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Item No. 15.1.6

Halifax Regional Council June 20, 2023

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed

Cathie O'Toole, Chief Administrative Officer

DATE: June 13, 2023

SUBJECT: Funding to the 2022/23 HRM Affordable Housing Grant Program -

Administrative Order 2020-008-ADM, Respecting Grants for Affordable

Housing

ORIGIN

The Affordable Housing Grant Program is an annual program of project-specific cash grants for eligible non-profit and charitable organizations in HRM.

The 2022-23 program opened for applications in September, and the submission deadline was December 1st, 2022.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter):

(3) In addition to matters specified in this Act or another Act of the Legislature, the Council may adopt policies on any matter that the Council considers conducive to the effective management of the Municipality.

120 (1) The Municipality shall maintain a capital reserve fund.

(6) The Municipality may maintain other reserve funds for such purposes as the Council may determine.

Administrative Order 2020-007-ADM, Respecting Incentive or Bonus Zoning Public Benefits

Administrative Order 2020-008-ADM, Respecting Grants for Affordable Housing

Regional Centre Land Use By-law, Part XV: Incentive or Bonus Zoning

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Suspend the rules of procedure under Schedule 2, the Audit & Finance Standing Committee Terms of Reference, of Administrative Order One, the Procedures of the Council Administrative Order.

2. Direct the Chief Administrative Officer to allocate \$1,229,833.27 from Density Bonus Reserve Q640 to fund the 2022/23 Affordable Housing Grant Program.

BACKGROUND

The Affordable Housing Grant Program (AHGP) was created through <u>Administrative Order 2020-008-ADM</u>, <u>Respecting Grants for Affordable Housing</u> (Affordable Housing AO) to disburse money collected from the <u>Regional Centre</u>'s incentive or bonus zoning program for affordable housing projects in the Regional Centre. That program requires developers to pay a public benefit for eligible developments with over 2,000 square metres of floor area. In accordance with the planning documents for the Regional Centre, most developments must pay at least 60% of the required public benefit as cash in lieu of affordable housing; incentive or bonus zoning does not require on-site affordable housing. As of May 2023, there is \$5,639,452 available in the Density Bonus Reserve.

Additionally, as part of the 2022/23 budget deliberations, Regional Council approved \$200,000 from the Planning and Development Operating Budget to provide additional funding to the 2022/23 AHGP ("supplemental funds"). The supplemental funds can be used to support affordable housing projects located anywhere within the municipality.

In accordance with the Affordable Housing AO, the AHGP offers financial support for developments by non-profit housing providers. Eligible costs include:

- New construction (design, materials, labour, design work, permit fees);
- Renovations (design, materials, labour, design work, permit fees);
- Property/Building Assessments; or
- · Purchase of land or units.

Section 25 of the Affordable Housing AO provides a list of criteria to consider when prioritizing projects, including access to additional funding, the provision of deeply affordable units, and enhanced accessibility or energy efficiency features. For the 2022/23 program, staff also prioritized projects that will create new or support renovations to existing deeply affordable housing, and projects that are likely to start construction within the next 12 months.

2021/22 Affordable Housing Grant Program

In 2021, the AHGP allocated \$815,245, distributed among two projects within the Regional Centre and one project outside the Regional Centre, as follows:

- \$180,327 allocated to Welcome Housing/YWCA for their project at 2672-2678 Belle Aire Terrace, Halifax:
- \$472,282 to Compass Nova Scotia Co-Operative Homes Limited ("Compass NS") for their project at 2092-2126 Maitland Street, Halifax; and
- \$162,636 allocated to Affirmative Ventures for their project at 139 Main Street, Dartmouth (eligible within the \$200,000 funds for projects located anywhere within the Municipality).

Of these three projects, HRM has signed contribution agreements and disbursed funds to Compass NS and Welcome Housing/YWCA. Affirmative Ventures continues to negotiate its funding arrangements with senior funding partners. Because finalizing these funding arrangements was a condition of receiving funding through the AHGP, HRM has not yet signed a contribution agreement with Affirmative Ventures.

DISCUSSION

Non-profit housing organizations were invited to submit funding proposals to the municipality for affordable housing developments between September 1 and December 1, 2022. Staff received submissions from eleven organizations. HRM staff and members of the Housing and Homelessness Partnership undertook a

formal review of the submissions in January 2023. Based this review, the Priority Planning team recommended that the CAO approve funding for 8 of the projects totalling \$1,429,833.27. While 2 projects can be funded through the \$200,000 allocated from Planning and Development's operating budget, 6 projects with a total funding request of \$1,229,833.27 are pending Council allocating the necessary funds from the density bonus reserve. Please see Attachment A for a complete list of projects recommended for funding as part of the 2022/23 AHGP.

