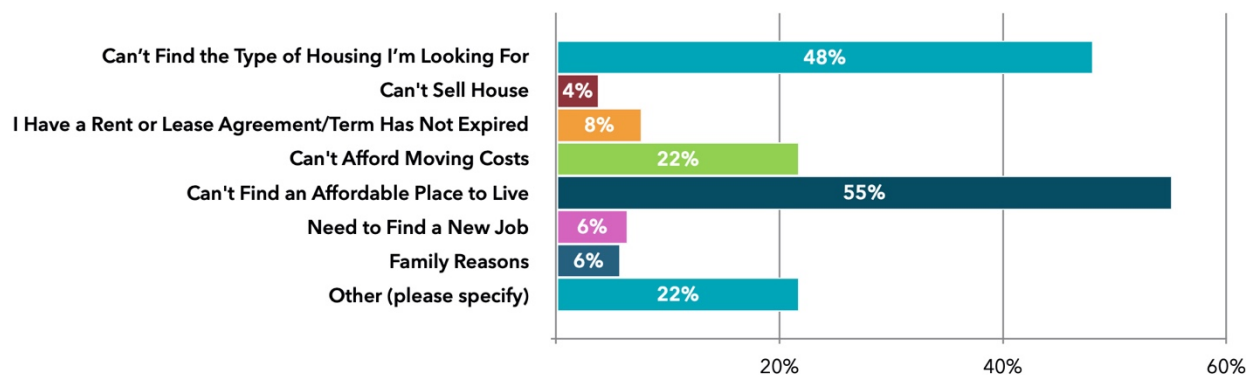
12. How much can you afford monthly for rent or mortgage payment?



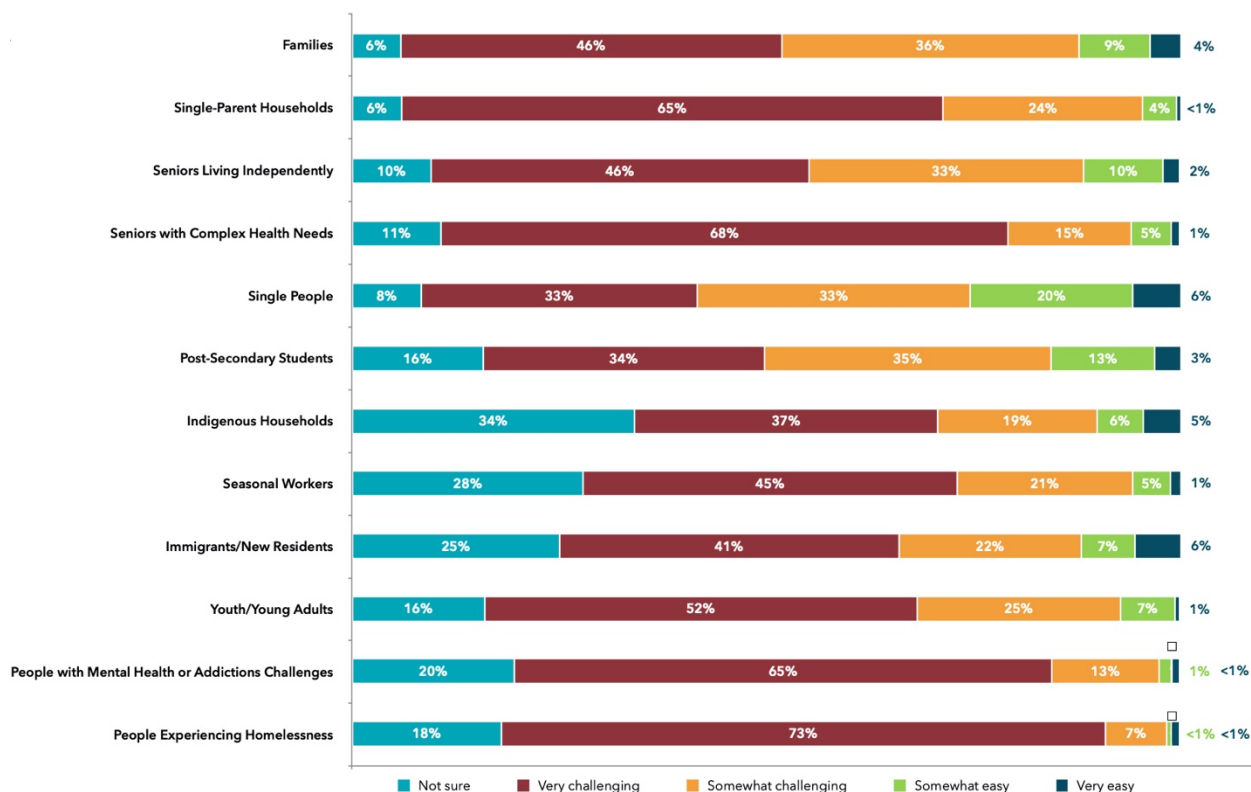
13. For you, what are the most important considerations when choosing a home to rent or buy?



