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**Policy Title: Corporate Affordable Housing Strategy**

**Policy Number: CS007**

**Report Number: CPS2002-57**

**Approved by: City Council**

**Effective Date: July 23, 2002**

**Business Unit: Office of Land Servicing and Housing, Community and Neighbourhood Services, Land Use Planning**

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### **BACKGROUND**

- In 2002 January, the Affordable Housing Team of Council directed Administration to bring forward a Corporate Affordable Housing Strategy by the summer of 2002. These policy statements, adopted by resolution of the City Council, are the City of Calgary's Corporate Affordable Housing Strategy.

### **PURPOSE**

This Strategy:

- Considers the current stakeholders planning and delivering affordable housing in Calgary, and how the City relates to them
- Defines Affordable Housing for the City of Calgary
- Identifies and defines the City of Calgary's eight roles in housing, four of which have direct financial implications, and three of which are unique strengths of the City
- Establishes goals, policies for each role
- Summarizes Operating Principles for how The City can support other stakeholders and contribute directly to the provision of affordable housing in the community
- Summarize municipal Policy to date influencing The City's involvement in affordable housing

### **POLICY**

**Eight Roles define the City's involvement in affordable housing:**

1. Management & Operation of Non-Market (Social) Housing
2. Administration of Resources from other governments
3. Direct Funding and Development
4. Strategic Partnerships
5. Planning & Regulation
6. Community Development & Education
7. Research
8. Advocacy



## **Operating Principles**

This is a summary of the principles linked to each of the City of Calgary's Eight Housing roles. Council retains discretion regarding the implementation of these principles.

1. The City's core business and first priority is to build/operate non-market housing
2. City financial resources should leverage other resources through public/private/non-profit partnerships & joint ventures for City and community initiated projects
3. The City will administer financial assistance for capital projects, preferably in the form of land, whose value is charged against Program 485, the Capital Housing Reserve. The Value of the land will be determined at the discretion of the Affordable Housing Team as per the Terms of Reference of the Corporate Housing Capital Reserve (FB99-62 and its amendment).
4. Council's Affordable Housing team will establish priorities for the use of City financial and staff resources, including a decision about the ratio of funds to be used for City core business projects in relation to funds allocated through a community process (e.g. The Calgary Homeless Foundation Funders' Table) based upon the results of a biennial housing needs assessment undertaken by the City in consultation with other affordable housing stakeholders.
5. Although The City will cultivate partnerships with all relevant stakeholders, it will assign staff or request aldermanic involvement in other organizations' Boards only when The City has contributed significant resources to the organization, when frequent liaison is important for accomplishing The City's identified housing priority area, or when requested by other level of government.
6. Council of The City of Calgary will be requested to reduce/waive/relax development fees and standards, subject to Affordable Housing Team recommendation, where it clearly enhances the viability and affordability of the project.



## **COUNCIL POLICY**

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7. Wherever possible affordable housing shall be provided on a “mixed income” basis where some residents receive a rental subsidy while the remainder pays a “low end” of market rent. This kind of affordable housing creates healthy communities, reduces the concentration of low income households and contributes to affordable housing opportunities for both non-market and market renters.
8. The City of Calgary will support the increase of expertise within communities to develop and implement local solution to local housing issues.

[See attached Corporate Affordable Housing Strategy for the complete Policy.](#)

### **PROCEDURE**

- The operating principles should be used to prioritize initiatives and respond to future ad-hoc project requests. Council retains discretion regarding the implementation of these principles; and
- To utilize the Corporate Affordable Housing Strategy as a tool for administrative priority-setting, a communication strategy and stakeholder dialogue

[See attached Corporate Affordable Housing Strategy for the complete procedures](#)

### **AMENDMENTS**

None

2010 revision-policy number change from AMCW007 to CS007 due to department reorganization



## CITY OF CALGARY


### **CORPORATE AFFORDABLE HOUSING STRATEGY**

**Implementing a vision for the future... "A range of housing options exist for all ages, income groups, family types and lifestyles"**



JULY 2002

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## INTRODUCTION

*This Corporate Affordable Housing Strategy has been drafted by the Corporate Affordable Housing Steering Committee, with input from the following City of Calgary Business Units:*

- *Community Strategies*
- *Corporate Properties*
- *Calgary Housing Company*
- *Planning & Transportation Policy*

*What do we want to achieve?*

*... An increased supply of safe and affordable housing*

*from Looking Ahead – Moving Forward: Council's Priorities 2002 - 2004*

The provision of affordable housing and supports is complex. It is a responsibility shared by all levels of government, the private sector and the citizens of Calgary. By working in collaboration with senior governments, the private and non-profit sectors and with communities themselves, the City of Calgary can more effectively respond to the housing needs of its citizens.

Previously, The City of Calgary has responded to the need for affordable housing through a variety of policies and initiatives that evolved over time. The purpose of this Corporate Affordable Housing Strategy is to focus The City's future efforts in a consistent manner, to both capitalize on its own unique strengths, and to support other stakeholders to capitalize on theirs. When this Strategy is approved by Council, it will become a tool for community dialogue, as well as guiding future municipal activities in the field. Its implementation will be the responsibility of Council's Affordable Housing Team, the Corporate Affordable Housing Steering Committee, and a number of City Business Units, whose work plans are being modified to specifically include initiatives generated by this Strategy.

The Calgary Plan's<sup>1</sup> **vision** of the future includes a range of housing options that exist for all ages, income groups, family types and lifestyles (section 2-2.2.2). The Plan identifies the provision of **affordable, appropriate housing options for all Calgarians** as one of the four major residential development goals. It should be clarified though, that "affordable housing" for the purpose of this Strategy addresses the needs of low and moderate income households only (see Appendix 1). We also know that this vision cannot be The City's alone, but rather, speaks to a community-wide outcome where The City is one of many valuable partners.

The Corporate Affordable Housing Strategy is a vehicle for achieving the affordable housing objectives of the Corporate Business Plan and the Calgary Plan (Municipal Development Plan) with the following **mission**:

***The City of Calgary contributes strategically to the provision, support and facilitation of affordable, accessible and adequate housing options for Calgarians.***

<sup>1</sup> The Calgary Plan outlines a residential plan for the future which includes "A range of housing options that exist for all ages, income groups, family types and lifestyles: (Section 2-2.2.2). The Plan further identifies the provision of affordable, appropriate housing options for all Calgarians as one of the four major residential development goals. The Corporate Business Plan states that The City of Calgary will work toward: Addressing the supply of accessible, affordable and adequate housing.

This Strategy ...

- Summarizes the **need** for affordable housing in Calgary
- Considers the **current stakeholders** planning and delivering affordable housing in Calgary, and how The City relates to them
- Identifies The City of Calgary's **eight roles** in housing, four of which have direct financial implications, and three of which are **unique strengths** of The City

In addition, appendices to the Strategy ...

- **Define** “affordable housing”
- Summarize **operating principles** for how The City can support other stakeholders and contribute directly to the provision of affordable housing in the community
- Summarize municipal **policy** to date influencing The City’s involvement in affordable housing

A Workplan has also been prepared, and will be presented to Council along with this Strategy. Both the Strategy and the Workplan will be updated biennially, in conjunction with a Biennial Housing Statement.

