

The Municipality of the District of Clare Housing Action Plan

Final Report
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Prepared by



ARCHITECTURE 49

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Executive Summary

The Municipality of Clare District Housing Action Plan is one of the first municipal-level and municipally-organized housing assessments and roadmaps completed in Nova Scotia in recent decades.

The report is organized in five main sections:

- 1. Introduction**
- 2. Local Housing Needs and Issues**
- 3. Approaches to Meeting Housing Needs**
- 4. Examination of Potential Development Options**
- 5. Clare Housing Action Plan and Roadmap to Implementation**

The housing needs and issues assessment identified four key housing gaps:

Housing Gap 1: Overall lack of rental housing

Housing Gap 2: Lack of rental housing for lower-income single parents

Housing Gap 3: Aging stock and cost of operating housing

Housing Gap 4: Insufficient housing that is affordable to moderate incomes

Six goals and seven actions were identified in the action plan, to address these gaps:

Goal 1: Increase the amount of rental housing of all types

Goal 2: Increase the variety of affordable rental housing options

Goal 3: Increase the amount of housing stock available to moderate income households

Goal 4: Increase the total housing stock

Goal 5: Develop new housing on available surplus municipal land

Goal 6: Incorporate daycare spaces in new housing developments

Most of the actions are intended to address the objectives of multiple goals. The implementation timelines vary from those that may be started immediately to others that will require one to two years lead time before full implementation can begin. The recommended actions are as follows:

Action 1: Provide surplus municipal land at minimal or no cost for housing

Action 2: Use the surplus school sites for “workforce housing”

Action 3: Work with other agencies and major employers to increase the number of daycare spots

Action 4: Provide staff support for a housing development committee composed of major employers

Action 5: Further investigate long term water and sewer servicing with required housing growth needs

Action 6: Advocate for and work with the Province to identify opportunities to increase the variety of subsidized affordable housing options in Clare

Action 7: Identify opportunities for the Municipality to leverage funding from other orders of government by contributing to affordable housing projects in Clare

The Roadmap to Implementation focuses on the redevelopment of two school sites that will become surplus in the near future. The actions for the Municipality involve the project development phases of:

- Feasibility
- Development
- Construction
- Occupancy

The development concepts and preliminary financial study in this report provides a solid starting point to begin the formal process to build new affordable housing on these sites, and the seven actions identified to address current housing gaps will increase the attractiveness of Clare for new residents and encourage more people to stay in their community.

1.0 Introduction

Purpose of the Study

The Municipality of the District of Clare has a rich history with a resilient economy driven in part by resource richness and a high attraction of natural beauty, prominent Acadian culture, and an overall *joie de vivre* that is unlike most areas in Nova Scotia. Despite an aging and slightly declining population over the past decades, the Municipality remains economically stable with the fishery, forestry, and many other industries still evolving and growing within the community. One of the primary issues facing the Municipality is that the current housing does not meet the needs of the population.

Housing in the Municipality was largely developed organically, led by local builders throughout the 19th and 20th centuries as different industries flourished along the coast as well as inland. Due to the nature of housing development during this time, the housing stock is predominantly older, single-family homes. The Municipality has seen little recent housing growth, even as demographics shift and the economy continues to evolve. Like many rural municipalities in Nova Scotia, Clare is experiencing gaps in the supply, diversity, and availability of its housing stock.

Clare recognizes the challenges its communities have in housing stock and have taken steps towards a housing action plan that addresses housing needs to support its diversity of residents while also helping to support the local economy.

One of the great advantages of Clare is that it rich in local culture, traditional Acadian heritage, and coastal and inland natural beauty. These attributes draw residents to both the small-town centres (like Meteghan, Saulnierville, and Comeauville) as well as to areas that offer a far more rural lifestyle. In this sense, Clare does offer a diversity of places to live and work, just not necessarily the appropriate housing-types/stock in the appropriate locations.



Clara Dennis Nova Scotia Archives 1981-541 no. 343

The Municipality recognizes that housing is a challenge and has made a commitment to work with local employers to find a solution that is uniquely suited to Clare and its current and future residents. Broadly, the Municipality is in need of additional safe and affordable housing options for its residents, be they seniors, young professionals, or modest to low-income families. More specifically, local employers are calling on the Municipality to partner with them on both short-term and long-term solutions, in order to forge a path forward in addressing the current housing shortage which is impeding the private sector's recruitment and retention efforts.

The opportunity to develop a Housing Action Plan is coming at the right time – amidst Provincial and National shifts in employment, a global pandemic that has increased the instances of tele-commuting and working remotely, and increased funding attention to housing (e.g. the National Housing Strategy). Clare has identified the opportunity to get ahead of the coming changes and build for the future. This is the perfect time to find housing solutions that are forward-thinking, to build community resiliency, to work with the community to understand the unique needs they have, and to form strong partnerships with employers to meet those short- and long-term needs.

Study Approach

The approach to this project was to undertake desk research on housing demand and supply, stakeholder consultations, best practice research on relevant approaches to addressing identified housing needs, and an analysis of local residential construction opportunities and challenges to create a housing action plan.

This housing action plan considers municipal policy options, land availability options, innovative tenure and ownership models, dwelling type and unit mix needs, roles for key stakeholders, and site design proposals for three locations that include development cost estimates.

Supplementing the technical work performed by the consulting team, a Standing Committee of local residents, business owners, municipal staff and a political representative was formed to provide insight into local issues and rapid feedback on the findings of the project team. See Appendix A for a list of stakeholder engagements and key informants interviewed.

Sources of Information

This study uses data and information from reliable and relevant sources, including: census profile data from Statistics Canada, data from Canada Mortgage and Housing Corporation's Housing Information Portal, and the Commercial Public Distribution Summary 2020 report from the Property Values Services Corporation (PVSC). In addition, the approach to this study included a series of engagement activities to gain information from employers, employees, residents, and key stakeholders.

Study Area

This study looks at the housing needs and opportunities in Clare, Nova Scotia. Meteghan and Church Point are the primary communities examined as part of this study.

Figure 1: Study Area Map: Clare, Nova Scotia



Source: ISD Digital Data, NS Geographic Data Directory, NSCAF 2020

Report Format

The report is organized in four main sections.

The first section of the report identifies the **key local housing needs and issues** by incorporating readily available data from published sources, augmented by information gathered through interviews with key stakeholders. From this information households needs to be addressed in the action plan are identified.

The second section of the report examines a range of **approaches to meeting the identified needs**, including:

- A review approaches and models for the provision of affordable housing, including examining effective practices in the creation and operation of non-profit housing corporations
- A review of municipal options to reduce development costs
- An assessment of dwelling and unit mix requirements based on the results of the housing needs assessment
- A review tenure and ownership models, including rent-to-own

The third section of the report **identifies and explores potential development options** for the development of new affordable housing. The development options were identified by the Municipality and are explored in more detail through the discussion of concept designs for three sites, as well as pro forma costing. The potential roles of key stakeholders are also discussed in this section of the report.

The final section of the report includes the recommended **housing action plan** for the Municipality of Clare District.

2.0 Local Housing Needs and Issues

The first section of the report identifies the **key local housing needs and issues** by incorporating readily available data from published sources, augmented by information gathered through interviews with key stakeholders. From this information household needs to be addressed in the action plan are identified.

Population and Household Trends

Population Trends

In 2016, the population of Clare, Nova Scotia was 8,018. This was down from 8,813 in 2006 representing a 9.0% decrease in population over a ten-year period.

Table 1: Population Trends and Projections: Clare

Population Growth, 2006-2016	
Clare Municipal District	
Year	Population
2006	8,813
2011	8,319
2016	8,018
△ 2006-2016	9.0%

Source: Statistics Canada Community Profiles 2006 and 2016

Population Age

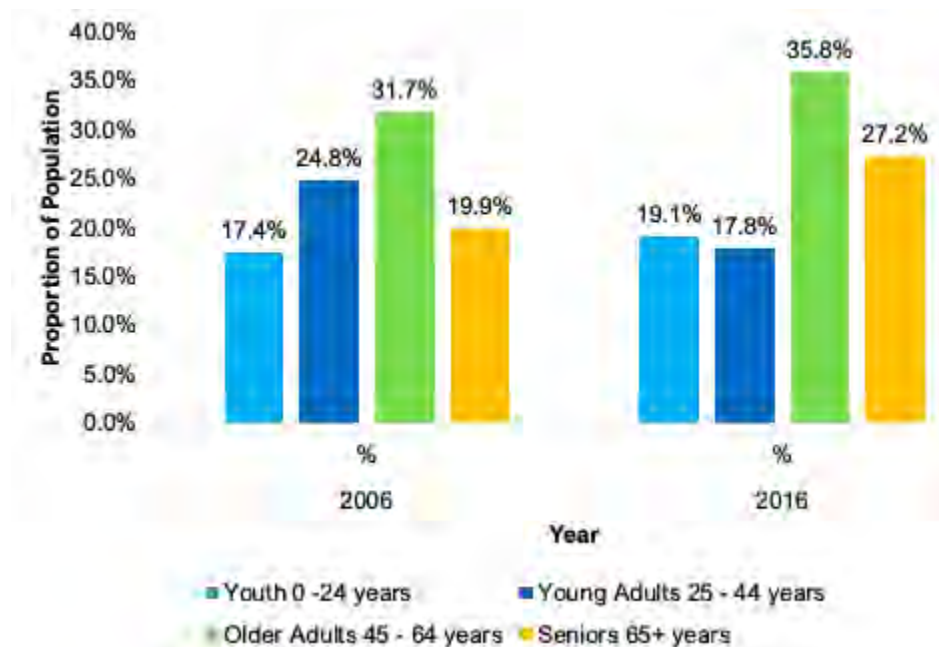
In 2016 a total of 35.8% of the people in Clare were older adults ages 45 to 64, while 17.8% were young adults aged 24 to 44. Seniors (65 years and older) made up 27.2% and youth (ages 0-24) made up 19.1%.

From 2006 to 2016, the number of seniors in Clare grew from 19.9% of the population in 2006 to 27.2% of the population, as well as the number of older adults which grew from 31.7% in 2006 to 35.8% in 2016. Over the same period, the number of young adults had a much slower growth rate as the population declined from 24.8% in 2006 to 17.8% in 2016. The population of youth declined by 26.0%. Similar to Clare, the Province of Nova

Scotia also experienced a decline in its young adult population (11.3%) and youth population (8.8%). The population of seniors grew by 33.0% in Nova Scotia. Unlike Clare, the population of older adults in Nova Scotia declined slightly (0.9%).

While the population of older adults, young adults and youth in Clare declined over a ten-year period, they still made up a significant proportion of the population. The decline in the population of these age groups may be attributed to a lack of diverse housing stock and affordable housing options. Other factors that have contributed to a decline in younger, ultimately working age, populations in Nova Scotia include cutbacks in government services that have resulted in fewer recreational, employment, and educational resources for teenagers in rural communities¹.