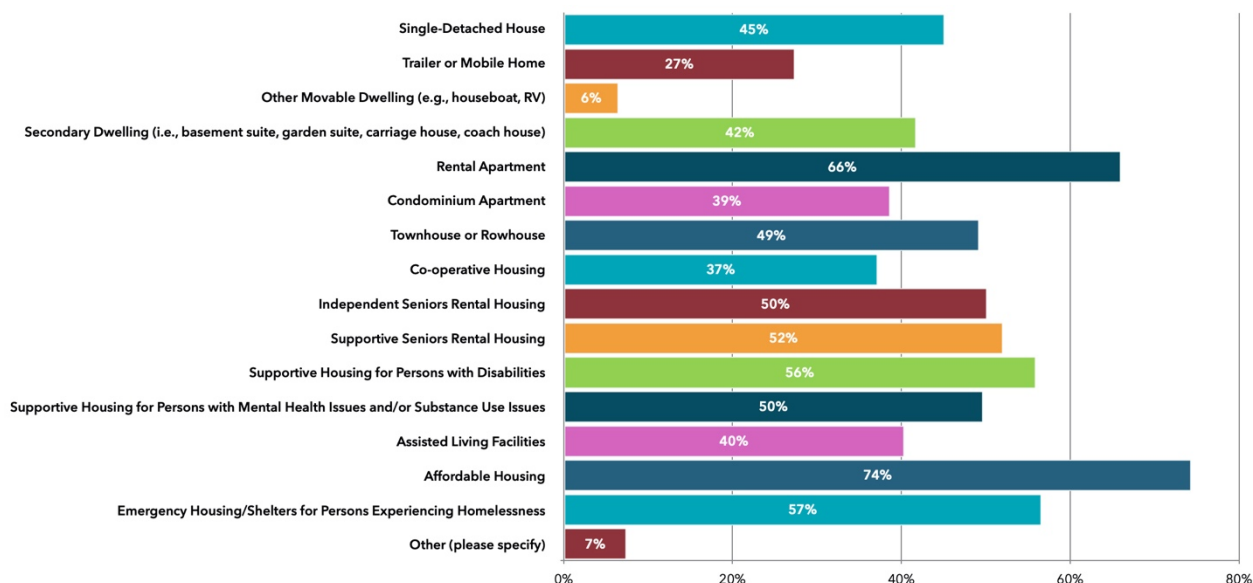
14. What are the main reasons why you have not moved yet? Select all that apply.



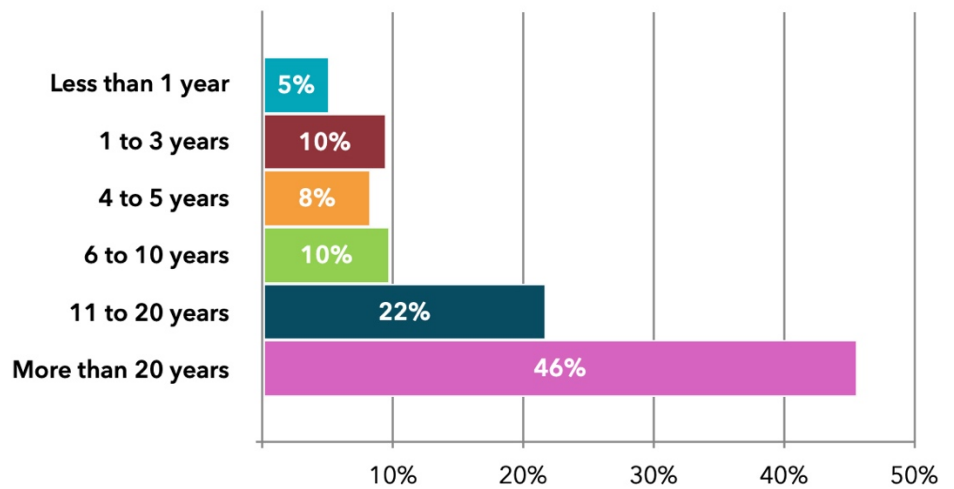
15. Who do you think has the greatest challenge finding housing that meets their needs in Cranbrook? For each group, please indicate how challenging it is to find appropriate housing.