The City’s involvement in affordable housing must be considered in relation to a dynamic **housing continuum**:

<b>Emergency Shelter</b>	<b>Transitional Housing</b>	<b>Non-market or Social Rental</b>	<b>Formal &amp; Informal Rental</b>	<b>Affordable Home Ownership</b>
Serves homeless people using mats/ rooms/ dorms, as well as meals, showers, drop-in facilities & support services.	Provides stable and supported housing for a period generally of 6 months – 2 years.	Requires ongoing subsidies to reduce shelter costs for very low-income households (also known as “subsidized” housing).  The municipal non-profit Calgary Housing Company is Calgary’s primary non-market housing provider.	Formal rentals include rental apartments and town-houses. The Canada Mortgage & Housing Corp. (CMHC) tracks 48,230 Calgary units.  Informal rentals (units rented out by individual owners, secondary suites & lodging houses) are believed to number roughly 64,000 in Calgary.	Arrangements where people can purchase a home using no more than 32% of their gross income for housing.  Examples can include traditional home ownership, equity coop housing, condominiums, mobile homes, rent-to-own and Habitat-for-Humanity housing

## NEED AT A GLANCE

The City of Calgary's involvement in affordable housing is driven largely by community need. The following points indicate the magnitude of need for housing in the continuum categories.

<b>Emergency Shelters</b>	<b>Transitional Housing</b>	<b>Non-market /Social Rental</b>	<b>Formal &amp; Informal Rental</b>	<b>Affordable Home ownership</b>
<p>The 2002 Homeless Count identified 1,737 individuals in shelters and on the streets, a 34% rise over 2000, when 1296 were counted</p> <p>In 2000, 11,000 different individuals used homeless shelters in Calgary; the shelters' collective capacity on any one night was 1000</p> <p>Calgary currently has roughly 1400 emergency shelter beds</p>	<p>Calgary currently has roughly 970 units of transitional housing, a figure which the Calgary Homeless Foundation believes was adequate for their 2001 target.</p>	<p>Calgary Housing Company (CHC) has a wait list of roughly 1800 applicants for its 7500 units of mixed market housing</p> <p>In 2001, 66% of CHC applicants were families and 50% were employed</p> <p>CHC does not provide crisis housing</p> <p>A challenge for CHC is assisting people to transition out, due to lack of affordable alternatives</p> <p>MCF Housing for Seniors operates roughly 1200 units with 662 seniors on wait list</p>	<p>"Affordable" rent is 30% of gross income (max.);working 40 hrs/wk at Alberta's min. wage (\$5.90/h) affordable rent would be \$306/mo. In fact the avg. rent for a 2BR apt. in 2001 was \$784/mo.</p> <p>Since 1994, 10% of formal rental stock has been converted to condos. <sup>(CMHC)</sup></p> <p>Avg. rent has increased 26% between 1995 and 2001</p> <p>An est. 64,000 rental units in Calgary (57%) are "informal" i.e., basement / secondary suites, rented condos/ houses, etc.</p>	<p>Avg. house sale prices in Calgary have climbed 70% from 1991 to 2001</p> <p>Minimum household income of roughly \$45,000/yr is required for a "starter" single detached house (\$143,000)</p> <p>Avg. sale price for a single-family home in 2001 was \$194,000 ("affordable" to households with income over \$60,000/yr)</p>



## FACTORS INFLUENCING NEED

***The Canada-Alberta Affordable Housing Program, signed 2002 June 24, will contribute \$25,000 per door, to be matched. If maximized, this funding could result in 800 new units for Calgary***

***An additional municipal contribution of \$1.3 million annually for the next four years would, together with existing funding commitments represent the Municipal contribution.***

### **Key factors that have increased the need for affordable housing in Calgary:**

- Since 1993, the Provincial and Federal governments have substantially reduced the capital funding of new affordable housing.
- The market has been unable to deliver new rental stock.
- Existing formal rental stock has been demolished or converted to condos.
- A buoyant economy has bolstered in-migration causing a higher demand for rental housing.
- Alberta's minimum wage is the second-lowest in Canada and Social Assistance rates have not increased since 1993; one in five Calgarians lives in poverty.
- Minimal new social housing has been built for people who cannot afford market rents.
- While constitutional responsibility to address housing issues rests with the provinces, it has fallen to municipal governments to identify and fund the solutions.


### **Hope on the horizon:**

The 2001 merger of the provincial and municipal social housing agencies (Calgary Housing Authority and Calhome Properties) created the municipally owned and operated Calgary Housing Company (CHC). CHC administers social housing programs (non-seniors) in Calgary through the ownership or management of approximately 7500 housing units. Many of these units are operated on a "mixed income" model where some residents receive a rental subsidy while the remainder pay a "low end of market" rent. This model avoids a concentration of low income housing and provides a range of affordable housing options in the community. The Province of Alberta works closely and collaboratively with The City of Calgary and its Calgary Housing Company.

The establishment of the CHC is one example of the larger emerging municipal role in social housing delivery. The Province will continue to be the primary funder of social housing, but the City of Calgary with the Calgary Housing Company, has a unique opportunity to determine and address local social housing needs through local solutions, allocating resources and assuming the lead role administering social housing in Calgary. In addition the opportunity may exist to re-profile some of the CHC's existing housing assets to create a model that more effectively responds to changing housing needs and is more financially sustainable.

Most recently, the Canada-Alberta Affordable Housing Program promises a modest injection of new monies for new affordable housing projects. The City has eligible projects ready to go, in keeping with this Strategy.

## CALGARY STAKEHOLDERS IN PLANNING/DELIVERING AFFORDABLE HOUSING



Although this Strategy is designed to guide the City of Calgary in its efforts to ensure that Calgarians in need have affordable housing, it would be neither possible nor appropriate for the City to establish its direction in isolation, when there are so many other organizations involved in affordable housing. For example, The City is a primary developer and operator of housing but the money it spends comes in large part from senior governments with their own program objectives and stipulations for expenditure.

In addition there are many agencies and organizations involved in advocacy, research, fundraising, development and operation of various types of affordable and special needs housing. All of these bodies have their own objectives, strengths and challenges.

The Calgary stakeholders in planning for affordable housing are presented graphically as Appendix 2 to this Strategy.

The overall strategy for the creation of affordable housing in Calgary will be a sum of the efforts and resources from all these agencies and organizations, including The City. As The City must in large part react to initiatives taken by other bodies, it cannot develop an exclusive statement of its strategies and long term objectives except in very general terms. **Affordable housing planning and provision is a collaborative process; The City relies on its partners and they rely on The City.** The City will take leadership in some areas at some times, and may react, support and respond to the lead of other organizations in the same areas at other times. **Flexibility and sensitivity to constantly changing conditions and inter-organizational dynamics, are necessary foundations of this plan.**

The following section identifies The City's eight roles in affordable housing, to provide a framework for future City actions (both alone and in partnership) bearing in mind the necessary flexibility described above. Following approval of this internal Strategy, the intent is to enter into a dialogue with key stakeholders to inform a broader community plan.