Figure 2: Population by Age: Clare, 2006 and 2016



Source: Statistics Canada Community Profiles 2006, 2016

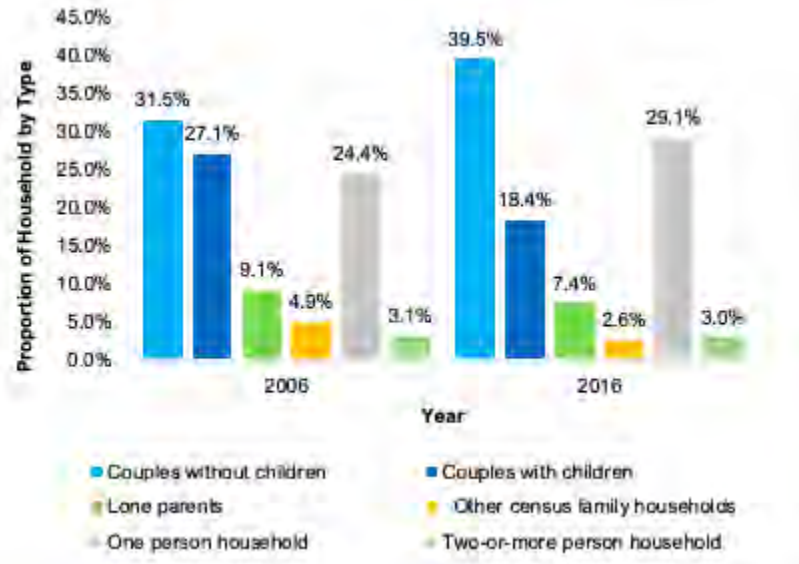
Households by Type

In 2016, couples without children increased by 25.3% from 2006 and made up the largest proportion of household types in Clare (39.5%), similar to the Province of Nova Scotia (31.5%). One-person households made up the second largest proportion of households (29.1%) and grew by 19.4%. In comparison, couples with children

¹ My One Nova Scotia Municipalities (2021): <https://www.myonensmunicipal.ca/immigration-demographics.html>

decreased from 27.1% to 18.4% (or by 32.0%) and lone parent households declined from 9.1% to 7.4% (or by 17.9%) during the 10-year period from 2006 to 2016.

Figure 3: Household Type for Private Households: Clare, 2006 and 2016



Source: Statistics Canada Community Profile, 2006 and 2016

Household Size

In 2016, one person households grew at a faster rate (18.8%) than other households in Clare followed by two person households (11.4%). Four person households declined significantly (34.3%) followed by households with five or more persons (23.3%) and households with three persons. This trend was similar to Nova Scotia as households with four or more persons decreased (12.4%) followed by households with 5 or more persons (11.2%). Households with 3 or more persons declined as well but not at the same rate (3.8%).

Households with two persons were the highest proportion of households (45.0%) in Clare followed by one person households (29.1%) and three person households (13.8%). While the trend of smaller households was similar in the province of Nova Scotia, the proportions were substantially different. For example, two person households made up the highest proportion of households (39.0%) followed by one person households (29.5%) and household with three persons (11.2%).

The increase in smaller households indicates that there is a need for smaller sized homes that can accommodate one person households and households with two or three persons.

Table 2: Household Size and Rate of Change: Clare, 2006 and 2016

Household Size for Occupied Private Dwellings					
Clare Municipal District					
Household size	2006		2016		Δ2006-2016
	#	%	#	%	%
1 person	905	24.5%	1,075	29.1%	18.8%
2 persons	1,490	40.3%	1,660	45.0%	11.4%
3 persons	655	17.7%	510	13.8%	-22.1%
4 persons	495	13.4%	325	8.8%	-34.3%
5 or more persons	150	4.1%	115	3.1%	-23.3%
Total - Household size	3,695	100.0%	3,690	100%	-0.1%

Source: Statistics Canada Community Profile, 2006 and 2016

Household Income

In 2015, the median income of households in Clare was \$53,133 which is estimated to grow to \$57,038 (or by 7.3%) by 2021 based on the Consumer Price Index. In 2015, the average income of households in Clare was \$66,028 which is estimated to grow to \$70,881 in 2021. The median income of households in Clare grew by 28.2% from 2005-2015. This is slightly similar to the Province of Nova Scotia where the median income of households grew by 30.4% from 2005 to 2015.

Table 3: Average Income and Median Income for Private Households: Clare: 2005, 2015, 2021 (estimate)

Average Income and Median Income for Private Households					
Clare Municipal District					
	2005	2015	2021 (Estimate)	2005-2015	2015-2021
Median Income	\$41,450	\$53,133	\$57,038	28.2%	7.3%
Average Income	\$48,785	\$66,028	\$70,881	35.3%	7.3%

Source: Statistics Canada Community Profiles 2006 and 2016 and SHS Calculations based on 7.35% rate of increase in Consumer price index

In 2015, there were 7,045 people over the age of 15 in Clare. Approximately 55% of people had incomes ranging from \$10,000 to \$39,999 making these incomes the most prevalent amongst all income groups in 2015. In contrast, the Province of Nova Scotia

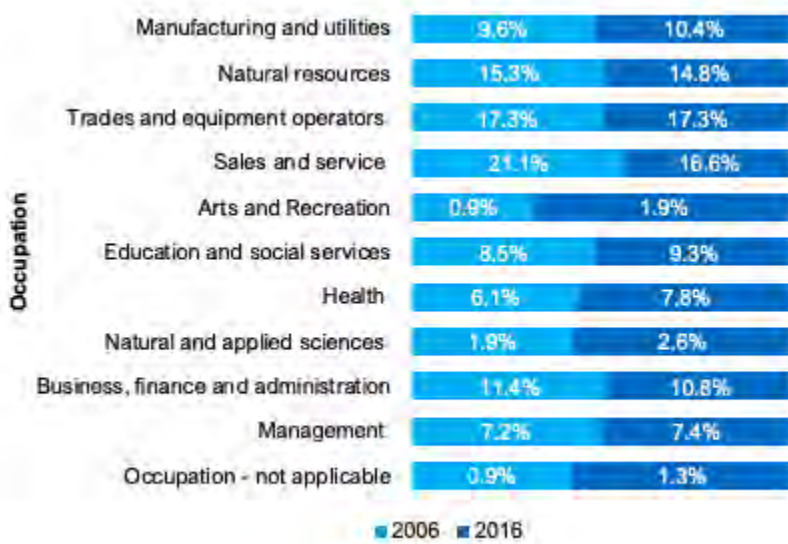
had a higher proportion of working age individuals that earned less than \$10,000 to \$39,999 than all other income groups (44.9%).

While individual incomes tend to be lower, most households in Clare (57.9%) are couples (with or without children) meaning that a majority of households have dual incomes. Dual income households are more likely to have incomes near the median and average household incomes in Clare and less likely to have issues with housing affordability. However, 7.4% of households were lone parent households and 19.4% were one-person households – these households are more likely to have lower-incomes and consequentially experience affordability challenges.

Occupations in Clare

The population of experienced labour in Clare decreased from 4,445 to 4,000 (10.0%) from 2006 to 2016. The decline in the population of workers impacted a majority of sectors such as sales and services (29.3%), business and finance occupations (14.9%), natural resources and agriculture (13.2%), trades and transport (10.4%), management occupations (7.3%), social services and education (2.3%) and manufacturing (2.4%). In comparison, the province of Nova Scotia had an overall 1% decrease in its population of experienced workers. Occupations such as natural resources and agriculture (-24.9%), manufacturing (-20.2%) and business and finance (-15.0%) had the most significant decline in workers during the same period.

Figure 4: Total Labour Force population aged 15 years + by occupation: Clare, 2006 and 2016



Source: Statistics Canada Community Profile 2006 and 2016

The decline in the experienced labour force in Clare indicates that there is a need to fill labour gaps and an overall demand for workers. The decline also coincides with the overall decline in youth and young adult populations in Clare. Housing to accommodate the workforce will be required to ensure that there is population retention. Major employers identified an economic capacity to grow their workforce over the coming years but feel limited by the lack of available housing, noting that it’s harder to retain employees when they have to commute from communities where they were able to find affordable and suitable housing.

Spotlight: Atlantic Immigration Pilot

The Atlantic Immigration Pilot (AIP) is a federal initiative that aims to address labour market challenges in the Atlantic provinces which have experienced population declines that have impacted the labour force. Eligible employers must be endorsed by the province through demonstrating that efforts to hire locally have not been successful. Once an employer has been endorsed, they must recruit foreign candidates and provide valid, full-time, non-seasonal job offers as well as provide an individualized settlement plan that is co-signed with the foreign worker.

Key stakeholders identified the AIP as a significant recruitment opportunity that they will leverage to fill shortages across the departments of their business. One of the significant aspects of the Pilot that stakeholders noted was that candidates can become permanent residents through their participation in this initiative, indicating a potential to retain employees that will be keen to bring their families to Canada. This initiative is likely to repopulate the Atlantic provinces over time.

Income by Occupation

Statistics Canada provides province-wide data of the total average and median income of occupations. The following table provides a summary of the average and median incomes of some key occupations in Clare, in 2021 dollars, projected from 2015 values based on a 7.35% growth of the Consumer Price Index in Nova Scotia.

Table 4: Average Income by Occupation: Nova Scotia, 2016

Income by Occupation				
Nova Scotia				
Occupations / Income Source	Average Income	Average Income	Median Income	Median Income
	2015	2020	2015	2020
Construction	\$54,953	\$47,381	\$50,863	\$50,863
Retail Trade	\$44,251	\$44,251	\$50,713	\$50,713
Manufacturing	\$57,817	\$57,817	\$50,713	\$66,120
Agriculture; forestry; fishing and hunting	\$55,136	\$55,136	\$38,338	\$51,323
Educational services	\$68,370	\$68,370	\$68,585	\$68,585
Health care and social assistance	\$52,984	\$52,984	\$44,439	\$44,439
Full-Time Minimum Wage	\$22,256	\$26,104	–	–
Part-Time Minimum Wage Earner	\$16,135	\$18,925	–	–

Source: Statistics Canada CANSIM, 2016

Key stakeholders provided a range of incomes that local businesses such as manufacturing and trades offer their employees in 2021 which ranged from \$14 to \$17 per hour for entry-level staff to \$20 to 22 for intermediate staff. These incomes are similar to the province-wide averages reported by Statistics Canada for hourly wages by occupation in 2020 (see table below).