Next Steps

Should Council approve the allocation of \$1,229,833.27 staff will also work with HRM Legal Services to prepare contribution agreements for the recommended projects. Administrative Order 2020-008-ADM delegates authority to the CAO to approve grants, determine the amount of such grants, and approve and execute contribution agreements on behalf of the Municipality.

Additionally, over the next several months, Planning and Development Staff will engage with non-profit housing providers and other stakeholders to complete a review of the 2022/23 grant program, which will inform potential changes to the program to ensure it meets the needs of affordable housing providers and allows for the most impactful use of these funds.

FINANCIAL IMPLICATIONS

As of the writing of this report, there is \$5,639,452 available in the Density Bonus Reserve. While there are sufficient funds in the Reserve and staff support the recommended projects, staff also acknowledge the need to continually review the Density Bonus Reserve to ensure that funds are released in such a way to ensure the AHGP is sustainable.

Reserve Account Q640 - Density Bonus Reserve

Net Projected Available Reserve Balance, May 25, 2023	\$ 5,639,452
Less: Unbudgeted withdrawal	\$ 1,229,833
Net Projected Available as of Mar.2023/24	\$ 4,409,618

RISK CONSIDERATION

As noted above, while staff support allocating \$1,229,833.27 to support affordable housing projects under the 2022/23 AHGP, it is acknowledged that there is a need to continually review the AHGP to ensure that funds are released in such a way to ensure that the Program is sustainable.

Staff advise that the average annual remittance to the AHGP has been \$1,691,325 in the three years since the incentive or bonus zoning program was launched in the 2020/21 budget year. Continuous withdrawals from the reserve would risk the viability of the AHGP in the future. However, considering the quality of the selected 2022/2023 projects and the acute stresses on the Halifax housing market, staff advise that funding the 2021/2022 AHGP projects would be a prudent and efficient use of funds in the Density Bonus Reserve.

COMMUNITY ENGAGEMENT

Community engagement for this year's Grant was consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was achieved through the following:

- Staff outreach to past applicants and known non-profit housing providers;
- A dedicated webpage;

- An interactive webinar with an opportunity for participants to ask questions, which was recorded and posted to the webpage; and
- Social media publicity and reminders of the Grant's deadline.

ENVIRONMENTAL IMPLICATIONS

The Affordable Housing AO prioritizes projects that include energy efficient design and components that substantially exceed the requirements of the *National Building Code* (s. 25 (e)).

ALTERNATIVES

- 1. Regional Council may direct the CAO to allocate an alternative amount of funding from the Density Bonus Reserve to affordable housing projects throughout the Municipality. Doing this may require a supplemental report.
- 2. Regional Council may direct the CAO to not allocate any funds from the Density Bonus Reserve to the 2022/23 Affordable Housing Grant Program.

ATTACHMENTS

Attachment A 2022/23 Affordable Housing Grant Projects

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

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Attachment A: 2022/23 Affordable Housing Grant Projects

Notes:

Projects are presented in ranked order, with projects receiving the strongest recommendation from the review team presented first.

- "Deeply affordable" means dwelling units rented at a minimum of 40% below the average market rents for a dwelling unit of the same type and within the most specific geographic zone available through the Canadian Mortgage and Housing Corporation or Statistics Canada. This definition is found in the Affordable Housing AO.
- "Average Market Rent (AMR)" is the average of all market rent for specific geography. It is typically expressed individually for each type of unit. Market rents are reported by the Canada Housing and Mortgage Corporation through its *Housing Market Information Portal* at https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/1/1/Canada. CMHC's market rental data is updated annually. In this instance, staff established Average Market Rent using the smallest geography for which CMHC housing data was available.
- "<u>Household Income Limit</u>" refers to the maximum income a household can earn and still be eligible for Provincially subsidized housing in Nova Scotia.
- Proposed rents may be subject to change depending on requirements of primary funding partners.

PROJECTS LOCATED WITHIN THE REGIONAL CENTRE

North End Community Health Association

253 Pleasant Street, Dartmouth

Recommendation: \$163,300 (Full Funding)

Proposal Renovations to existing 12-room shared housing use.

Proposal includes repairs and renovations to:

Lighting/general electrical work

Exterior porches

Stairs

Appliances

- Smoke alarms

Bathrooms

Windows

Soffits and siding

Requested Funding: \$163,300

Existing Rents: Equivalent of the former provincial income assistance shelter amount (\$535/month).

Energy Efficiency: N/A **Accessibility:** N/A

Expected Start Date: As soon as possible once funding is secured.