## EIGHT CITY OF CALGARY AFFORDABLE HOUSING ROLES

**Guideposts for Calgary...2020**  
From time to time any Calgarian may be disadvantaged. Community success can be determined by the manner in which we provide one another with opportunities and incentives to improve the quality of life. (The Calgary Plan, 1998)

### 2001 Resources from other Governments:

- Family & Community Support Services- \$4M (25.4% from Millrate)
- Residential Rehabilitation Program- \$1.1M
- Infrastructure Canada Alberta Program - \$1.6M
- Private Landlord Rent Supplement- \$5M

### Direct Funding & Dev't 2001:

- (City funds)
- Savings from cancelled subsidy commitment to Prov: \$927K
  - Corp Prop Res. Units (20% of revenue): ~\$249K
  - Borrow for 65 units at CFB West ~\$2.5M

### 2001 Strategic Partnerships:

- (City Funds)
- Metropolitan Calgary Foundation- \$1.6M
  - Horizon Housing Society- \$.95 M

### 2001 Management and Operation of Non-Market Housing

- Calgary Housing Company owns and manages \$500 M in assets

The City of Calgary recognizes the importance of housing to the quality of life and health of its residents and the communities they live in. But with limited resources and jurisdiction the active participation of other levels of government in partnership with industry and community is essential.

Where should the City focus its efforts? How can various governments' roles be better integrated with those of the community and industry, to provide better service to citizens?

The following section of this Strategy identifies, defines, and describes eight areas where The City of Calgary participates in affordable housing. These Eight Affordable Housing Roles (four involving significant financial/land resources and the other four involving primarily staff resources) are carried out with varied emphasis. Three roles unique to The City include the management and operation of non-market, non-seniors housing; administration of resources from senior governments; and planning and regulation.

By reviewing the resources affiliated with the eight roles outlined below, it is clear that The City's most significant *core business* in affordable housing, as defined by the magnitude of the assets at stake, is the **management and operation of non-market housing**. The other roles are also essential supports to the important work of other affordable housing stakeholders and other housing types on the affordable housing continuum.

### EIGHT AFFORDABLE HOUSING ROLES:

(red print indicates a core business where The City has unique capacity)



# 1 MANAGEMENT & OPERATION OF NON-MARKET (SOCIAL) HOUSING

The City Calgary is the primary operator of non-market (social) housing

## GOAL

- To be the primary provider (through the Calgary Housing Company, a subsidiary of The City of Calgary) of the non-market (social), non-seniors housing portfolio in the City of Calgary.

## THE CITY OF CALGARY WILL:

- Continue to be the primary operator of non-seniors non-market housing and related programs through the Calgary Housing Company;
- Maintain or increase the ratio of subsidized housing to market housing as the city grows;
- Review current City initiatives supporting subsidized housing and explore new funding sources for this housing; and
- Support non-profit organizations in the development and operation of social housing programs that are complementary to and beyond the primary affordable housing roles of The City of Calgary.

## RELEVANT OPERATING PRINCIPLE:

Where possible, non market or social housing shall be provided on a **mixed income basis** where some residents receive a rental subsidy while the remainder pay a “low end” of market rent.



# 2

## ADMINISTRATION OF RESOURCES FROM OTHER GOVERNMENTS

The City of Calgary is an effective administrator of senior government housing programs

### GOAL

- To effectively coordinate and administer Federal and Provincial housing programs and support services as requested by senior governments that relate in part to the provision of affordable housing.

### THE CITY OF CALGARY WILL:

- Continue to administer programs provided by senior government levels; and,
- Support senior government initiatives that enable municipalities to better provide for affordable housing activities such as: providing grants and other financial incentives, tax benefits or reductions, and enabling legislative changes to empower municipalities.

### RELEVANT OPERATING PRINCIPLE:

City financial resources should **leverage other resources** (public/ private/ non-profit partnerships & joint ventures).



# 3

## DIRECT FUNDING AND DEVELOPMENT

The City of Calgary is a limited resource provider for affordable housing

*The Corporate Housing Capital Reserve was established to support development initiatives that enhance or increase the supply of affordable rental housing and social/special needs housing. FB99-62*

*Current practice for non-profit access to subsidy for offsetting operating deficits are as follows:*

- 1. No land is given away*
  - 2. Corporate Properties sells land or leases at market value*
  - 3. Cost of land is accounted for in the Corporate Housing Capital Reserve*
  - 4. Any social benefits etc. are funded by the Corporate Housing Capital Reserve;*
  - 5. Full and regular disclosure of revenues and expenditures in the appropriate program budgets*
- LA2001-115*

### GOAL

- To strategically contribute municipal resources to the development of new affordable housing projects, leveraging other contributions

### THE CITY OF CALGARY WILL:

- Contribute financial resources, preferably in the form of land, to capital projects undertaken primarily by The City and secondarily by the community.

### RELEVANT OPERATING PRINCIPLES:

The City will **contribute financial assistance for capital projects, preferably in the form of land**, the value of which is charged against Program 485, the Capital Housing Reserve.

**Council's Affordable Housing Team will establish priorities** for the allocation of City financial and staff resources and will be guided by the results of a **biennial housing needs assessment** undertaken by the City in consultation with other affordable housing stakeholders.

**The Team** will determine the **ratio of funds** to be used for City core business projects in relation to funds allocated through a community based process.

Where possible, affordable housing should be provided in a **mixed market/non-market** environment.

# 4

## STRATEGIC PARTNERSHIPS

The City of Calgary is a partner with the public, the private and the not-for-profit sectors to encourage the provision of affordable housing

### *Principles for Partnerships/Joint Ventures in Affordable Housing*

- *shared equity arrangement with a public, private or non-profit entity to construct and operate the project;*
- *civic assets to leverage other resources including land, buildings, long-term leases or financial support;*
- *City owned sites identified and set aside for future proposals for affordable housing. Land and/or improvements may be donated at no charge, or provided at less than market value;*
- *rents at low end market or subsidized rates and should also address social supports necessary to create and maintain affordable and special needs housing;*
- *City's risk minimized. (CPS99-39)*

### GOALS

- To pursue partnerships with the public, private and community sectors to facilitate the provision of affordable housing;
- To partner in land development for housing projects; and,
- To establish links with special groups working towards housing solutions.

### THE CITY OF CALGARY WILL:

- Contribute civic assets, generally in the form of leased land, to leverage other resources, in accord with The City's policy on Principles for Partnership/Joint Ventures in Affordable Housing (CPS99-39) and Affordable Housing Initiatives (CPS2000-47) (see Appendix 4);
- Identify municipal lands appropriate for future development of affordable housing, which could be leased in strategic partnership; and
- Cultivate partnerships with all relevant stakeholders.

### RELEVANT OPERATING PRINCIPLES:

City financial resources should **leverage other resources** (public/private/non-profit partnerships & joint ventures).

The City will **administer financial assistance for capital projects, preferably in the form of land**, whose value is charged against Program 485, the Capital Housing Reserve.