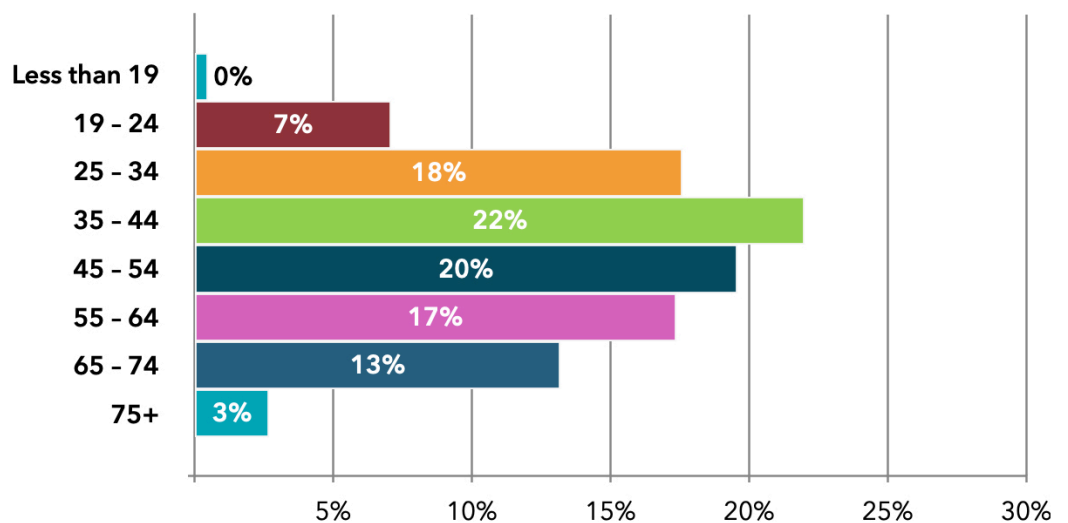
16. Thinking about the entire Cranbrook community, what kind of housing do you think there should be more of? Select all types and tenures that apply.



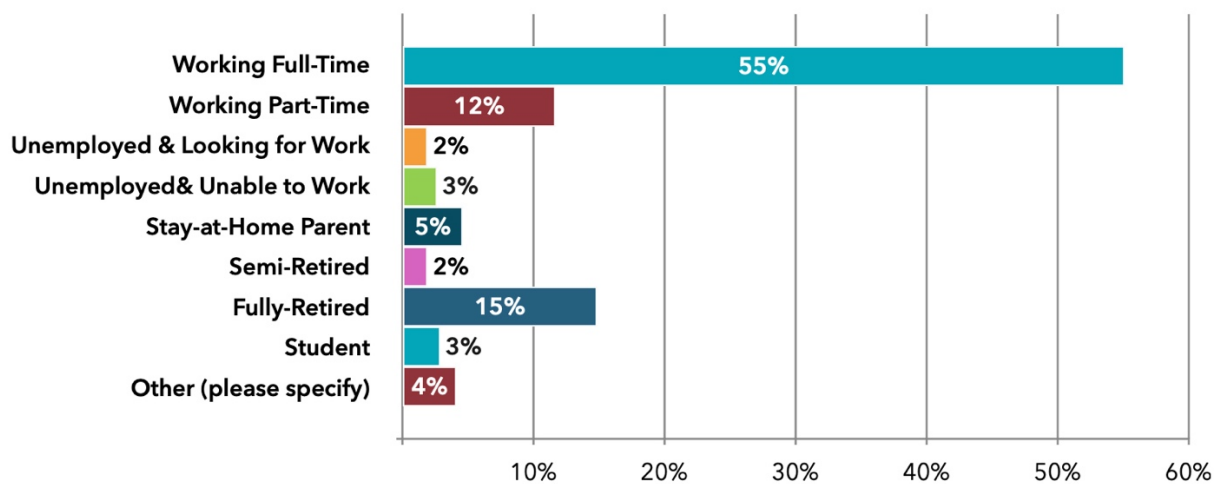
17. How long have you lived in Cranbrook?