Other sources of funding:

Has received a loan from the Province to purchase the property, and a small grant for improvements.

Additional Comments:

- NECHA provides a range of health and housing related services, including mobile primary health care and outreach, and supportive housing for high-acuity residents. They own housing throughout the municipality, use a Housing First model, and have been the main applicant or partner in successful projects through all 3 rounds of RHI.
- Property was purchased by NECHA in 2022.
- Rooms reported to be in very poor condition and in urgent need of repairs.
- Housing is for high acuity tenants, who are disproportionally in core housing need.
- NECHA is an established organization and has experience as a housing provider.
- Rents are considered to be deeply affordable.

Elizabeth Fry Society of Mainland NS; 1 Tulip Street, Dartmouth

Recommendation: \$24,610 (Full Funding)

Proposal	Renovation/rehabilitation of a common washroom in an existing 10-room shared housing use.
Requested Funding:	\$24,610
Existing Rents:	\$300/month (approximately 44% of Average Market Rent)
Energy Efficiency:	N/A– however the applicant anticipates that modernized plumbing will provide some reductions to energy costs and water usage.
Accessibility:	N/A – however the renovations will improve accessibility in a shared bathroom by installing a large, accessible shower and non-slip flooring.
Expected Start Date:	As soon as possible once funding is secured.
Other sources of funding:	Has received a loan from the Province to purchase the property, and a small grant for improvements.
Additional Comments:	 The Elizabeth Fry Society of Mainland Nova Scotia advocates for women, girls, and non-binary and gender-diverse people who come into contact with the criminal justice system. It provides a range of services in addition to advocacy, including housing, employment training, and programs for survivors of domestic violence and human trafficking. Work is part of a larger renovation project that was funded by the Elizabeth Fry Society. Rents are considered to be deeply affordable.

Longhouse Housing Co-Operative - Roof Repair

6027 Charles Street, Halifax 5665 Woodill Street, Halifax 6163 Duncan Street, Halifax

Recommendation: \$78,147.50 (Full Funding)

Proposal	Renovation/rehabilitation to replace roof for 3 two-unit dwellings (6 units total).
Requested Funding:	\$78,147.50
Existing Rents:	\$902 - \$931/month (approximately 68% - 88% of Average Market Rent).
Energy Efficiency:	N/A – however, reduction to thermal transmittance through the roofs expected to provide improved energy efficiency.
Accessibility:	N/A
Expected Start Date:	As soon as possible once funding is secured.
Other sources of funding:	Applications to other funding programs for different repairs are outstanding.

- Additional Comments: Th
- This is 1 of 2 applications from Longhouse Housing Co-Operative. They have applied for additional funding as a separate project to upgrade heating systems and install heat pumps.
 - Longhouse Housing Co-Operative is a mixed-income, non-market housing cooperative with multiple locations within the Regional Centre.
 - Staff advise that roofs in poor condition will cause extensive damage if not addressed, which could result in either the loss of this housing or the need for more extensive repairs. Roof repairs will also provide some marginal improvements to energy efficiency by reducing heat loss through the damaged roofs.
 - Rents are generally based on household income and are considered affordable for the location in central peninsula Halifax.

Affordable Housing Association of NS (AHANS)

6319 Pepperell Street, Halifax 100 Pinecrest Drive, Dartmouth 8 Burke Street, Dartmouth

Recommendation: \$472,991 (Full Funding)

Proposal	Renovation/rehabilitation to 3 properties totaling 36 rooms/units.
	 6319 Pepperell Street, Halifax (18 shared rooms) 100 Pinecrest Drive, Dartmouth (6 one bedroom units) 8 Burke Street, Dartmouth (12 one bedroom units)
	Proposal includes interior and exterior repairs, including windows, cladding, exterior doors, stairs, plumbing, electrical systems, and urgent kitchen and bathroom repairs.
Requested Funding:	\$472,991
Existing Rents:	Shared housing use (Pepperell Street): Equivalent of the former Income Assistance shelter amount (\$535/month). One bedroom units (Burke Street and Pinecrest Drive): \$565/month - \$860/month (62% - 94% of Average Market Rent).
Energy Efficiency:	N/A – however AHANS is working separately with Efficiency NS to fund energy upgrades.
Accessibility:	N/A
Expected Start Date:	As soon as possible once funding is secured.
Other sources of funding:	Applications to other funding programs are in progress to address longer term repairs to dwellings.
Additional Comments:	- AHANS has supported organizations providing affordable housing since the 1980s. AHANS provides

- development support services for other non-profit housing organizations, maintains the By Name List of unhoused people in HRM, and is the community entity for the federal Reaching Home Program. In recent years, AHANS expanded its role in affordable housing through acquiring properties and becoming a housing provider.
- After purchasing these 3 properties, AHANS undertook a Building Condition Assessment, which outlined required upgrades and repairs over the next 25 years. The requested funding would address repairs that the Building Condition Assessment identified as being required immediately.