Although The City will cultivate partnerships with all relevant stakeholders, it will **assign staff or request aldermanic involvement in other organizations' Boards only when** The City has contributed significant resources to the organization, when frequent liaison is important for accomplishing The City's identified housing priority area, or when requested by another level of government.

# 5

## PLANNING AND REGULATION

The City of Calgary is a regulator and enforcer of development and building standards

### GOALS

- To encourage competition and choice in the housing marketplace;
- To support and provide implementation tools for affordable housing initiatives;
- To facilitate research and experimentation to reduce housing costs through innovation in housing types and construction methods;
- To explore ways to expedite the development process for affordable housing projects; and
- To actively pursue changes to statutory regulations and the building code to facilitate affordable housing.

### THE CITY OF CALGARY WILL:

- Develop regulatory incentives to encourage the private sector to provide and protect lower cost housing;
- Encourage the development of new rental housing and the protection and enhancement of existing rental housing stock;
- Support actions to encourage competition and choice in the housing marketplace by implementing the policies of the Calgary Plan;
- Enforce building and fire safety standards to regulate older, multiple unit rental housing and the demolition of that housing if required; and
- Where appropriate on a site specific basis facilitate the provision and retention of affordable housing by supporting changes to land and building development standards and land use by-law regulations.

### RELEVANT OPERATING PRINCIPLES:

City Council will be requested **to reduce / waive / relax development fees and standards**, subject to Affordable Housing Team recommendation, where doing so clearly enhances the viability and affordability of the project.



# 6

## COMMUNITY DEVELOPMENT AND EDUCATION

The City of Calgary is an educator and builder of community capacity

### GOAL

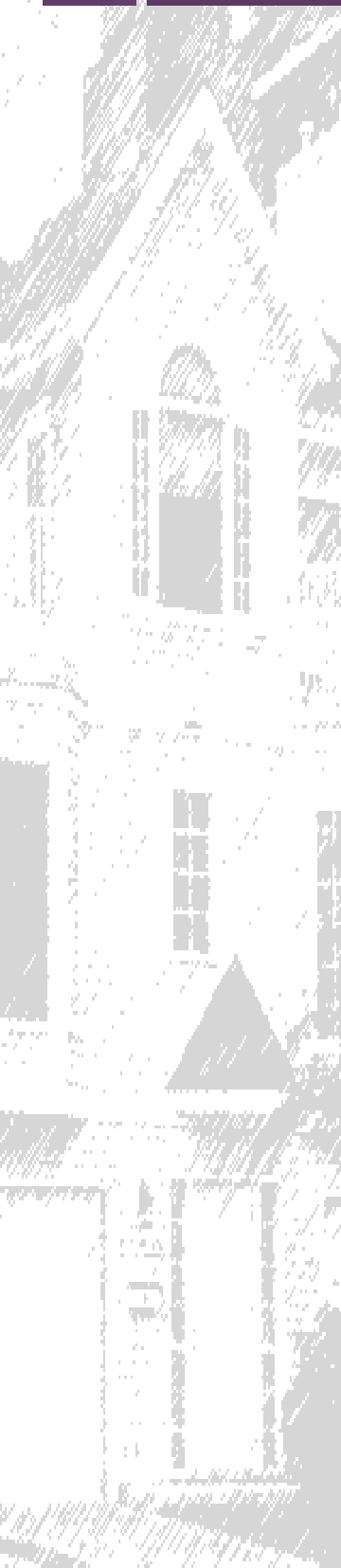
- To increase community and stakeholder awareness and capacity to support affordable housing initiatives. (e.g. build awareness in the private sector of their role)

### THE CITY OF CALGARY WILL:

- Work with community agencies and support providers to reduce local opposition to affordable housing initiatives through an education and participation approach.
- Communicate the role of affordable housing in terms of a determinant of health, well-being and stability of individuals, families and communities.

### RELEVANT OPERATING PRINCIPLE:

- The City of Calgary will **support the increase of expertise within communities** to develop and implement local solutions to local housing issues.



# 7

## RESEARCH

The City of Calgary is a collector and disseminator of affordable housing research

### GOALS

- To collect, analyse, evaluate and initiate research to support Corporate housing initiatives.
- To disseminate research, to facilitate the research of others, and to develop a common understanding of housing needs in Calgary.

### THE CITY OF CALGARY WILL:

- Develop a Biennial Housing Needs Assessment,
- Work with government and community partners to develop a base of information and expertise about affordable housing to share with interested parties and the public, to facilitate assessment and understanding of the need for affordable housing and support programs;
- Establish common protocols for the collection, measuring and reporting of housing data;
- Encourage research and experimentation to reduce housing costs through innovation in housing types and construction methods;
- Monitor the outcomes of housing and social programs, particularly those receiving City support as they relate to the provision of affordable housing in Calgary; and
- Continue to provide municipal resources to support community partners with the collection and dissemination of housing information, as budget permits.

# 8

## ADVOCACY

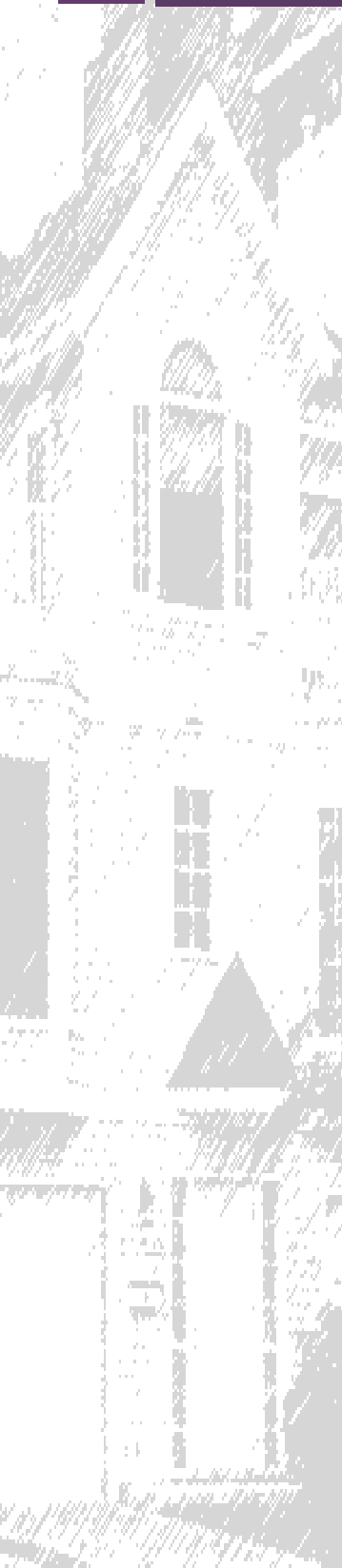
The City of Calgary is an Affordable Housing Advocate

### GOAL

- To encourage changes in policy by the senior levels of government to foster the development and funding of affordable housing and adequate support services.