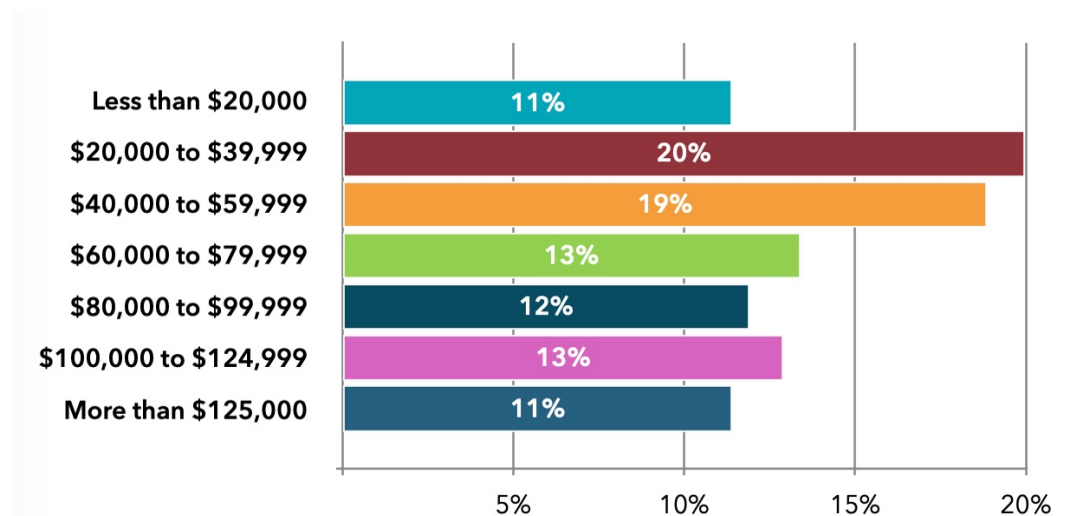
18. Please identify your age group.



19. Prior to the COVID-19 Pandemic, were you:



20. Prior to the COVID-19 Pandemic, what was your household's approximate annual income?



APPENDIX C:

Best Practices

District of Squamish – Centrepont Mixed-Use Affordable Housing Project

Squamish is located at the north end of Howe Sound on the Sea to Sky Highway in the Squamish-Lillooet Regional District. As of 2016, Squamish had a population of 19,512 people, which represents a 14% increase from 2011 – more than double the provincial growth rate of 6% in that time period.

As the population has increased substantially in recent years, affordable housing challenges have begun to emerge. Median housing prices have risen from just over \$600,000 to over \$950,000 within the last three years and the rental vacancy rate has hovered at or below 1% during this same period. The District has developed an Affordable Housing Program Report and a Housing Needs Assessment that focus on the need for affordable rental housing.

Summary Description: Centrepont is a mixed-use development located in Downtown Squamish. This project was the result of an innovative partnership model where a non-profit community group and faith-based organization collaborated to construct a new community facility with 32 units of affordable rental housing and a range of faith and community programs. The 0.5 acre site was formerly home of two Squamish United Church buildings, one of which was demolished, the other retained and incorporated into the new development. The community hub exemplifies co-location opportunities – included within the facility are meeting rooms, offices and commercial kitchens, individual spaces for the Church congregation, child care, affordable housing units, and Sea-to-Sky programs and services.

Municipal Policy and Regulatory Framework: The project is consistent with OCP policy, specifically:

- **10-28:** Downtown Squamish is identified as the preferred location in the District for multi-unit residential buildings, mixed-use commercial and residential buildings, office buildings, institutional buildings, and arts and cultural facilities.
- **14-27:** The District will encourage the development of preschool and day care facilities as needed.
- **14-32:** The inclusion of places of worship, as an integral part of residential neighbourhoods, is encouraged.
- **17-25:** Special needs housing and non-market housing is considered an integral component in new residential areas and is encouraged throughout the community in close proximity to amenities.
- **18-12:** Downtown Squamish is intended to function as the core of the community. It should benefit from the widest range of permitted uses within the District including a range of retail, services, professional offices, and higher density residential than other parts of the community so as to bring vitality, aesthetic quality, and livability to this location.

From a regulatory perspective, the project initially required a rezoning from P1 (Neighbourhood Civic) to CD-68 (Comprehensive Development Zone 68). This initial rezoning has since been amended to allow for an

increase in lot coverage, a reduction to the rear-yard setback, a revision to the parking requirements, and the inclusion of revised building plans. Various additional applications were required to waive Development Cost Charges (DCCs) and permit fees.