Table 5: Employee wages by occupation: Nova Scotia 2020

Wages by Occupation	
Nova Scotia	
Occupations	Hourly Wage
	December 2020
Construction	\$28.17
Retail Trade	\$22.82
Manufacturing	\$22.38
Agriculture; forestry; fishing and hunting	\$21.13
Educational services	\$28.91
Health Occupations	\$29.58
Social Assistance	\$19.53

Source: Statistics Canada Table: 14-10-0306-01, 2020

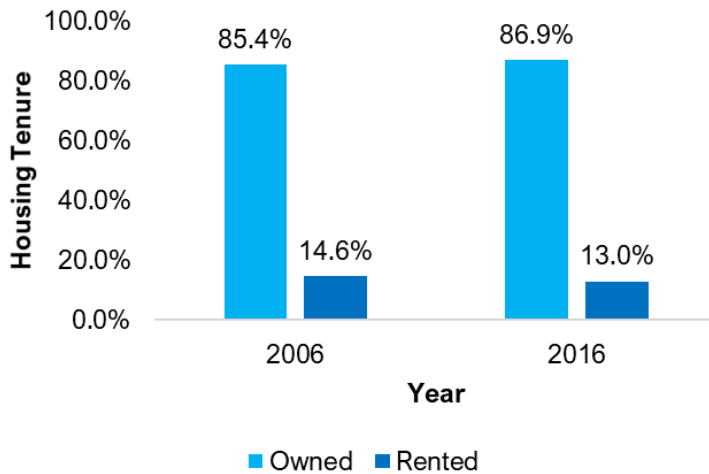
Understanding the incomes by occupation is important because it can be used to help understand housing demand; although it's important to note that the total household income (i.e. the income of all members of the household) is used for estimating household affordability and targets.

Housing Affordability

Housing Tenure

In 2016, 3,210 households in Clare owned their homes, making up 86.9% of all households. The number of owner households increased by 1.7% since 2006. This is similar to the Province of Nova Scotia where owner households increased at a slightly faster pace (1.8%). There were 480 renter households in Clare in 2016 representing 13.0% of all households in Clare and this number decreased by 11.1% from 2006, which is a decline of 60 households.

In comparison, the Province of Nova Scotia experienced a 19.0% growth in renter households from 2006 to 2016, growing faster than owner households which grew by 1.9% during the same period. Overall, in 2016 owner households made up a higher proportion of households (68.7%) in Nova Scotia than renter households (30.7%).

Figure 5: Private Households by Tenure, 2006 and 2016: Clare

Source: Statistics Canada Community Profile 2006-2016

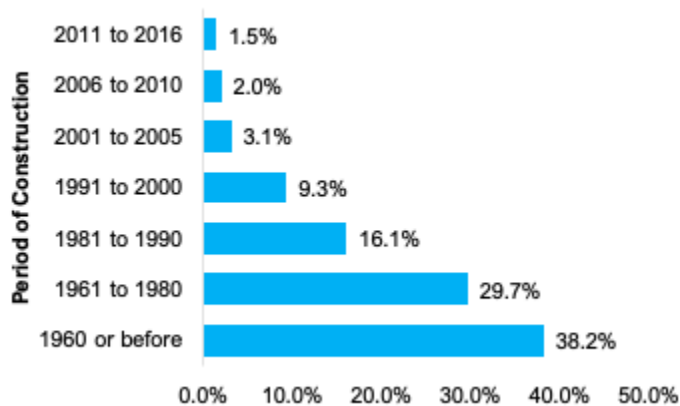
The decline in the number of renter households suggests that there may be a need to introduce a more diverse housing stock in Clare to better address the changing needs of its population. While key stakeholders agree that there is a need for purpose-built rental housing in Clare, it was also suggested that homeownership is more desirable amongst the people who live in Clare.

Housing Stock and Supply

In 2016, there were approximately 3,690 dwellings in Clare. Most homes were constructed in 1960 or before (38%) and from 1961 to 1990 (46%) while 14% of homes were constructed from 1991 through 2010. One percent of all homes in Clare were constructed from 2011 to 2016. This trend in development is similar to Nova Scotia where a significant proportion of all homes were constructed before 1960 (28%) and from 1961 to 1990 (43%). For Nova Scotia, 2011 through 2016 had the lowest proportion of housing constructed in Nova Scotia (5%).

Single detached homes made up the highest proportion of housing types in Clare (94.9%) but had a slow rate of growth from 2006 to 2016 (0.3%). Buildings that have fewer than 5 stories made up the second largest proportion of housing types in Clare (2.2%), however this was a 23.8% decrease from 2006. Cumulatively, semi-detached homes, row houses and apartments in a duplex, other attached homes and moveable dwellings represented 1.2% of the housing stock in Clare in 2016. Contrastingly in the Province of Nova Scotia, the number of buildings that have five stories or more grew significantly (41.5%) while single detached homes grew by a slower pace (3.8%).

Figure 6: Occupied private dwellings by period of construction: Clare, 2016



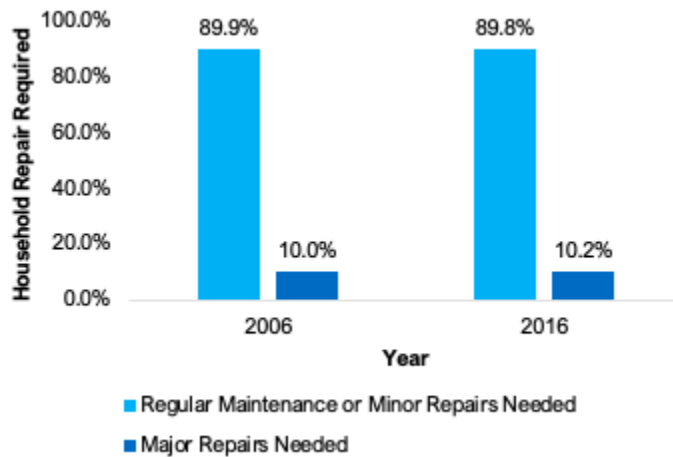
Source: Statistics Canada Community Profile, 2016

In 2016 3.3% of all occupied dwellings in Clare were multi-unit type homes such as apartments, townhouses and semi-detached units. Considering this in accordance with data which shows that 13.8% of households in Clare were renters, it appears that rental housing need in Clare is predominantly absorbed by the secondary market in semi-detached and detached houses. This was confirmed by key stakeholders who shared observations that there are multiple one-person households and small families per house that are likely roommate situations, demonstrating a need for purpose-built rental housing. Stakeholders agreed that the housing stock in Clare needs to be diversified in order to meet the needs of local residents. It was commonly held that an appropriate form of multi-unit housing would have up to ten units and be no greater than 5-storeys high.

Condition of Dwelling

In 2016, 89.8% of homes in Clare required regular maintenance, a 0.3% decline from 2006. The percentage of homes that needed major repair grew slightly from 10.0% to 10.2% (or 1.4% overall). In contrast, the percentage of houses that required regular maintenance grew by 7.5% from 2006 to 2016 in the Province of Nova Scotia while the percentage of homes in need of major repair slightly declined (1.0%).

Figure 7: Occupied Private Dwelling by Condition: Clare, 2016



Source: Statistics Canada Community Profile 2006 and 2016

While the proportion of homes that require major repairs grew slowly over time, key stakeholders identified issues with heating their homes as a persistent issue for many households, making homes inadequate. A 2018 housing needs assessment that looked at housing needs in Shelburne, Yarmouth, Digby, Annapolis and Kings County found that the cost to heat a home was \$225 per month, on average. This cost impacts affordability for low-income households in particular.

What we heard:

“The predominant form of housing in Clare is large, hard to heat houses. Low-income households cannot afford to keep up with utilities.

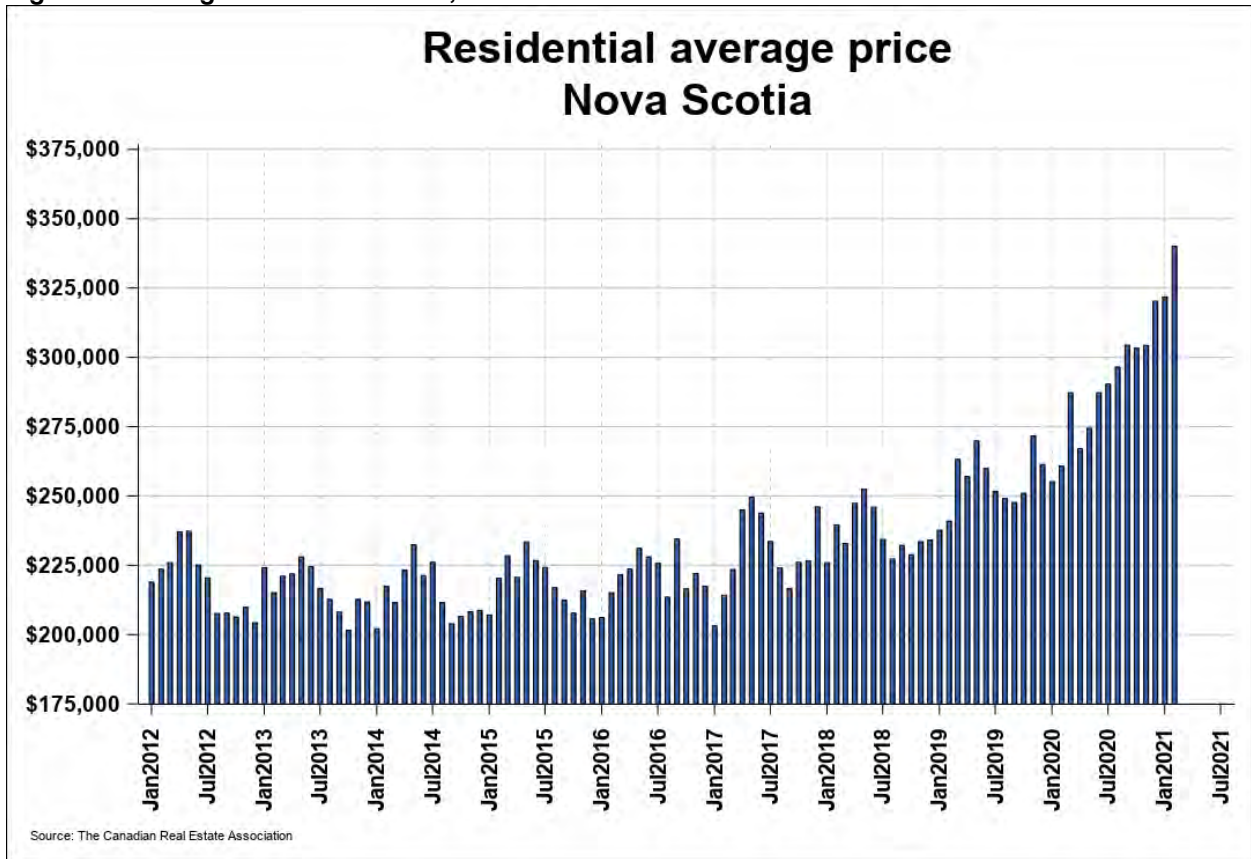
~ Focus group participant ~

Average House Price

According to the Nova Scotia Association of Realtors, in 2020 the average cost for a home in Nova Scotia was \$291,244. This trend appears to be rising steeply recently. In February 2021 Nova Scotia Association of Realtors² reported that the average price of homes sold in Nova Scotia rose by 30.4% to a record of \$340,096, compared to the same month in 2020.