### THE CITY OF CALGARY WILL:

- Advocate for the provision of capital and operations funding from senior government levels for affordable housing;
- Support initiatives to encourage the provision of support services and appropriate employment opportunities to help reduce the need for affordable housing e.g. SFI Review, Child Welfare Report; and,
- Continue to support established federal and provincial advocacy groups representing municipal interests e.g. Alberta Urban Municipalities Association, Federation of Canadian Municipalities, Canadian Housing and Renewal Association.



## CONCLUSION

The City of Calgary is a significant stakeholder in affordable housing, along with senior levels of government, the private and the non-profit sector. The purpose of this Corporate Affordable Housing Strategy is to identify The City's areas of unique strength, so that it can focus its own future efforts as well as supporting other stakeholders to focus on theirs.

Eight roles define The City's involvement in affordable housing:


- The management and operation of non-market (social) housing
- The administration of resources from other levels of government
- Direct funding and development
- Strategic partnerships
- Planning and regulation
- Community development and education
- Research
- Advocacy

The management and operation of non-market (social) housing is The City's core business in relation to affordable housing.

This Strategy will inform future decisions about The City's involvement in affordable housing (through the goals and operating principles), and will act as a tool for dialogue about how The City's roles complement those of other stakeholders.

Bringing the Strategy to life will require completion of regular biennial housing statements in consultation with the community, which in turn will provide a tool for Council's Affordable Housing Team to monitor the plan's relevance. As Calgary's housing-related needs shift over time, the Strategy will need to be adjusted as well.

## APPENDIX 1 WHAT IS AFFORDABLE HOUSING?



Affordable housing adequately suits the needs of low and moderate income households at costs below those generally found in the Calgary market. It may take a number of forms that exist along a continuum, from emergency shelters, to transitional housing, to non-market rental (also known as social or subsidized housing), to formal and informal rental, and ending with affordable home-ownership.

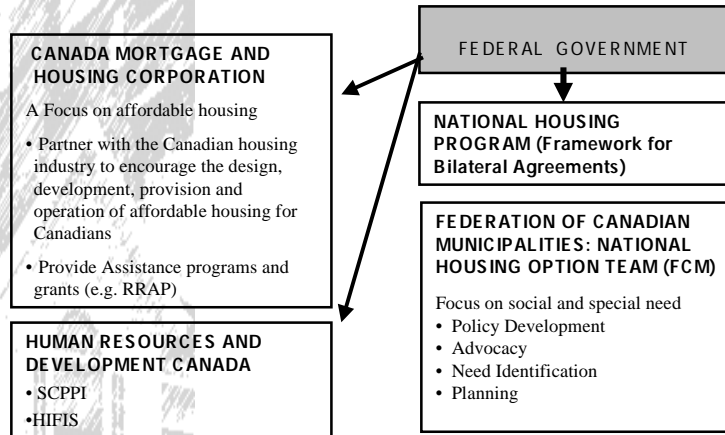
Affordable Housing projects are targeted to households with 65% or less of the area Median Income. In the City of Calgary, Affordable Housing initiatives would be targeted to those with an income below \$30,000 (based upon \$45, 879 median income using 1996 Statistics Canada). For housing to be affordable, the Canada Mortgage and Housing Corporation has defined that a household should not spend more than 30% of its gross income on shelter costs. Highest priority for affordable housing are “core need households” that spend more than 50% of their income on shelter costs.

Using this example, an affordable housing project would target households with a gross annual income below \$30,000 with rents at a maximum of \$750/month (30% of gross income).

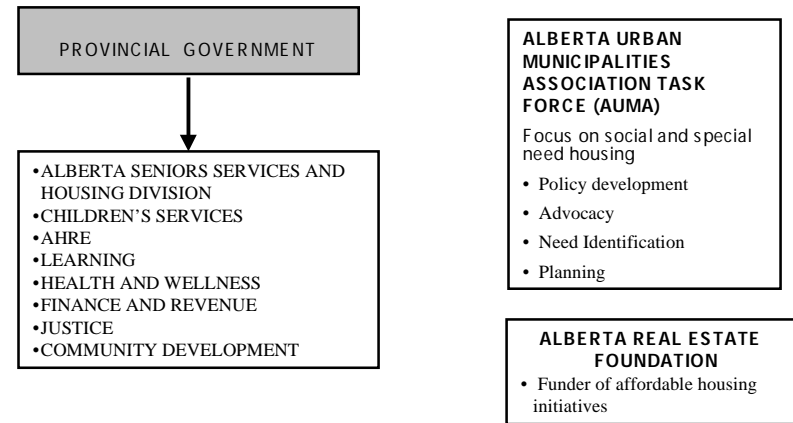
## APPENDIX 2 CALGARY STAKEHOLDERS IN AFFORDABLE HOUSING (2002)

	MNGMNT & OPERATION	ADMIN OF RESOURCES	DIRECT FUNDING & DEV'T	STRATEGIC PARTNER-SHIPS	RESEARCH	PLANNING & REGULATION	COMMUNITY DEV'T & EDUCATION	ADVOCACY
<b>MUNICIPAL GOVERNMENT</b>								
AFFORDABLE HOUSING TEAM OF COUNCIL				X				X
COMMUNITY STRATEGIES		X		X	X		X	X
COMMUNITY & NEIGHBRHD SERVICES							X	X
CORPORATE PROPERTIES			X	X			X	
CALGARY HOUSING COMPANY	X	X		X	X		X	
INTER-GOVT'L AFFAIRS								X
PLANNING & TRANSPORTATION POLICY					X	X	X	
DEV'T & BUILDING APPROVALS		X	X			X		
<b>PROVINCIAL GOVERNMENT</b>								
ALBERTA SENIORS			X					
CHILDREN'S SERVICES			X					
MUNICIPAL AFFAIRS						X		
<b>FEDERAL GOVERNMENT</b>								
HUMAN RESOURCE DEVELOPMENT CANADA (HRDC)			X					
CANADA MORTGAGE AND HOUSING CORPORATION (CMHC)			X	X	X	X	X	
<b>COMMUNITY</b>								
METROPOLITAN CALGARY FOUNDATION	X	X	X	X				X
CALGARY HOMELESS FOUNDATION		X	X	X	X		X	X
INTER-AGENCY SHELTER COMMITTEE				X	X		X	X
CALGARY HOUSING COMMITTEE				X	X		X	X
<b>PRIVATE</b>								
FINANCIAL INSTITUTIONS					X			
REAL ESTATE ASSOCIATION			X		X			
URBAN DEVELOPMENT INSTITUTE						X		
DEVELOPERS					X			
HOME-BUILDERS ASS'N			X		X			
ACADEMIA					X		X	X