NS Housing Trust 240 Portland Street, Dartmouth

Recommendation: \$300,000 (Full Funding)

Proposal	Renovation/rehabilitation of an existing 63-unit multiple unit dwelling.
	Proposal includes repairs and renovations to windows, cladding, insulation, lighting, mechanical and electrical systems, roofs, ventilation and appliances.
Requested Funding:	\$300,000
Existing Rents:	Current rents: 45 1-bedroom apartments: \$661/month - \$796/month (68% - 83% of Average Market Rent) 17 2-bedroom apartments: \$742/month - \$900/month (72% - 87% of Average Market Rent)
	Proposed model by Housing Trust will see 50% of the units offered at market rents, and 50% at affordable rents. Affordable rents will be required to be no more than 30% of the provincial Household Income Limit.
Energy Efficiency:	N/A – however targeting 25% improvement in energy efficiency compared with pre-renovation energy usage.
Accessibility:	N/A
Expected Start Date:	As soon as possible once funding is secured.
Other sources of funding:	 Has received funding (loan and grant) from the provincial Department of Municipal Affairs and Housing and HRM to purchase this property.
	 Applications to other funding applications are still in progress (requested funding from HRM will only cover a small portion of the proposed renovations). Affordable rents are subject to change subject to the requirements of other funding partners.
Additional Comments:	 Total cost for renovations to units in this building that will be affordable is approximately \$2,142,000. The NS Housing Trust recently purchased 5 buildings with 295 apartments. Halifax Regional Council supported this purchase with \$445,500 awarded at its meeting on May 31, 2022. This funding request is part of a larger request to CMHC and Housing Nova Scotia to implement a multi-million dollar program to upgrade these affordable units to provide a mixed-income housing model.

Longhouse Housing Co-Operative – Heat Pumps

6027 Charles Street, Halifax (2 units);

5665 Woodill Street, Halifax (2 units);

6040-6042 Compton Avenue, Halifax (2 units);

2672-2674 Fuller Terrace, Halifax (2 units);

2358 Maynard Street, Halifax (1 unit);

2577 Maynard Street, Halifax(2 units); and;

6163 Duncan Street, Halifax (2 units).

Recommendation: \$190,784.77 (Full Funding; contingent on Longhouse Housing Co-operative exploring funding from other programs)

Proposal	Renovation/rehabilitation to various properties to transition from oil heat to electric heat pumps.
Requested Funding:	\$190,784.77
Existing Rents:	 1-bedroom units: \$829/month - \$906/month (64% - 70% of Average Market Rent) 2-bedroom units: \$791/month - \$1,024/month (67% - 100% of Average Market Rent) 3-bedroom units: \$965/month - \$984/month (71% - 73% of Average Market Rent)

Energy Efficiency: N/A – however the project is focused on heating upgrades to reduce reliance on fossil fuels.

Accessibility: N/A

Expected Start Date: As soon as possible once funding is secured.

Other sources of funding:

TBD

Additional Comments:

- This is 1 of 2 applications from Longhouse Housing Co-Operative. They have applied for additional funding as a separate project to repair roofs for three properties.
- Longhouse Housing Co-Operative is a mixed-income, non-market housing cooperative with multiple locations within the Regional Centre.
- Rents are based on household income and are considered affordable for the location in central peninsula Halifax.
- While energy efficiency is a key evaluation criterion in the Affordable Housing AO, there are several existing programs offered by other organizations that are focused on funding transitions to heat pumps. As such, staff recommend that this project receive the requested funding conditional upon the applicant applying to other funding programs prior to September 1, 2023. The AHGP would fund any remaining shortfall, up to \$190,784.77.