² Canadian Real estate Association (2021). https://creastats.crea.ca/board/nsar?fbclid=IwAR3XtGZakyyor15ow-uZoME60AIGFgJ5IYdfueoxEV_1e50OuxLABptAcAA

Figure 8: Average Residential Price, Nova Scotia



Source: Canadian Real Estate Association (2021)

Average Market Rent

The Commercial Public Distribution Summary 2020 report from the Property Values Services Corporation (PVSC) included an overview of residential apartment sales by region, county or town. While Clare was not included as an area of study, the balance of apartment sales in Southern Nova Scotia was used for the purposes of this Housing Action Plan and to provide a point of comparison for the Municipality of Clare to reference. The PVSC report indicates that the cost of rental housing in Nova Scotia fluctuates by the age of apartment buildings. As demonstrated in the table below, apartments that are 60 years old typically being lower in cost than apartments that are zero to nine or five to nine years old.

Table 5: Apartment Market Parameters, Balance of South 2020

Apartment Market Parameters				
Balance of South, Nova Scotia				
Rent by Apartment Age	Bachelor	1 Bedroom	2 Bedroom	3 Bedroom +
60 PLUS YEARS (ALL YEARS UP TO 1959)	\$315	\$385	\$420	\$455
50 TO 59 YEARS (1960 to 1969)	\$360	\$440	\$480	\$520
40 TO 49 YEARS (1970 to 1979)	\$405	\$405	\$540	\$585
30 TO 39 YEARS (1980 to 1989)	\$450	\$450	\$600	\$650
20 TO 29 YEARS (1990 to 1999)	\$495	\$495	\$660	\$715
10 TO 19 YEARS (2000'S)	\$563	\$563	\$750	\$813
0 TO 9 YEARS (2010'S) or 5 TO 9 YEARS (2010 - 2014)	\$765	\$765	\$1,020	\$1,105

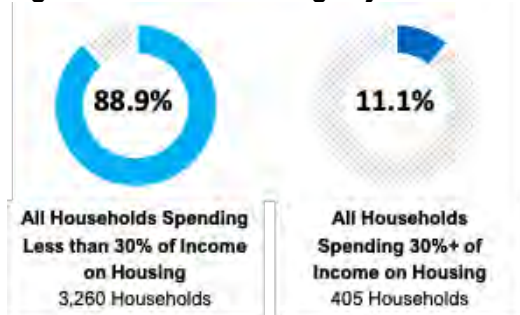
Source: Property Valuation Services Corporation, 2020

For new housing development in Clare, it is likely that the average monthly rents will be similar to rents listed for apartment buildings that are 0 to 9 years old.

Shelter to Income Ratio

CMHC regards unaffordable housing as spending 30% or more of its total before-tax income to pay the median rent of local housing that is acceptable. In 2016, 11.1% of households in Clare spent 30% or more of their income on shelter costs. Almost ninety percent (88.9%) of households spent less than 30% of their income on housing costs. In contrast, 21.6% of households throughout the Province of Nova Scotia spent 30% or more of their income on housing and 78.4% did not.

Figure 9: Private dwellings by shelter-cost-to-income ratio: Clare, 2016



Source: Statistics Canada Community Profile, 2016

Affordability by Sector

In the table below, the affordability threshold for occupations that are prevalent in Clare have been identified. Overall, individuals earning \$18,925 to \$68,370 can afford a range of rents and house prices without spending 30% or more on shelter. This would translate in rents ranging from a low of \$473 per month to a high of \$1,709 per month and maximum affordable house prices from a low of \$185,211 to \$241,991 in 2020.

Table 6: Average Income by Occupation, 2020 Projection

Affordable Housing by Occupation			
Clare Municipal District			
Income Source	Average Household Income 2020	Affordable Rent (Average Household Income) 2020	Affordable Ownership
Construction	\$54,953	\$1,373	\$230,004
Retail Trade	\$44,251	\$1,106	\$185,211
Manufacturing	\$57,817	\$1,445	\$241,991
Agriculture; forestry; fishing and hunting	\$55,136	\$1,378	\$231,992
Educational services	\$68,370	\$1,709	\$289,754
Health care and social assistance	\$52,984	\$1,324	\$226,255
Full-time Minimum Wage	\$26,104	\$652.60	\$93,151
Part-time Minimum Wage	\$18,925	\$473.14	\$67,535

Source: Statistics Canada, 2016; SHS Calculations based on spending 30% or more of household income on housing costs; and SHS calculations based on spending 30% of income on housing costs, 5% down payment, 25-year mortgage, and 4.79% interest rate

Housing Gaps

From the analysis of the Clare’s housing needs and issues, four housing gaps were identified, along with three issues that affect housing and employment outcomes more broadly.

Gap 1: Overall lack of rental housing

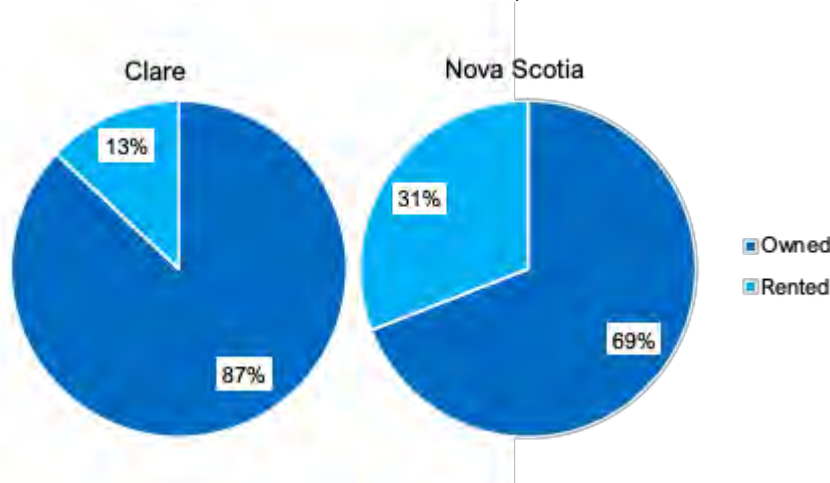
There is an overall lack of rental housing in the primary and secondary rental markets in Clare. This limits housing options for students, new employees, immigrants and seniors.

“There is a lack of smaller, more affordable units.”
 ~ Focus group participant ~

“A secondary suite initiative will have value and merit even if just for the company of having someone else in the home.”
 ~Key Informant~

13% of households in Clare were renters. Rental housing need in Clare is predominantly absorbed by the secondary market in semi-detached and detached houses.

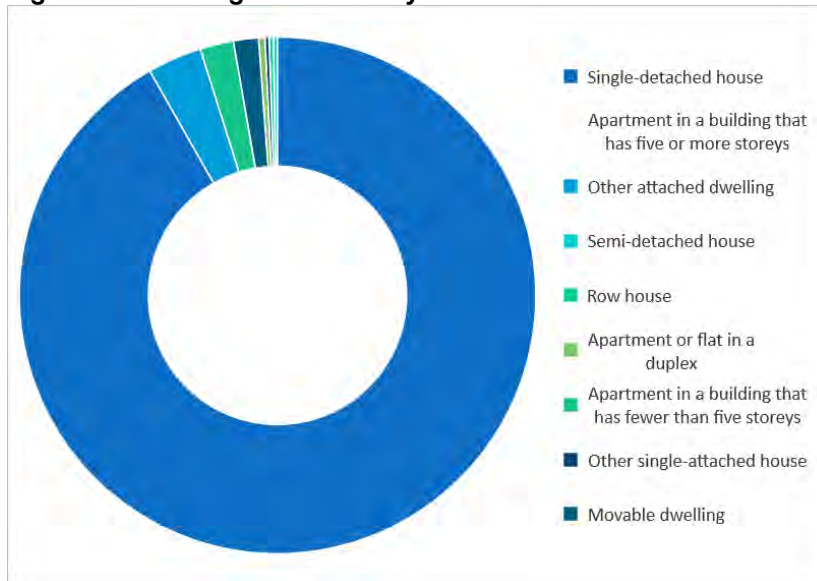
Figure 10: Household Tenure in Clare and Nova Scotia; 2016



Source: Statistics Canada Community Profiles 2016

In 2016 there were 250 households living in apartments, townhouses and semi-detached units. Approximately 230 rental households lived in detached houses.

Figure 11: Housing Built Form by Number of Households in Clare; 2016



Source: Statistics Canada Community Profiles 2016

Increasing the proportion of rental housing options in Clare will provide more appropriate and affordable options for newcomers, students, young households and seniors that want to downsize.

Gap 2: Lack of Rental for lower-income single parents

In addition to the overall low availability of rental housing options in Clare, there is a pronounced challenge for lower-income single parents to find suitable housing for their household. This specific need and supply issue was discovered through the stakeholder interviews and focus group session.

What we heard:

“There are multiple one-person households and small families per house (roommate situations).”

~ Focus group participant ~

“There reason we probably don’t see people sleeping outside is because someone finally takes a family or individual in.”

~Key Informant~

“Eligibility for community housing requires that a household have no dependents. Lone parent households are not eligible. There are cases of single parents giving up their children to foster care in order to access accommodation.”

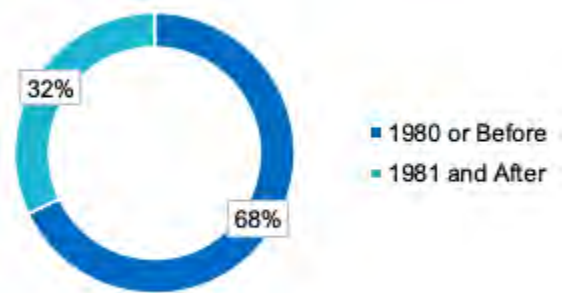
~Key Informant~

Addressing this need includes ensuring that new affordable housing includes two- and three-bedroom units, not only one-bedroom units. This also highlights that the need for affordable or subsidized housing includes families with children, in addition to seniors and one person households.

Gap 3: Aging stock and cost of operating aging housing

Roughly 68% of the housing stock in Clare is more than 40 years old while a smaller proportion was built in the past 30 years (16.1%). The predominant form of housing in Clare tends to be larger single-detached homes which stakeholders have described as “hard to heat” in reference to the condition of dwellings as well as the cost of utilities. As described earlier in this report, the cost to heat a home was \$225 on average³. While this cost impacts affordability for low-income households in particular, stakeholders identified issues with heating their homes as a key issue for many households, making the condition of a dwelling’s building envelope an important indicator of adequate housing in Clare.

Figure 12: Occupied Private Dwelling by Period of Construction, 2006 and 2016



Source: Statistics Canada Community Profile, 2016

³ My One Nova Scotia Municipalities (2021): <https://www.myonensmunicipal.ca/immigration-demographics.html>

Gap 4: Insufficient housing options for moderate income households

Rental housing and homeownership are affordable for employed households. However, there are very limited rental and ownership housing options for households with moderate incomes. The figures below demonstrate that the affordable rent by occupation is higher than the average rent in the region. This indicates that by adding housing options that are diverse in tenure, a greater number of households will be accommodated in the housing market.