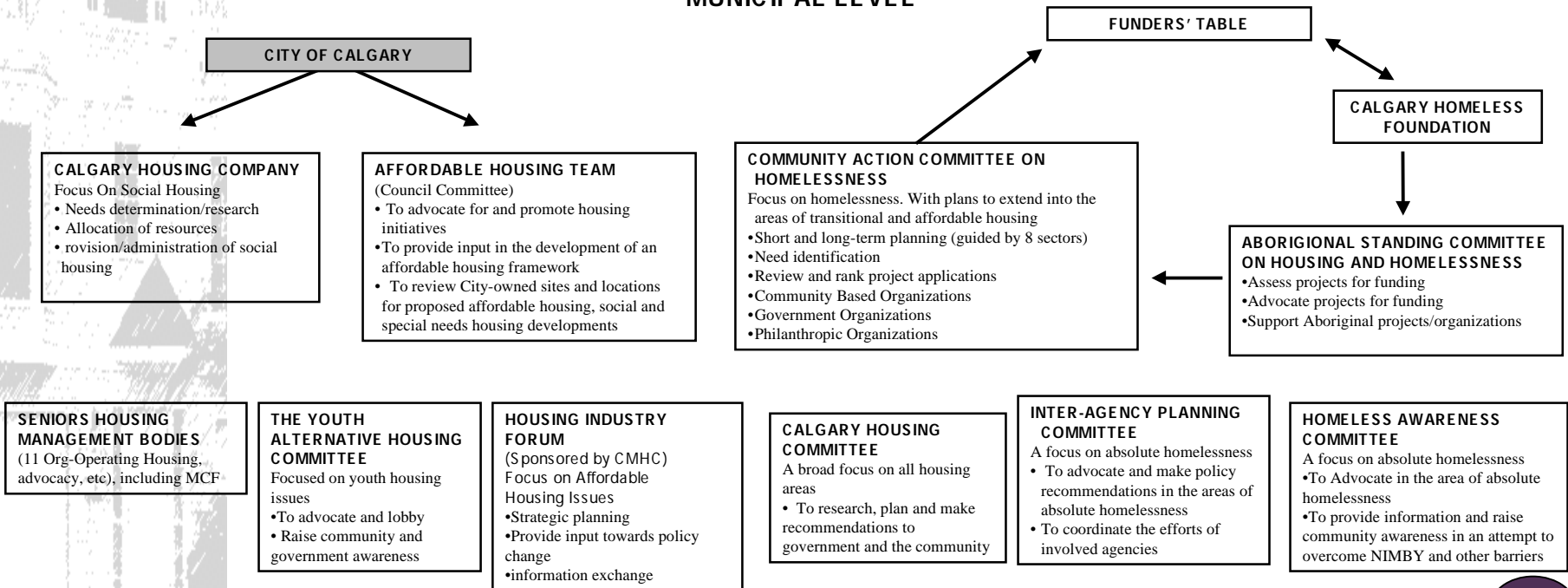
**FEDERAL LEVEL**



**THE PROVINCIAL LEVEL**



**MUNICIPAL LEVEL**



## APPENDIX 3: OPERATING PRINCIPLES

This is a summary of the principles linked to each of The City of Calgary's Eight Housing Roles. These operating principles should be used to prioritize initiatives and respond to future ad-hoc project requests. Council retains discretion regarding the implementation of these principles.

1. The City's **core business and first priority is to build/operate non-market housing**.
2. City financial resources should **leverage other resources** through public/private/non-profit partnerships & joint ventures for City and community initiated projects.
3. The City will **administer financial assistance for capital projects, preferably in the form of land**, the value of which is charged against Program 489, the Capital Housing Reserve. The value of the land will be determined at the discretion of the Affordable Housing Team as per the Terms of Reference of the Corporate Housing Capital Reserve (FB99-62 and its amendment).
4. **Council's Affordable Housing Team will establish priorities** for the use of City financial and staff resources, including a decision about the ratio of funds to be used for City core business projects in relation to funds allocated through a community process (eg., The Calgary Homeless Foundation Funders' Table), **based upon the results of a biennial housing needs assessment** undertaken by the City in consultation with other affordable housing stakeholders.
5. Although The City will cultivate partnerships with all relevant stakeholders, it will **assign staff or request aldermanic involvement in other organizations' Boards only when** The City has contributed significant resources to the organization, when frequent liaison is important for accomplishing The City's identified housing priority area, or when requested by another level of government.
6. Council of The City of Calgary will be requested to **reduce / waive / relax development fees and standards**, subject to Affordable Housing Team recommendation, where it clearly enhances the viability and affordability of the project.
7. Wherever possible **affordable housing shall be provided on a "mixed income" basis** where some residents receive a rental subsidy while the remainder pay a "low end" of market rent. This kind of affordable housing creates healthy communities, reduces the concentration of low income households and contributes to affordable housing opportunities for both non-market and market renters.
8. The City of Calgary will **support the increase of expertise within communities** to develop and implement local solution to local housing issues.



## APPENDIX 4 CITY OF CALGARY AFFORDABLE HOUSING POLICY REVIEW

As the Corporate Affordable housing Strategy goes forward for approval it builds on an existing foundation of key strategic plans and policies adopted by Council and which have guided the City of Calgary's role in affordable housing initiatives.

### BACKGROUND

An investigation of City policies regarding affordable and special needs housing initiatives, as directed by Land Committee in 2001 May LA2001-115, revealed a need for Corporate policies to respond more effectively to the changing social and affordable housing environment resulting from:

- 1) The merger between the Provincial Calgary Housing Authority and the Municipal Calhomes Properties Limited to create the Calgary Housing Company. The City now owns and manages 7,500 units of mixed market housing with an asset base of ~\$500M. This merger has resulted in the City of Calgary playing the lead role in the management and operation of non-market (social) housing, thus providing the City with an opportunity to plan strategically for the development of new non-market housing initiatives. Necessarily, non-market housing forms the core business of municipal housing initiatives;
- 2) The announcement of the Federal-Provincial Bilateral Framework on Housing and an anticipated \$20M in federal funds being allocated to Calgary affordable housing initiatives. The details of the program and the Provincial contribution has yet to be identified;
- 3) A realignment of community stakeholders' focus toward affordable housing and their request for clarity from The City regarding its policies, roles and funding commitments of affordable housing initiatives.

In 2002 January a request from the Affordable Housing Team of Council to Administration for the development of a Corporate Affordable Housing Strategy to guide the City's housing initiatives. This request further precipitated a review of existing policies.

## **AFFORDABLE HOUSING POLICY REVIEW**

A review of these existing plans and policies is as follows:

### **Summary of Key Strategic Plans**

#### **Bylaw 10P98, THE CALGARY PLAN, 1998 July 20**

The Calgary Plan, as per the terms of the Municipal Government Act, fulfils the requirements of a Municipal Development Plan by identifying long term planning goals for The City. In so doing, The Calgary Plan identifies the provision of affordable, appropriate housing options for Calgarians as one of four major residential development goals of The City of Calgary in terms of access to housing, development related costs and residential intensification and innovation.

**The Calgary Transportation Plan (The Go Plan) 1995 & The Sustainable Suburbs Study 1995** – Both documents encourage a range and diversity of housing options and a minimum density all communities must achieve.

#### **Land Use Bylaw 2P80**

As required by the Municipal Government Act, Part 17.