The project was subject to Development Permit Area 7 (DPA7) – Multi-Family Housing and received the requisite permit to complete construction.

Partnerships: This project was made possible through dedicated capital fundraising campaigns, led by both Squamish United Church and Sea-to-Sky Community Services, financing provided by Vancity Credit Union and BC Housing, land donated from Squamish United Church, ongoing support from the District of Squamish, and additional donations from local foundations. A detailed breakdown of capital sources / revenue is provided below:

Table 40: Funding Structure Centrepont Mixed-Use Affordable Housing Project, Squamish

Land Contribution	<ul style="list-style-type: none">• \$1.3M (Squamish United Church)
Partnership Contributions / Designated Reserves	<ul style="list-style-type: none">• \$1.8M (Squamish United Church)• \$700k (Sea-to-Sky Community Services)
Grants (Corporate / Individual)	<ul style="list-style-type: none">• \$30k (Cardinal Concrete)
Grants (Government)	<ul style="list-style-type: none">• \$2.8M (BC Housing)• \$25k (Province of BC)• \$188k (Municipality of Squamish (waived DCC and cash contribution)• \$10k (CMHC)
Grants (Foundations)	<ul style="list-style-type: none">• \$300k (Whistler Blackcomb Foundation)• \$250k (Squamish Savings Legacy Fund)• \$25k (Vancity Community Foundation)
Financing (Public, Bank / Credit Union)	<ul style="list-style-type: none">• \$100k (Vancity Credit Union pre-development loan)• \$9.8M (BC Housing construction mortgage)• \$9.8M (Vancity Credit Union take out financing)

This project relied on the expertise and assets of project partners – land owned by the Church, fundraising and organizational capacity of Sea-to-Sky, and financing by BC Housing and Vancity Credit Union.

City of Powell River – Joyce Avenue Supportive Housing Project

Powell River is located on the northern Sunshine Coast in the qathet Regional District. The City is situated in proximity to the Salish Sea and is only accessible by ferry or sea plane. As of 2016, Powell River had a population of 13,157 people.

The qathet Regional District is in the midst of two public health emergencies – the opioid crisis and COVID-19. These realities are present in the City of Powell River – housing need analysis completed prior to the Joyce Avenue Supportive Housing project estimated 15 people were currently living on the street, and 20 to 25 people were at-risk of homelessness.

Summary Description: BC Housing, Vancouver Coastal Health, and the City of Powell River partnered to create a new supportive housing development for people experiencing homelessness or at-risk of experiencing homelessness in Powell River. The three-storey modular building at 4910 Joyce Avenue is close to community services and features 44 self-contained units with private washrooms, showers, and mini-kitchens. Four of the units on the ground floor are wheelchair accessible. Shared amenities include an office, laundry room, commercial kitchen, and a dining lounge area where residents can enjoy meals together. The building has a medical room to provide onsite care. Residents have access to 24/7 support services, including two meals daily, employment and life-skills training, and health and wellness services.

Municipal Policy and Regulatory Framework: In the Sustainable Official Community Plan (SOCP), the subject property has a land use designation of Urban Residential Low Density. The intent of this designation is to accommodate ground-oriented residential uses in urban areas with existing services and infrastructure. The development is not classified as ground-oriented but is consistent with the zoning of the property (RM3) that does accommodate apartment style development.

Other relevant policies from the SOCP relate specifically to the supportive nature of this housing project and fall under Section 4.9 Affordable, Rental and Special Needs Housing. Key policies from this section are as follows:

- Affordable, rental and special needs housing – including supportive seniors’ housing and transition homes – is permitted in areas designated for Urban Residential, Suburban Residential, and Mixed-Use development, with preferences given to locations in close proximity to amenities, services, and public transit.
- The City shall investigate ways and means of encouraging the development of affordable housing with the assistance of grants and programs by senior levels of government.
- Parking requirements for affordable, rental, or special needs housing may be reduced in locations close to service, amenities, and public transit if the nature of the intended client base will have low vehicle ownership rates.

The subject property is zoned RM3 (Medium Density Multiple Family Residential) in the Zoning Bylaw. The RM3 Zone is intended to accommodate both ground-oriented and apartment-style multi-family residential developments.

The multi-family residential supportive housing project is subject to the guidelines of Development Permit Area (DPA) 1: Multi-family Residential. The applicant requested variances to relax the front setback requirement from 7.5m to 3.0m and reduced the number of required off-street parking stalls from 57 to 15. These variances were granted by Council.