Table 7: Affordable Housing by Income and Occupation, 2020

Clare Renter Affordability			
Clare Municipal District			
Income Source	Balance of South Average Market Rents & Income by Occupation 2020		
	Maximum Affordable Rent	2 Bedroom Apartment	3 Bedroom Apartment
		\$1,020	\$1,105
Full Time Min. Wage	\$653	No	No
Part Time Min. Wage	\$473	No	No
Construction	\$1,475	Yes	Yes
Retail	\$1,188	Yes	Yes
Manufacturing	\$1,552	Yes	Yes
Agriculture and Forestry	\$1,480	Yes	Yes
Education	\$1,835	Yes	Yes
Health care	\$1,422	Yes	Yes

Source: Property Valuation Services Corporation, 2020 and SHS Calculations based on spending 30% or more of household income on housing costs

What We Heard: Housing Related Issues

To better understand the community of Clare, the project included six one-on-one interviews with business and community leaders, a focus group session that brought together a broad group of people for an open discussion, and bi-weekly meetings with a committee of local residents, business owners, municipal staff, and a political representative. These rich discussions provided insight into local issues and rapid feedback on the ongoing findings of the project team.

From these discussions, four important issues arose that are related to housing, and often must be addressed in parallel with actions on housing issues to get the full benefit of any potential government investment in housing.

Additional daycare is a need in the community

In all of the stakeholder meetings, the need for additional daycare was brought up by participants. The stakeholders stressed that there are economic drivers for providing daycare. They identified that insufficient daycare:

- Limits earning potential of two-parent families (successful foreign workers)
- Limits earning potential for single-parent families

Transportation is an issue for some residents

We heard that getting around Clare is reasonably easy for households that own a car. However, transportation costs were mentioned as a challenge for living in Clare most frequently by elderly and low income households.

Households need a car because Clare is rural. Transport du Clare becomes costly when used daily.

~ Focus group participant ~

Housing in proximity to employment opportunities is needed

Another common theme in many stakeholder discussions was that there are a substantial portion of the workforce that lives more than 30 minutes away and commute to work. During these discussions we heard that the additional transportation costs both in financial terms and time away from their family are deterrents to working in Clare.

Most people desire to be able to walk to work. Trying to find housing close to part time employment opportunities is a challenge and limits a lot of the population that needs affordable housing.

~ Focus group participant ~

At least one employer is providing bussing service for employees to mitigate this challenge. Having more housing located near major employers would reduce these costs and improve the quality of life of Clare's workforce.

Additional construction tradespeople may be needed

In discussions with the standing committee, a backlog in housing construction is developing, with a one to two year wait list to have a new house built. The delay is associated with insufficient construction trades to be able to build as fast as current demand requires.

These four housing related issues are compounding the challenges for households to live and work in Clare and are experienced across all incomes.

3.0 Approaches to Meeting Housing Needs

The second section of the report examines a range of **approaches to meeting the identified needs**, including:

- Review approaches and models for the provision of affordable housing, including examining effective practices in the creation and operation of non-profit housing corporations
- Review of municipal options to reduce development costs
- Assess dwelling and unit mix requirements based on the results of the housing needs assessment
- Review tenure and ownership models, including rent-to-own

Rural Housing Best Practice

The consulting team gathered best practices for rural housing from across the country, looking for trends on how smaller communities successfully grow their stock of affordable and market housing. Nine practices, across four themes, are highlighted in this section.

Programming and Funding

- Stimulate a secondary rental market by providing funding to assist property owners in constructing a new, or upgrading an existing, secondary suite⁴.
- Worker Housing: Housing restricted to people working (at least 20 hours/week) in the community⁵.

Education and Awareness⁶

- Broaden community support and awareness of the housing needs in Clare, including the need for affordable and market-rate rental housing.

⁴ Grant Funding for Secondary Suites, City of Edmonton: https://www.edmonton.ca/residential_neighbourhoods/grant-funding.aspx

⁵ Whistler Housing Authority: <https://whistlerhousing.ca/>

⁶ Northumberland County Housing and Homelessness Plan 2019 – 2029: <https://www.northumberland.ca/en/living-here/resources/Documents/Northumberland-HH-Plan-2019-2029.pdf>

- Broaden community awareness of programs, funding, and incentives available to support the development of affordable housing and rental housing.

Collaborations, Partnerships and Advocacy⁷

- Develop partnerships between existing landlords and major employers to develop a strategy for long-term and short-term rental housing in the community.
- Explore new partnerships between major employers and housing developers or builders.
- Leverage partnerships among local employers and community agencies to connect residents who are currently unemployed or under-employed to employment opportunities.

Monitor Progress⁸

- Demonstrate the effectiveness of the plan and actions.
- Ensure that the actions are adjusted as the demographic and economic characteristics of the community evolve.

Best Practices for Surplus School Sites

This research aimed to bring to perspective the possible outcomes for the current school sites under consideration in the Municipality of Clare. The research centred on both redevelopment and adaptive reuse with a focus on rural regions across Canada, as well as, cost of construction, unit mix and target market. For most of these developments, there was some sort of financial support through a mix of local, provincial, and/or federal government. Each project below is unique and successful in its respective domain.

Best Practice Examples

1. Martin Gran Place formerly Martin Gran School

The Martin Gran Place is located in the town of Meadow Lake, Saskatchewan, which is home to approximately 5,000 residents (2016). The main industries in the community include forestry, agriculture and tourism. This successful conversion of a one-storey school to a residential complex for low-income

⁷ Northumberland County Housing and Homelessness Plan 2019 – 2029

⁸ Northumberland County Housing and Homelessness Plan 2019 – 2029

families was completed in 2006. This 12 unit building sits on an 11,796 sq. ft site and has a mix of 1, 2 and 3-bedrooms.



The renovation project was successful through a mix of CMHC and provincial funding under the Residential Rehabilitation Assistance Program (RRAP) which provided a forgivable loan of \$216,000. The school building was donated by the Town of Meadow Lake and the project's total cost amounted to \$590,000.

2. Project: Allan's Place formerly a school site in Cannington

Allan's Place which was formerly the school site in Cannington is a prime example of a school demolition and redevelopment. The 5-acre site rests on a flood plain, with only 1-acre deemed developable. The project was recently completed in 2020 and provides 50 1-bedroom units explicitly to seniors.



The total 47,500 sq. ft project costed around \$15 million with \$10.5 being hard costs. This 2-storey development has generous community/amenity space, and this was something that the town itself was short on. The land price was highly subsidized and bought by the housing provider for a sum of \$100.

3. **Project: Willow Lofts formerly Willow Street School**

The Willow Lofts was a 2-storey school located in Truro, Nova Scotia which was purchased and converted to a residential and commercial space by a private developer. The property was purchased for \$110,000 and retrofitted to accommodate offices on the ground floor and 10 market residential units above.



The project was successfully completed in 2011 and includes a mix of 1 and 2-bedrooms. All the residential suites can be accessed by a new elevator and the layout has been designed to provide most suites with only one neighbour. Although considered a more premium development, the Willow Lofts are a prime example of the presence and success of the adaptive conversion in the private development sector.

4. **Project: Yarmouth Project formerly Yarmouth High School**

The Yarmouth High School located on Parade Street in Halifax is to be turned into a 54-unit mixed rental housing development, which will include 27 affordable housing units. The development will get \$650,000 from the province and will be undertaken by the private sector. Provincial funds will go towards 27 affordable housing units.

Potential Advantages and Concerns for School Reuse

Adaptive reuse can bring about significant opportunities for developers depending on the location, layout and level of modifications required.

Layouts conducive to renovation to apartment units

Open classroom spaces are one of the prime features in a school's layout, and these are often at times comparable in size to standard apartment units. This makes them well suited for conversion into one or two-bedroom apartment units. Coupled with advantageous design elements, such as large windows for abundant natural light, developers can reduce the amount of structural work required for conversion.

Strategic, central location near essential amenities

The location of many schools also plays an important role in driving the conversation for adaptive reuse. In primarily residential areas, zoning or other land-use regulations may prohibit other uses. The central location also means that essential amenities are often walkable/bikeable. These are especially important aspects to consider when developing affordable housing.

Environmentally sustainable compared to new construction

Adaptive reuse is considered environmentally sustainable compared to new construction. Renovations create significantly less landfill waste and have a lower carbon footprint. The greenest building is one that already exists.

Availability of senior government funding

Redevelopment and reuse of school sites often receive government concessions. For historic buildings, incentives from the Federal, Provincial, and local governments are a key financing tool for the adaptive reuse of school buildings. For example, in Edmonton, under the heritage policy (C450B) historic buildings readapted to residential use may receive direct grant payments for specific rehabilitation costs, ongoing maintenance financial incentives, zoning regulation variances and other incentives or relaxations deemed appropriate by City Council. These incentives can make the project eligible for 50% of the project cost (maximum \$75,000) as a rehabilitation incentive and 30% of maintenance project costs (maximum of \$10,000), which is renewable after every 5 years. Such concessions can further help cover capital and operating costs for developers and housing providers.

Community identity and historic ties to the residents preserved

Often, the community shares a strong emotional tie with their central, historic schools. When these historic sites shut down, the surrounding community can lose a part of the

stories and the identities that define them. This is often true for smaller, rural communities. The best adaptive reuse projects seek to revitalize a building's tie to the residents and preserve the history of the original connection through a new appropriate function. For example, the Kensington Market Lofts in Toronto. Through successfully readapting, the contextual history of the building remained a significant part of the built fabric of the City of Toronto and the Kensington Market community, something that could not have been possible if the building was demolished.

The above-listed opportunities may make a project more viable, however, structural concerns and unknowns can greatly increase costs and development duration which can result in a project failing. Often residential developers are reluctant to invest in school conversion due to several underlying concerns.

Difficult to maximize leasable and rentable square footage

Excessive common spaces, wide corridors and large stairways prevent maximization of leasable and rentable square footage. Project feasibility may also be compromised due to limited flexibility when it comes to structural changes and modifications. Affordable housing projects, which are often characterized by unique requirements and financial restrictions, may find renovation and adaptive reuse more expensive than new construction.

Limited flexibility with structural changes to meet building code requirements.

The project capital costs will be heavily dependent on the condition of the school building and the necessary changes required for conversion. Historically, older school building doors and window frames were often customized to specific needs and tastes. Since these are no longer the standard, replicating worn-out and damaged pieces increases the budget.

May require additional capital funding

Additional capital costs in the form of lead paint abatement or asbestos abatement may make such conversions unfavourable.