### **Summary of Key Housing Policies**

**CSP97-38 Metropolitan Calgary Foundation** - As set out by Ministerial Order, in accordance with the management body regulation of the Alberta Housing Act, Metropolitan Calgary Foundation (MCF), in their five year business plan, has exercised their requisitioning authority and requested an annual contribution of \$1.6 million from The City of Calgary. It is understood in their business plan that they will move toward a model of self-sufficiency wherein no further funding from The City will be requested. (Subsequent requisitions have been made by MCF and honored by the City under the terms of requisition).

**CPS98-39 Corporate Strategies to Support the Provision of Low Income Rental Housing** - To develop long term strategies for affordable rental and special needs accommodation. To develop municipal policies and incentives to support the provision of low income rental accommodation. To examine opportunities that might be available through the land use planning and regulatory system to develop a wider range of private and public sector affordable housing.

**CPS98-73 Status Report on Actions to Address the Housing Crisis** - In 1998 The City committed to developing a corporate response to the Community Action Plan. In so doing, Council formed the Corporate Steering Committee to oversee three project teams within a four pronged strategy to examine housing supply, the development of an umbrella

system, support of the aboriginal community and a community awareness/public education plan.

**CP99-39 Status Report on the Response to Affordable Housing** - This report identified the need to examine a broad range of affordable housing issues in addition to the needs of the homeless. This report directed that Administration bring forward to Council, through the Calgary Planning Commission, a report on opportunities that might be available through the land use planning and regulatory system, to develop a wider range of private and public sector affordable housing.

**FB99-62 Terms of Reference for the Corporate Housing Capital Reserve** - Established to encourage and support development of initiatives that enhance or increase the supply of affordable rental and social/special needs housing. The Reserve supports the development of affordable and social/special needs housing infrastructure as a specific initiative and not from surpluses/shortfalls within other programs. The Reserve will be funded in a number of ways including through the budgeted savings resulting from the cancellation of the municipal subsidy agreement with the Province.

**CPS2000-47 Status Report on Homelessness and Affordable Housing Initiatives**

• **Attachment 1: Principles for Partnerships/Joint Ventures in Affordable Housing (CPS99-29)**

In the pursuit of public/private/non-profit partnerships/joint ventures in the development of affordable and special needs housing a range of development alternatives may be considered including:

- Establishing a shared equity arrangement with a public, private or non-profit entity to construct and operate the project;
- Contributing civic assets to leverage other resources including land, buildings, long-term leases or financial support;
- A number of City owned sites within The City's inventory will be identified and set aside for future proposals for affordable housing;
- Land and/or improvements may be donated at no charge, or provided at less than market value;
- Projects should be able to offer rents at low end market or subsidized rates and should also address social supports necessary to create and maintain affordable and special needs housing;
- The City's risk will be minimized;

• **Attachment 2: Terms of Reference Affordable Housing Team of Council**

Terms of Reference for the Affordable Housing Team of Council is:

- To advocate for The City's interests in the intergovernmental arena;
- To assume a leadership role both at Council and in the community;
- To advocate and support the development of innovative public private partnerships and joint ventures with the Administration;
- provide guidance regarding the development of affordable housing policy framework and strategies; and
- To review potential City owned sites and locations for proposed developments of affordable, social and special needs housing.

**LA2000-206 CHPL Management of the Corporate Properties**

**Residential Portfolio** - Identifies that 20% of the net eligible revenue be transferred annually to the Corporate Housing Capital Reserve.

**CHC2001-03 Calgary Housing Company Macro Organizational Structure** – In 2001 January 22 Council approved two major proposals concerning the delivery of social housing in Calgary;

- 1) The development of a new model for the delivery of social housing in Calgary and
- 2) The consolidation of Calhome Properties Limited and the Calgary Housing Authority.

The amalgamation of the two social housing operating agencies is only an extension of the much larger role of planning and determining the needs for social housing in Calgary.

**CHC2001-43 Interim Social Housing Agreement** – In 2001 November 23 Council approved the interim Operating agreement with the Province of Alberta for the management and operation of the Social Housing Portfolio in Calgary. Attachment 1 of CHC2001-43 includes the Ministerial Order.

**CPS2001-58 Tabled/Referred List – Status Update** – 2001 September Council passed a motion that the Affordable Housing Team prepare an “annual” item to the SPC on Community and Protective Services.

**LA2001-115 Policy for Disposing of Interest in Land for non-profit Organizations** – The Capital Housing Reserve was identified as a way to contribute to affordable or social housing by offsetting a not-for-profit organizations operating deficit caused by having to pay market rates for the purchase or lease of land. A clear and transparent corporate housing policy was requested due to the changing social and affordable housing environment.



## **APPENDIX 5 CITY OF CALGARY, AFFORDABLE HOUSING ORGANIZATION, ROLES AND RESPONSIBILITIES**

### **THE PURPOSE OF THE AFFORDABLE HOUSING TEAM OF COUNCIL**

The role of Council's Affordable Housing Team, confirmed by Resolution of Council CPS2000-47 Terms of Reference for Affordable Housing Team of Council is:

- Advocate for the City's interests in the intergovernmental arena for emergency, transitional and affordable housing projects;
- Assume a leadership role to support the development of affordable, social and special needs housing initiatives;
- Advocate innovative public/private partnerships;
- Provide input in the development of an affordable housing framework; and
- Preview City owned sites and locations for proposed affordable, social and special needs housing developments.

### **COMPOSITION OF THE AFFORDABLE HOUSING TEAM OF COUNCIL**

The Team is comprised of the Mayor and six aldermen and supported administratively by the Affordable Housing Steering Committee.

### **THE PURPOSE OF THE CORPORATE STEERING COMMITTEE ON AFFORDABLE HOUSING**

As per the terms of CPS2000-47 Council formed the Corporate Steering Committee on Affordable Housing to develop a Corporate response to the Community Action Plan. In practice the Steering Committee supports the Affordable Housing Team of Council, provides a co-ordination function for Corporate housing initiatives amongst relevant business units and identifies public/private/non-profit partnership opportunities.

## **COMPOSITION OF THE CORPORATE STEERING COMMITTEE ON AFFORDABLE HOUSING**

### **Core Participants**

Executive Officer, Community Vitality and Protection  
General Manager, Corporate Properties  
Manager, Residential Planning and Development, Corporate Properties  
Affordable Housing Coordinator, Corporate Properties  
General Manager, Calgary Housing Company (Corporate Properties)  
General Manager, Community Strategies  
Social Research Planner (Homeless Coordinator), Community Strategies  
General Manager or Representative, Planning and Transportation Policy  
Planner, Planning and Transportation Policy

### **Special Advisors**

General Manager, Development and Building Approvals  
General Manager, Community and Neighbourhood Services  
Corporate Consultant, Intergovernmental Affairs  
Manager, Strategic Initiatives, Corporate Strategy and Economics  
Communications Consultant, Customer Service and Communications  
Social Integration Manager, Calgary Housing Company  
Manager, Policy and Planning, Community Strategies  
Project Coordinator, Corporate Properties  
Manager, Finance and Asset Management, Corporate Properties  
Issue Strategist, Aboriginal/Seniors/Youth, Community Strategies  
Manager, Finance Tax Services  
Community Relations Advisor, Office of the Mayor  
Executive Assistant, Executive Officer of CVP

## **RESPONSIBILITIES OF THE STEERING COMMITTEE**

- To co-ordinate Corporate housing initiatives amongst relevant business units.
- To communicate Corporate housing policies and issues to affected business units
- To communicate relevant Corporate initiatives to affected stakeholders
- To make recommendations to the Affordable Housing Team of Council and/or Council and its committees
- To respond to direction from the Affordable Housing Team of Council
- To respond to Council's agenda
- To review emerging issues and the implications for Corporate policy and expenditures



## REPORTING STRUCTURES

The Steering Committee will report regularly to the Affordable Housing Team of Council, annually to the Standing Policy Committee of Community and Protective Services and as needed to Committees of Council and/or City Council.