Partnerships: Funding for this project was made available through BC Housing's Rapid Response to Homelessness program. The Province invested \$10.4 million in capital and construction costs and provided a one-time grant of up to \$100,000 for the operational start-up cost, as well as an annual operating subsidy of \$1 million for the project. This funding structure allows for reduced rental rates – residents are charged \$375/month, which is the social assistance shelter allowance provided by the Province to people experiencing homelessness.

In addition to funding from the Province, this project has relied on a partnership with Vancouver Coastal Health, as BC Housing has been able to lease land from the Powell River Regional Hospital District. From an operations perspective, Lift Community Services, formerly PREP Community Programs, will work in partnership with Life Cycle Housing Society to provide around-the-clock services for residents.

City of Vernon - BX Crossing

Vernon is a city in the North Okanagan Regional District, located 440km northeast of Vancouver. Renowned for its outdoor activities and natural amenities, Vernon is a tourist destination for many residents of the Lower Mainland and Calgarians in summer and winter. 2016 Census data indicates the City's population is growing, having experienced an increase of 5.1% between 2011 and 2016 – from 38,180 to 40,116 people.

Summary Description: BX Crossing is a 3-storey purpose-built rental complex located at 2455 48th Avenue, in proximity to Highway 97. The project was completed by N&T properties, a real estate agency based in Vernon. After years of limited rental construction, this 86-unit development, comprising one- and two-bedroom units, was welcomed by City Council and local residents. Amenities include an outdoor common area and a putting green. The project received a Rental Housing Incentive Grant of \$129,000 in 2017.

Municipal Policy and Regulatory Framework: The City of Vernon recognizes that affordable / attainable housing is imperative for both the social and economic health of the community. This direction is reflected in the following policy documents:

- **Official Community Plan:** The OCP guiding principles include "ensure housing meets the needs of the whole community: a mix of housing types meets the needs of all Vernon residents, reflecting the large variety of household types and incomes in the city. Ever changing housing needs of new and existing residents are anticipated and accommodated."

- The OCP includes key findings from the Housing Needs Assessment, such as the following direction, “greater provision of smaller homes, ground-oriented multi-family housing and senior’s housing is needed to meet the future needs of the community.”
- The Residential section in the OCP includes multiple policies, several of which are referenced below:
 - Explore innovative ways of supporting attainable housing, including review parking requirements; increase / expand permitted types of housing; consider inclusionary zoning; and, supporting mixed-use developments and promotion of the revitalization tax program (7.1).
 - Support the development of the City Centre District, neighbouring centres and designated multiple family areas to the densities outlined in the OCP to build compact, complete neighbourhood areas within the community and to achieve the maximum use of municipal infrastructure (7.3).
 - Ground oriented multiple family developments are strongly encouraged in designated areas in the City Centre and Neighbourhood Districts (7.6).
- **Attainable Housing Strategy:** The Attainable Housing Strategy sets out measures that the City of Vernon and the community can pursue in an effort to increase the supply of market housing units attainable to households at a range of incomes, particularly those at the lower and moderate levels.
- **Rental Housing Incentive Grants:** The Rental Housing Incentive Grants Program was created to encourage the construction and operation of purpose-built rental housing. The program provides a grant equal to the City’s development cost charge levy or \$4,000 per rental unit, whichever is the lesser. Multiple family developments with four or more dwelling units would be eligible for the grant program.
- **Development Cost Charges:** The City of Vernon’s Development Cost Charges (DCC) Bylaw contains a provision to waive City DCC’s for “low-income” housing projects.
- **Secondary Suites:** The City of Vernon encourages secondary suites in single detached housing as a form of affordable housing in many areas of the community. The application and approval process has been significantly streamlined with reduced fees.
- **Housing Agreements:** City Council may enter into a housing agreement and/or covenant pursuant to the Local Government Act, as a condition of approval for affordable and/or special needs housing. A housing agreement can increase the maximum permitted density of units per gross area in certain zoning districts.

Partnerships: This project was a private sector initiative that received support from City staff during the rezoning and permitting stages. Through the Rental Incentive Grant Program, BX Crossing received \$129,000 in 2017. The Program is structured to provide a grant up to the City’s development cost charge levy, but not greater than \$4,000 per rental unit. The grant was awarded after the Occupancy Permit was issued, the Housing Agreement bylaw was adopted, and the associated covenant was registered on property title.