Unknowns require significant contingencies

Assuming a higher-than-normal contingency for unforeseen expenses is a must for such projects. Even in a relatively well-preserved structure, there is likely to be significant and complex work required, and the complexity of the renovations has implications on how long the project is going to take and whether the budget can accommodate the anticipated work and timeline. For example, the Shaw Street School, Artscape discovered that the building – thought to have 'good bones' – actually had significant

water damage, necessitating substantial unanticipated work to reinforce the structure of the building.

Fixed costs make smaller projects less economical on a per-unit basis

The size of the project is also a factor to consider during redevelopment. Fixed costs such as land, legal expenses, and funding application fees can make smaller projects less economical on a per-unit basis especially for non-profit developers. Even if the building's layouts can meet the dwelling requirements, the updates required to bring them up to building code compliance may create additional hurdles and expenses.

Funding for affordable housing imposes new requirements on design features

This is especially true for meeting accessibility standards, which are often the basic requirement for funders that finance affordable housing initiatives. Restrictions may be placed on the density, size, number of units, amenities and/or design features which make redevelopment/conversion even more expensive and time-consuming. For example, the absence of elevator space, especially if the school is more than 3 storeys, may make conversion extremely expensive for a non-profit developer.

While the opportunities and costs for school conversion may be specific to the project site and the developer, being aware of these factors helps decision-makers make informed and calculated decisions. Financial Feasibility analysis could be a powerful tool to help decision-makers decide which course of action to pursue.

Options for Reducing Development Costs

When examining how to reduce the costs of projects that include multiple residential units, there is little leeway in the hard costs such as materials and construction labour, or the soft costs associated with engineering, architecture and financing. The largest opportunity for increasing the supply of new affordable housing is to access government grants that offset some of the costs, or provide favourable financing terms.

Some of the current programs available today are included in the following table. Though information is current as of March 2021, it must be verified before any future analysis is made about a project based on this information.

Table 8: Government Grant Programs Available

Program Name	Type of Funding	Funding Envelope	Program Objectives	Program Administered By
Seed Funding	Grant & Interest Free Loan	Grant: Up to \$150,000 Loan: Up to \$350,000	Assist developers to defray costs related to pre-development activities	CMHC
Surplus Federal Land and Building Initiative	Low or No Cost Land or Building	Up to the land value	Create affordable, sustainable, accessible and socially inclusive housing	CMHC
Shared Equity Mortgage⁹ Providers Fund	Loan	Up to \$4 million for the overall development.	Assist developers with the cost of eligible preconstruction activities, for units that will all participate in Shared Equity Mortgages.	CMHC
Green Municipal Fund: Planning	Grant	Up to \$25,000 or 80% of eligible costs for the overall project	To enable affordable housing providers to pursue ambitious reductions in energy consumption	Federation of Canadian Municipalities (FCM)
Green Municipal Fund: New Construction	Grants and Loans	Up to 20% of costs, or \$10 million, and 50% Grant, 50% Loan		Federation of Canadian Municipalities (FCM)
National Housing Co-Investment Fund (New Construction)	Repayable Loan & Forgivable Loan	Repayable Loan: Non-Profits and Indigenous organizations up to 95% of project costs; Private Sector up to 75% Forgivable Loan: Non-profits and Indigenous organizations up to 30%; Private Sector up to 10%	Develop energy efficient, accessible and socially inclusive housing for mixed-income, mixed-tenure and mixed-use affordable housing uses	CMHC under the National Housing Strategy
Rental Construction Financing Initiative	Low Cost Construction Financing	Up to 100% loan to cost	Create new purpose built rental for middle income Canadians	CMHC under the National Housing Strategy
Down Payment Assistance Program	Interest Free Repayable Loan	First time homebuyer. Household income < \$75,000 Up to 5% of purchase price. Purchase price not to exceed \$150,000	To assist Nova Scotians with modest incomes to purchase their first home	Housing Nova Scotia

⁹ Shared Equity Mortgage: Now branded as First-Time Home Buyer Incentive. This program is a shared equity mortgage. This means that the government shares in the upside and downside of the property value. It allows you to borrow 5 or 10% of the purchase price of a home. You pay back the same percentage of the value of your home when you sell it or within a 25-year window.

Program Name	Type of Funding	Funding Envelope	Program Objectives	Program Administered By
Housing Nova Scotia Grant Program	Forgivable loan	Up to \$50,000 per unit. Affordability provided for at least 15 years.	Build new affordable rental units where the population is growing or there is a shortage of housing	Housing Nova Scotia
Parent Apartment Program	Low cost repayable loan	Up to \$25,000. Repayment: 6 or 10 years. Senior family member must be 50 years of age or older.	Create affordable housing options for senior family members	Housing Nova Scotia

Municipalities across the country in rural, suburban and urban centres provide some or all of the following types of incentives:

Reduce or provide exemptions for building permit fees

While building permit fees in Clare are not significant at \$0.15/square foot of living area, or about \$300/home, creating a time-limited program where they are waived, may spur additional development interest if communicated well to the public.

Capital funding in the way of grants, forgivable loans or repayable loans

Direct grant opportunities to non-profit organizations could be used in addition to provincial or federal funding assistance.

Property tax reductions or grants for not-for-profit or charitable housing providers

Property tax reductions are found to be challenging in smaller municipalities, where there is fewer properties to spread the forgone revenues, or higher expenditures, over.

Providing surplus municipal land at low cost for affordable housing

A common incentive for affordable housing is the sale or long term lease of surplus municipal land for development of affordable housing. The current National Housing Strategy favours awarding funding and financing to projects that include co-investment from another level of government. Providing surplus land at a low cost is a non-cash method of meeting the co-investment requirement and contributing to the success of a new affordable housing project.

4.0 Examination of Potential Development Options

The third section of the report **identifies and explores potential development options** for new affordable housing for three sites. The development options are explored in more detail through the discussion of concept designs, as well as pro forma costing. There are a variety of ways that the sites can be developed, and a brief overview of some of the more common approaches are provided.

Approaches to Development

There are many development approaches that can be used for creating new affordable housing, or housing in general, and because each development opportunity is always slightly different in terms of location, scope, scale and local market conditions the approach may differ between similar sites. An overview of some of the potential approaches are presented below.

Partnerships for development

In the private, for-profit sector, many projects are developed by a single organization. When affordable housing is being developed it is very common for multiple organizations to pool their financial and organizational assets to deliver projects that they would not be able to achieve on their own. Additionally, many government programs that provide capital funding require that there be a partnership component to the project, with the aim of ensuring there is an organization that has affordable housing as a mission objective in the project.

Public Private Partnership

The Canadian Council on Public Private Partnerships uses the following definition:

*"A cooperative venture between the public and private sectors, built on the expertise of each partner, that best meets clearly defined public needs through the appropriate allocation of resources, risks and rewards."*¹⁰

For the surplus school sites, sale of the land for development by another party would not meet the strict criteria of a public private partnership. Should the municipality choose to have a long term interest in the properties, then best practices in public private

¹⁰ The Canadian Council for Public-Private Partnerships, 2021, https://www.pppcouncil.ca/web/Knowledge_Centre/What_are_P3s_/Definitions_Models/web/P3_Knowledge_Centre/About_P3s/Definitions_Models.aspx?hkey=79b9874d-4498-46b1-929f-37ce461ab4bc

partnerships should be examined, as these long term agreements can be challenging to set up in a fair and responsible manner.

Retain the school buildings versus demolition

Frequently the costs to renovate an existing building exceeds the costs to demolish and build on the cleared site. Please refer to the section on best practice for surplus schools, for a more information, noting that the decisions must be handled on a case by case basis as the details for each site and building will be different.

Nonprofit housing company

A non-profit housing company operates very similarly to a for-profit housing company, in that they establish the expertise needed to effectively operate and maintain rental housing and build the organizational and financial capacity to develop new affordable rental housing. A non-profit housing company can be part of a government agency, can be formed by residents, advocates and investors, and can be a combination between these two organization structures.

Municipal non-profit housing corporation: *A non-profit housing corporation established at the initiative of a municipality. Its relationship to the municipality varies widely, ranging from total independence with no municipal appointees on the board of directors, to municipal councillors being the only board members*

Non-profit housing: *Community-based affordable rental housing provided by non-profit corporations, overseen by a volunteer board of directors. A percentage of non-profit housing tenants pay rents geared to their incomes (known as rent-geared-to-income housing), and the remaining pay market rents. The percentage of tenants paying rent-geared-to-income ranges from 25 to 100 per cent of tenants in a building or community; generally, the ratio is around 60 per cent rent-geared-to-income and 40 per cent market rent.¹¹.*

Land trusts

A land trust is similar to a nonprofit housing company except that the trust may hold land that is not for residential use.

¹¹ Definitions from Ontario Non-Profit Housing Association, 2021, http://www.onpha.on.ca/web/Resources/Glossary/Content/About_Non-Profit_Housing/Glossary_of_terms.aspx?hkey=9b9dc7c3-90d7-48ed-915d-2cb2e0a14856#N

Tenure and Ownership Models

For affordable housing development the critical differences between tenure models is how soon revenues are realized. In ownership models, including some co-operative models, the units are purchased immediately after construction and there are small or no long term operating costs to be managed by the developer. For rental tenure, including rent-to-own, revenue is realized over many years and the revenue usually must finance a mortgage. Generally affordable housing is rental tenure, where the longer time horizon of the project allows lower housing costs to be offered to the residents.

Rent to Own

Renting to own is an agreement where an investor rents out a house to a tenant and gives them the option to purchase the property after a certain period at a predetermined price. This tenure model assists future homeowners that have trouble in qualifying for conventional financing, either because of credit rating or lack of down payment.

Figure 13 - Rent to Own Example: Verbhouse

Verbhouse
<p>Verbhouse is an alternative home finance platform, based in San Francisco</p> <ul style="list-style-type: none"> ○ Prospective homeowner is required to have a 5%-10% down payment and to search for home. ○ Verbhouse purchases prospective homeowners' property and leases the property for 5 years at a fixed rate. ○ Maintenance and repairs are included. ○ Leaseholder captures 100% of any appreciation and build equity with each payment. ○ Leaseholder can purchase home from Verbhouse at any time or cash out any equity earned at any time.

Overview of the Three Sites

The development of the École Stella-Maris and École Joseph-Dugas sites are contingent on the consolidation of both elementary schools onto a newly developed school site by the province. Assuming these two school sites are declared surplus by the Province, ownership of the surplus school sites have the potential to be acquired by the Municipality of Clare. A rural prototype example was developed to examine options for affordable housing opportunities on greenfield sites, using an efficient layout to keep project expenditures low, and offer opportunities for replication throughout Clare.

Overall, the intent of these example sites is to provide a trio of approaches, further examined in Section 4, about next steps to make the development of affordable housing a reality.

The purpose of this section is to demonstrate design massing concepts for affordable housing for the following three sites:

1. École Joseph-Dugas Site: Currently used for a school, 17.16 Acres. The site does not have access to municipal sewer and water services.
2. École Stella-Maris Site: Currently used for a school, 6 Acres, with access to municipal sewer services.
3. Prototype Rural Site: a hypothetical site of 1.85 Acres, with access to municipal sewer.