Saint Vincent de Paul Society of Halifax 2445 Brunswick Street, Halifax

Recommendation: To Be Addressed in Separate Report to Council

Proposal	New construction of a 38-unit multiple unit dwelling with wrap-around support services.
Requested Funding:	\$350,000
Recommended Funding:	This request will be addressed in a separate report to Halifax Regional Council.
Proposed Unit/Rents:	33 bachelor apartments 5 1-bedroom apartments
	Rent for all units will be the equivalent of the former Income Assistance shelter amount (\$535/month)
Energy Efficiency:	 Commits to energy use 30% below baseline (2015 National Building Code). Design is still preliminary at the time of staff's review – no energy modelling complete.
Accessibility:	 11 - 20% of the units will meet enhanced CMHC accessibility standards. Common areas will include features of universal design.
Expected Start Date:	July 3, 2023 (for construction) – Predesign work has begun.
Other sources of funding:	 HRM's recommended project for Round 3 CMHC's <u>Rapid Housing Initiative</u> (Cities Stream). HRM has requested \$3.56 million from the Province. Applications to other funding programs are also in progress.
Additional Comments:	 The Society of Saint Vincent de Paul is an international Catholic volunteer organization that was established in Halifax in 1853. The Society operates Hope Cottage, a soup kitchen on Brunswick Street, and Hand in Hand, a thrift store in Spryfield. HRM has recommended this project for Round 3 of the Rapid Housing Initiative (Cities Stream). This request will be addressed in a separate report to Halifax Regional Council.

PROJECTS LOCATED OUTSIDE THE REGIONAL CENTRE

Archdiocese of Halifax and Yarmouth

6, 14, 28 St Michaels Avenue, Halifax

Recommendation: \$66,621 (Partial Funding)

Proposal New Construction – Pre-development work including:

- Land & Boundary Survey

Wetland Delineation

- Civil Engineering Assessment & Service Capacity Study

Letter of Planning OpinionConstruction Cost Estimate

- Needs Assessment and Financial Analysis

Requested Funding: \$102,121 Existing Rents: Unknown

Energy Efficiency: N/A **Accessibility:** N/A

Expected Start Date: As soon as possible once funding is secured.

Other sources of

funding:

Work to be completed with this funding is required to access other funding programs.

Additional Comments:

- The Roman Catholic Episcopal Corporation of Halifax (Archdiocese of Halifax-Yarmouth) has operated housing since 1849, mainly for the clergy and religious communities. In recent years they have also housed individuals experiencing homelessness through hosting temporary shelters on their properties.
- The Archdiocese of Halifax and Yarmouth operates a meal program and offers showers for people who are street-engaged.
- This project is in the early planning stages and the proponent did not provide any proposed rents.
- Staff advise that a Needs Assessment and Financial Analysis are not eligible expenses under the Affordable Housing AO. As such, staff recommend that this project receive funding for the requested amount, minus the cost of the Needs Assessment and Financial Analysis (\$35,500).
- There are few other grant programs that are able to fund this kind of pre-development work, which puts this project in jeopardy.

Dartmouth Non-Profit Housing Society 1 Circassion Drive, Westphal

Recommendation: \$133,379 (Partial Funding - contingent on funding from primary funders)

Proposal	New construction of an 18 -unit multiple unit dwelling
Requested Funding:	\$200,000
Proposed Units/Rents:	Mixed income model – 50% of units to be affordable. 9 apartments to be affordable: 3 1-bedroom apartments: approximately \$577.50/month (69% of Average Market Rent)* 4 2-bedroom apartments: approximately \$724.50/month (76% of Average Market Rent)* 2 3-bedroom apartments: approximately \$806.40/month (69% of Average Market Rent)* *For Provincial funding, rent for affordable units will be required to be no more than 30% of the provincial
Energy Efficiency:	 Household Income Limit. However, final rents must be finalized by all primary funding partners. Commits to energy use 35% below baseline (2015 National Building Code) Design is still preliminary – no energy modelling complete Energy efficient lights and HVAC Enhanced insulation Energy efficient windows
Accessibility:	The proposed development will exceed minimum accessibility requirements in National Building Code. The preliminary design also includes: - Three 1-bedroom barrier-free units and one 2-bedroom barrier free unit; and - Apartments capable of meeting Rick Hansen standard for accessibility *Design is preliminary and could change
Expected Start Date: Other sources of funding:	July 31, 2023 - Received CMHC seed funding. - Applications to other funding programs are in progress.
Additional Comments:	 Dartmouth Housing is a mixed-income, non-market housing provider, and currently operates more than 100 affordable dwelling units in Dartmouth. Target populations are low- and middle-income families, lone parents, seniors, people with physical disabilities. Development agreement application is underway (Planning Case 24496).

- Would help address high demand for affordable 3-bedroom apartments.
- This project is located outside the Regional Centre, and can only be funded through the \$200,000 sourced from the Planning and Development Operating Budget. Staff recommend that \$133,379 be awarded to this project, conditional upon it confirming the anticipated funding from its primary funding partners, CMHC and Housing NS. While this project is considered a strong candidate for funding under this program, due to limited funding available for projects outside the Regional Centre, the full amount of requested funding could not be accommodated.