## STEERING COMMITTEE OPERATIONS

- Chair of the Steering Committee, Executive Officer Community Vitality and Protection
- Administrative Support from Homeless Coordinator/Affordable Housing Coordinator will include:
  - Identifying items to be brought forward to the Steering Committee and the Affordable Housing Team of Council;
  - Preparation of agendas and organization of meetings;
  - Briefing of staff and/or presenters; and
  - Recording and distribution of minutes.
- The Steering Committee and the Affordable Housing Team of Council will meet monthly
- The Steering Committee will report annually, through a Status Report on Homelessness and Affordable Housing to SPC on CPS as per CPS2001-58



## Mayor and Council

### AFFORDABLE HOUSING TEAM OF COUNCIL

•Mandate: Advocate at the intergovernmental level. Support the development of affordable housing initiatives at Council and in the community. Provide guidance in developing affordable housing policies and strategies. Review City-owned sites for proposed developments of affordable housing..

E. O. CVP

### AFFORDABLE HOUSING STEERING COMMITTEE

Mandate: To support the Affordable Housing Team of Council. To plan and implement actions to address affordable housing needs, involve relevant City departments and identify partnerships with the private and community sectors and other levels of government.

### Core Business Unit Participants

Calgary Housing Company Board

Calgary Housing Company

Corporate Properties

Community Strategies

Planning & Transportation Policy

### Special Advisors

Office Of The Mayor

Corporate Strategy & Economics

Inter-Governmental Affairs

Development & Building Approvals

Community & Neighbourhood Services

Finance (Tax Services)

Customer Service & Communications

## APPENDIX 6 CITY OF CALGARY HOMELESSNESS & AFFORDABLE HOUSING MILESTONES 1997-2002

	1997	1998	1999	2000	2001	2002
<b>CITY POLICIES</b>	<u>CPS97-38</u> City agrees to fund Metropolitan Calgary Foundation (MCF) \$1.6M for five years with understanding that no further requisition to be made past 2001	<u>CPS98-39</u> CORPORATE STRATEGIES TO SUPPORT THE PROVISION OF LOW INCOME RENTAL HOUSING  <u>CPS98-45</u> RESPONSE TO COMMUNITY ACTION PLAN: REDUCING HOMELESSNESS IN CALGARY  <u>C98-63</u> INTERIM EMERGENCY SHELTER LOCATIONS  CORPORATE STEERING COMMITTEE ON AFFORDABLE HOUSING forms. Chair is Director of Community & Social Dev't  BIENNIAL HOMELESS COUNT (998)  Report: MEETING THE CRITICAL NEED FOR AFFORDABLE HOUSING	<u>CPS99-39</u> PRINCIPLES FOR PARTNERSHIP/JOINT VENTURES IN AFFORDABLE & SPECIAL NEEDS HOUSING  <u>C99-73</u> Terms of Reference for the AFFORDABLE HOUSING TEAM OF COUNCIL – Chaired by Mayor and comprised of five Aldermen  <u>FB99-62</u> – CORPORATE HOUSING CAPITAL RESERVE created. Funded by redirected monies resulting from the cancelled municipal subsidy agreement for Provincially owned public housing.  *CORPORATE STEERING CMTTEE now chaired by <u>Commissioner</u> of Community Services  City plays leading role in FCM National Housing Policy Options Team	BIENNIAL HOMELESS COUNT (1,296)	<u>LA2001-115</u> POLICY FOR DISPOSING OF INTEREST IN LAND FOR NON-PROFIT ORGANISATIONS  <u>CHC2001</u> CALGARY HOUSING COMPANY (CHC) MACRO-ORGANIZATIONAL STRUCTURE merger between Calhomes & Calgary Housing Authority results in Municipality taking leading role in administering non-market (social) housing with ~7,500 units and an asset base of ~\$500M.	Alderman elected President of Federation of Calgary Municipalities (FCM)  Proposed CORPORATE AFFORDABLE HOUSING STRATEGY  City approves MCF requisition of \$1.6M for 2002-2003 in compliance with The ALBERTA HOUSING ACT  BIENNIAL HOMELESS COUNT (1,737)
<b>CITY INITIATIVES</b>  (City & Community Partners)		CFB B-4 LODGE – 60 units of transitional housing	<ul style="list-style-type: none"> <li>- SUNALTA TEMPORARY SHELTER (150 mats)</li> <li>- DISCOVERY HOUSE (15 Units of 2<sup>nd</sup> stage shelter)</li> <li>- FOREST LAWN (29 units)</li> <li>- RADDISSON (2 units family)</li> <li>- 1112 7<sup>th</sup> Avenue (46 Units singles)</li> <li>- YORK HOTEL (SRO)</li> </ul> <p>THE HOUSING REGISTRY – funded by City operated by Calgary Homeless Foundation</p> <p>SECONDARY SUITE PILOT PROJECT determined unfeasible.</p>	<ul style="list-style-type: none"> <li>- KENSINGTON SUB-STATION TEMPORARY SHLETER (150 mats)</li> <li>- JOHN ROBSON HOUSING (Days of Caring) 10 units of family housing</li> </ul>	<ul style="list-style-type: none"> <li>- CALGARY DROP IN CENTRE (460 units)</li> <li>- SALVATION ARMY CENTRE OF HOPE (260 units)</li> </ul>	<ul style="list-style-type: none"> <li>- CFB LINCOLN PART (65 family units)</li> <li>- HORIZON HOUSING – (60 units special needs)</li> <li>- OGDEN/BOWEN STATION (127 units of 1 &amp; 2 bdrm affordable)</li> </ul>
<b>COMMUNITY INITIATIVES</b>	CALGARY HOMELESS STUDY	COMMUNITY ACTION PLAN presented to Council. Invites Government to take action to reduce homelessness  CALGARY HOMELESS FOUNDATION (CHF) forms		SUPPORTING COMMUNITY PARTNERSHIP INITIATIVES (SCPI). Fed Gov't allocates 3 year \$753M national homelessness initiatives. Prov. provides \$1M annually. Monies administered by HRDC through the CHF	FRAMEWORK FOR A BILATERAL AGREEMENT ON AFFORDABLE HOUSING - Feds commit \$680M over four years for affordable housing (Alberta not yet signed)	THREE YEAR PLAN – A PATH OUT OF HOMELESSNESS  UPDATE OF CALGARY HOMELESS STUDY