Current funding programs through the National Housing Strategy require that there be investment by either the Provincial or Municipal government. Providing land at low or no cost, as in the case of the two municipal school sites, would enable the project to access additional funding that they would not otherwise be eligible for. This enhances overall project affordability and feasibility.

JD Composites

There are opportunities to build housing development capacity and expertise. An example of construction innovation includes the “Eco House” built by JD Composites; a beach house made of approximately 612,000 recycled plastic bottles in 2019. Exterior cladding was made from foam core panels sandwiched between fiberglass skins to create lightweight composite panels with high energy efficiency.

Massing Concept Assumptions

1. The site plans shown are for conceptual massing purposes and for pro-forma cost scenarios, not construction design.
2. The sites are assumed to be flat for modelling purposes.
3. Single-storey options were modelled to permit flexibility between prefabricated and on-site (stick-built) development options.
4. Municipal sewer servicing and sufficient water capacity will need to be confirmed as part of detailed site design.
5. Road access will need to be confirmed as part of detailed site design with Nova Scotia Department of Infrastructure and Transportation Renewal.
6. Unit sizes are based on feedback from the project committee and establishing a balance between affordability and functionality:
 - a. 2 Bedroom – 82 sq m per unit (882 sq ft)
 - b. 3 Bedroom – 114 sq m per unit (1,224 sq ft)

École Joseph-Dugas Site

Site Description

The site is located on Patrice Road with approximately 390m of road frontage. The site area is approximately 17.16 acres, with approximately half of the site impacted by an unconfirmed and non-delineated wet area on the northern portion of the property. It is currently a single parcel under the Property ID Number (PID) 30033112.

Design Concept

Figure 14: Design Concept for École Joseph-Dugas Site



Table 9: Development Statistics Summary, École Joseph-Dugas Site

Development Statistics Summary	
Site Area	17.16 Acres (Approximately 8.7 acres used in the concept)
Building Height	1 Storey
Housing Type	<ul style="list-style-type: none"> ■ 2-bedroom Duplex (6 units) ■ 3-bedroom Duplex (18 units) Note: A 735 sq. m portion of the existing school building containing the existing daycare is also proposed to be retained (■).
Unit Yield	24 Units
Parking	2 Spaces / Unit
Assumptions	<ul style="list-style-type: none"> - Partial Demolition (keeping daycare portion) and redevelopment - Suitable soils for on-site septic (shared system) and water. - If public roads were being created to service the site (as-shown), road length and road engineering standards would apply and would need review and approval by Clare's public works department.

1. **Access and Parking:** An 11-meter shared driveway on the south side of the existing school provides the main access from Patrice Road. This allows for two-way circulation of vehicles and could provide intermittent parallel parking on both sides of the road, in addition to private driveways for each unit with enough room for two parked cars.
2. **Unit Mix:** Twenty-four units have been modelled on the site and have assumed:
 - a. Six two-bedroom duplex units (shown in purple ■). Each two-bedroom unit would have room for have a full kitchen including a dishwasher, 1 - 1.5 bathrooms and a private outdoor deck area. Unit sizes are modelled at 82 sq m per unit (882 sq ft). Units are assumed to be one storey, mainly pre-fabricated off-site, slabs-on-grade, and likely with some finalized cladding and assembly occurring on-site.
 - b. Eighteen three-bedroom duplex units (shown in red ■). Unit sizes are modelled at 114 sq m per unit (1,224 sq ft). Each three-bedroom unit would have room for a full kitchen including a dishwasher, 1 - 2 bathrooms and a private outdoor deck area. Units are assumed to be one storey, mainly pre-fabricated off-site, slabs-on-grade, and likely with some finalized cladding and assembly occurring on-site.
3. **Other Features proposed as part of the redevelopment include:**
 - a. A portion of the existing École Joseph-Dugas is proposed to be maintained to accommodate the existing daycare on the property. The exact area needed would need to be determined following a more detailed examination of building drawings on the property. 735 sq m is estimated to be a minimum portion of the building required to be maintained (this is the area shown in Figure 13 in blue ■).
 - b. The existing playground structure is proposed to be maintained.
 - c. A planted boulevard (shown in green ■) is proposed to provide some additional outdoor amenity space.
4. **Servicing:** A shared private sewer and water system is envisioned to be the main site servicing strategy for the property as part of a preliminary site servicing plan. Ideally, the existing septic tank and well for the school would be reused in whole or in part to serve the new development for the site.

École Stella-Maris Site

Site Description

The site is located on Peter Dugas Road with approximately 210m of road frontage. The site area is 6 Acres. It is currently divided into three parcels, PIDs 30082788 (3 ac), 30368302 (4.42 ac) 30203186 (1.28 ac). Hilltop Lane runs through the southern portion of the property, providing access to properties to the southeast.

Design Concept

Figure 15: Design Concept for École Stella-Maris Site

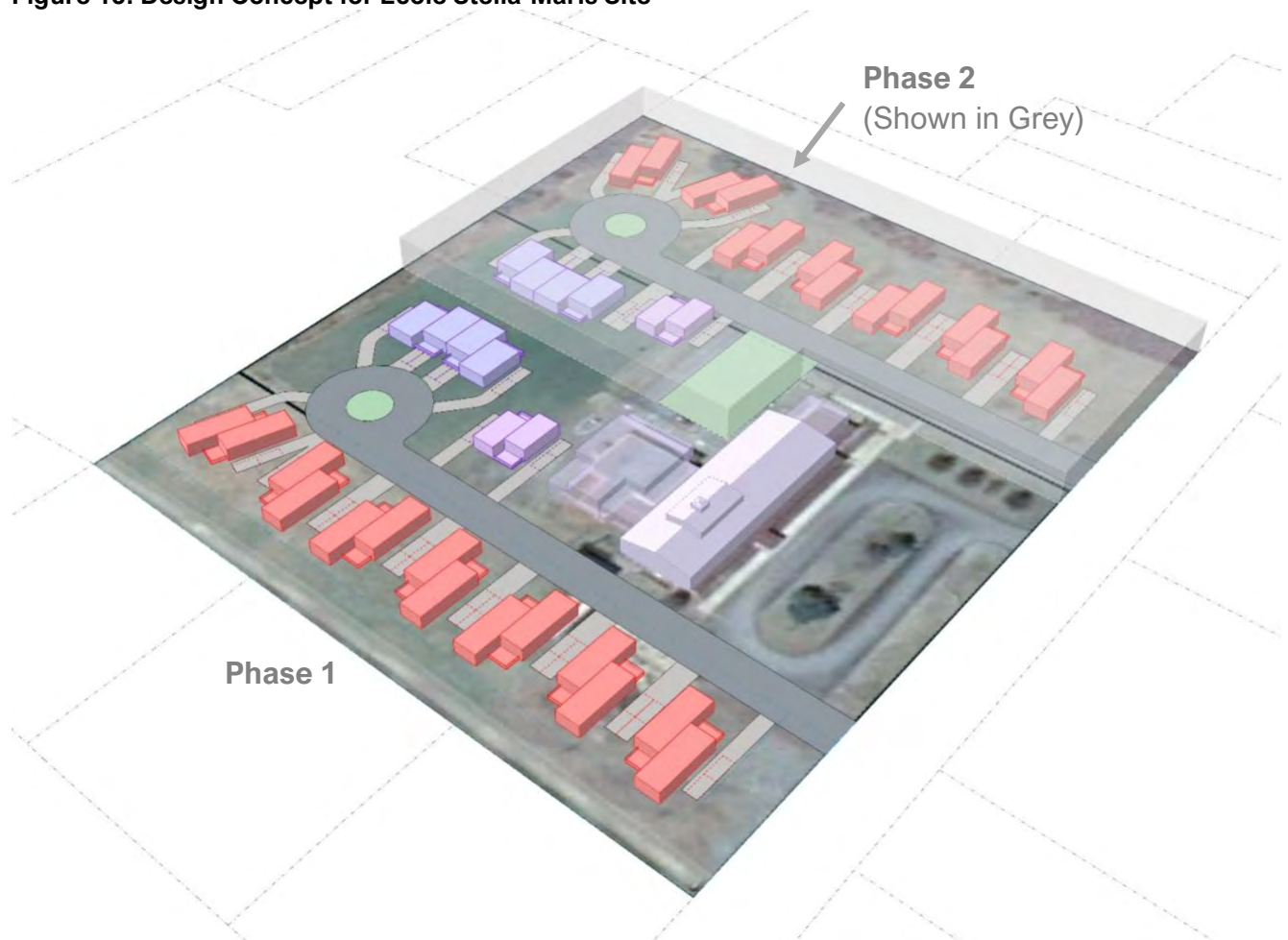


Table 10: Development Statistics Summary, École Stella-Maris Site

Development Statistics Summary	
Site Area	6 Acres
Building Height	1 Storey
Housing Type	<p>Phase 1:</p> <ul style="list-style-type: none"> ■ 2-bedroom Duplex (2 units) ■ 2-bedroom Retrofit (11 units) ■ ■ 3-bedroom Duplex and Fourplex (18 units) <p>Phase 2:</p> <ul style="list-style-type: none"> ■ 2-bedroom Duplex (2 units) ■ ■ 3-bedroom Duplex and Fourplex (18 units)
Unit Yield	<p>Phase 1: 31 units</p> <p>Phase 2: 20 units</p> <p>Total: 51 units</p>
Parking	2 Spaces / Unit
Assumptions	<ul style="list-style-type: none"> - Municipal sewer servicing availability and sufficient on-site water capacity. - Refurbishment and development assumes an 80% building efficiency for items like hallways, and laundry. - Affordable ownership scenario. - If public roads were being created to service the site (as-shown), road length and road engineering standards would apply and would need review and approval by Clare's public works department.

1. Access and Parking: An 11-meter shared driveway on the south side of the existing school provides the main access from Peter Dugas Road as part of Phase 1. This allows for two-way circulation of vehicles and could provide intermittent parallel parking on both sides of the road, in addition to private driveways for each unit with enough room for two parked cars. Hilltop Lane may be able to be upgraded to serve this purpose as well, depending on easement requirements. Phase 2 would be served by a second, similar 11-meter shared driveway north of the existing school.
2. Unit Mix: Thirty-one units have been modelled on the site as part of Phase 1, with an additional twenty units proposed as part of Phase 2, assuming:
 - a. Two two-bedroom duplex units (shown in purple ■) have been massed on the site as part of Phase 1, with an additional two units massed as part of Phase 2. Unit sizes are modelled at 82 sq m per unit (882 sq ft). Each two-bedroom unit would have room for have a full kitchen including a dishwasher, 1 - 1.5 bathrooms and a private outdoor deck area. Units are

Prototype Example Site

Site Description

The prototype site is assumed to have municipal sewer available, with on-site water available. Site dimensions are modelled with 75m of road frontage, and 100m depth of lot, reflective of lot patterns typical in the area.

Design Concept

Figure 16: Design Concept for the Prototype Example Site

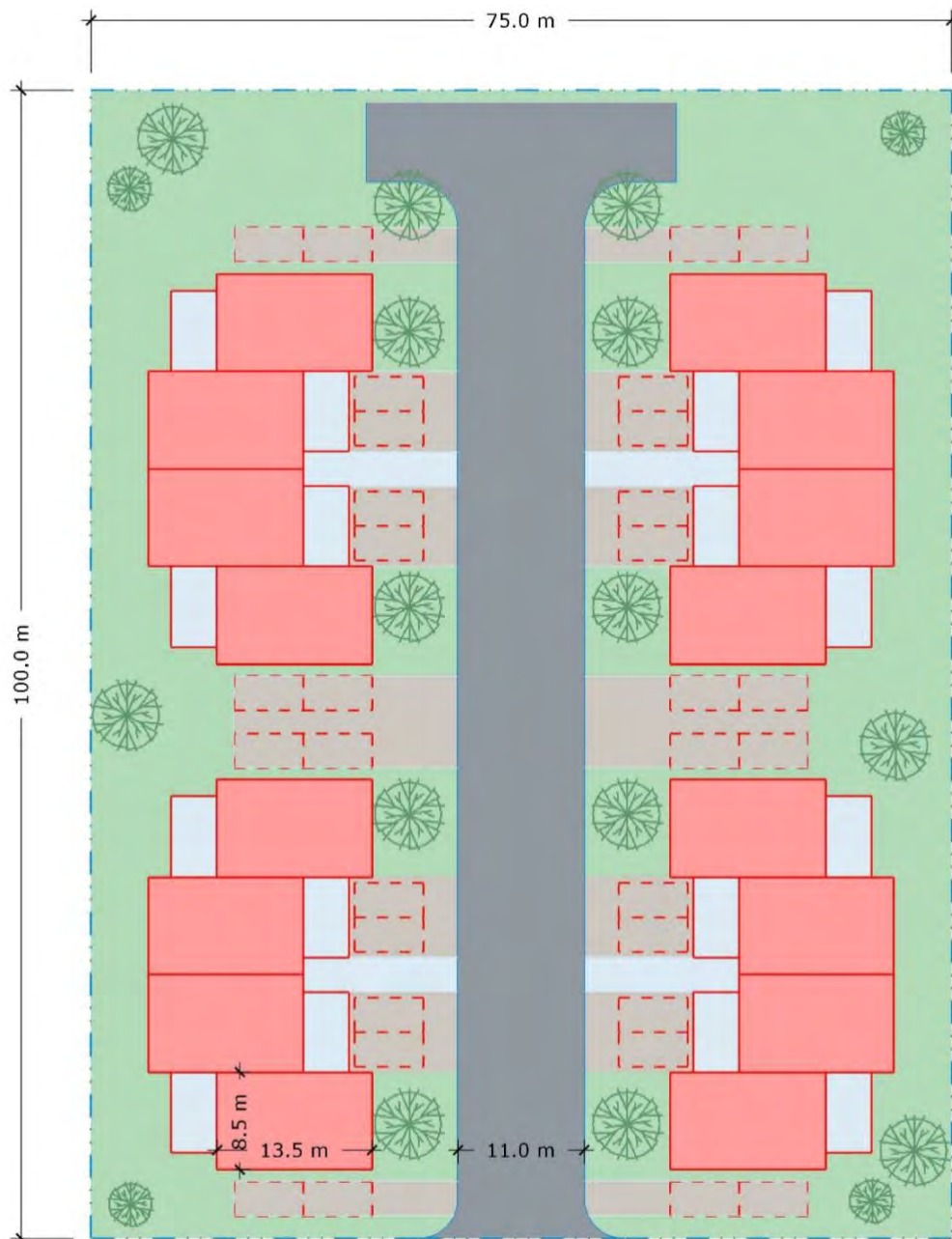


Table 11: Development Statistics Summary, Prototype Example Site

Development Statistics Summary	
Site Area	1.85 Acres
Building Height	1 Storey
Housing Type	■ 3-bedroom Townhouse (16 units)
Unit Yield	16 Units
Parking	2 Spaces / Unit
Assumptions	<ul style="list-style-type: none"> - Municipal sewer servicing availability and sufficient on-site water capacity. - Affordable ownership scenario - If public roads were being created to service the site (as-shown), road length and road engineering standards would apply and would need review and approval by Clare's public works department.

1. **Access and Parking:** An 11-meter shared driveway is proposed for two-way circulation of vehicles and could provide intermittent parallel parking on both sides of the driveway, in addition to private driveways for each unit with enough room for two parked cars.
2. **Unit Mix:** Sixteen units have been modelled on the site, assuming three-bedroom townhouse units (shown in red ■). Unit sizes are modelled at 114 sq m per unit (1,224 sq ft). Each three-bedroom unit would have room for a full kitchen including a dishwasher, 1 - 2 bathrooms and a private outdoor deck area. Units are assumed to be one storey, mainly pre-fabricated off-site, slabs-on-grade, with finalized cladding and assembly occurring on-site.
3. **Servicing:** Using municipal sanitary sewer along with private wells is envisioned to be the main site servicing strategy for the property to be examined as part of a preliminary site servicing plan.

Pro Forma Results

A financial feasibility analysis was conducted for illustrative purposes for three prospective sites: École Joseph-Dugas, École Stella-Maris and a conceptual design for a Prototype Rural site. In addition to the regular uncertainty in a financial analysis done before building designs have been drafted, the current COVID-19 pandemic has resulted in rapidly changing construction prices, rental prices, and sales prices of homes. Additional financial analysis would be required as part of a detailed design for any of the sites presented here.

For each of these sites, a different housing tenure model was assumed to provide general insight into how each contribute to project viability and, depending on the site and the intended market, both private developers and not-for-profit developers were considered. The site designs were used to determine the total unit count, and a mix of 2 and 3-bedrooms was deemed as the most appropriate for the intended market. For each scenario below, the unit sizes were fixed at 882 sq. ft for 2-bedrooms and 1,224 sq. ft for 3-bedrooms. Rent supplement units were also considered for the affordable housing options, with the subsidized rent being topped up to 100% of the Average Market Rent.

Financial Analysis Key Assumptions

Based on the determined level of rent or house price, the table below provides an estimate for the minimum household income required to make the model financially viable. Overall, Table 12 summarizes the key assumptions considered for each scenario and the respective results achieved. Other site-specific assumptions for each scenario are discussed in a confidential appendix for Council's consideration.

Table 12: Key Assumptions for Each Scenario

	École Joseph-Dugas	École Stella-Maris (Phase 1 and Phase 2)	Prototype Rural (Serviced Area)
Housing Tenure	Rental	Mixed	Ownership
Number of units	24 Affordable units	51 Affordable units	16 Market units
Unit Type	2-bedrooms (6 units) 3-bedrooms (18 units)	2-bedrooms (15 units) 3-bedrooms (36 units)	3-bedrooms (16 units)
Rents or Purchase Prices	2-bedrooms - \$805 3-bedrooms - \$872 RGI - \$541	Phase 1: 2-bedrooms - \$805 3-bedrooms - \$872 RGI - \$541	3-bedrooms - \$258,536

	École Joseph-Dugas	École Stella-Maris (Phase 1 and Phase 2)	Prototype Rural (Serviced Area)
		Phase 2: 2-bedrooms - \$169,044 3-bedrooms - \$234,592	
Minimum Household Income	2-bedrooms: \$38,640 3-bedrooms: \$41,856 RGI: \$25,968	Phase 1: 2-bedrooms: \$38,640 3-bedrooms: \$41,856 RGI: \$25,968 Phase 2: 2-bedrooms: \$70,030 3-bedrooms: \$90,204	3-bedrooms: \$97,574
Programs Applied	CMHC SEED CMHC NHCF – New Construction	CMHC SEED CMHC NHCF – New Construction & Renovation	None
Developer Status	Not for Profit	Not for Profit	For Profit (Private Developer)
Construction cost per sq. ft	\$130 per sq. ft	\$100 per sq. ft for Renovation \$130 per sq. ft for New Construction	\$130 per sq. ft
Project Cost per unit (net HST)	\$272,554	\$214,134	\$246,993
Total Equity Required	\$1,679,760	\$1,612,212	\$354,848
Funding from Programs	\$410,000	\$405,000	\$0
DCR	1.05	1.05 (for rental)	N/A

For the base construction cost an estimate of \$130 per sq. ft. was assumed for new build. This estimate is derived from the cost range estimated for Halifax in the recent Altus 2021 cost guide. For the renovation scenarios, this estimate was lowered to \$100 per sq. ft. based on recent trends and quotes.

Given the early stages of this financial pro forma analysis, an escalation cost of 15% was assumed for all the scenarios. This is adequate given the unpredictable market and the upward trend of construction costs over recent months. Similarly, a contingency of 10% was assumed for both soft and hard costs in the New Build scenarios, to account for unknown variables at this early stage of analysis. These unknown variables are observed to be more costly during renovations, especially for retrofit units, and therefore a higher contingency of 15% was assumed for the renovation scenario.

Conclusions and observations from the pro forma analysis

During the development of the pro forma certain base assumptions were taken into account.

Affordability set at 25% of gross household income

These included estimating household affordability at 25% of gross household income, which is more conservative than the traditional 30%. Using this estimate, households renting a 2-Bedroom unit at \$805 per month need to have a minimum household income of \$38,640 (\$19.32 / hour), while residents renting a 3-Bedroom unit at \$872 per month would need to have a minimum household income of \$41,856 (\$20.93 / hour). With rent supplements, the affordable income bar drops to \$25,968 per month or \$12.98 per hour.

For the affordable ownership scenarios, 25% of household income was used again in the equation. Households buying a 2-bedroom for \$169,044 would need to have an annual income of \$70,030 (\$35.02 / hour), while households' buying a 3-bedroom unit for \$234,592 would need to have an annual income of \$90,204 (\$45.10 / hour). For the market ownership pro forma, a 15% return on equity was considered. As a result, a 3-bedroom unit selling for \$258,536 would be affordable to annual incomes of \$97,574 (\$48.79 / hour) or higher.

Specific target markets

The pro forma scenarios developed aim to help decision-makers better understand the potential impact of the development options available. Each of the scenarios developed for a specific target market, aimed to achieve a different objective. For example, affordable housing brings in federal incentives in the form of lower mortgage interest rates and grants through programs such as the CMHC National Housing Co-Investment Fund and SEED Funding. However, it also restricts flexibility and binds the developer into meeting specific program criteria such as minimum accessibility and energy efficiency.

Similarly, market ownership housing may require the least amount of equity contribution, however, the range of affordability is compromised, meaning lower-income target groups may be left out. Therefore, these scenarios should not be financially compared to each other but rather used as a guiding tool which highlight aspects that decision-makers should consider before making these development decisions.

Capital funding programs

The two surplus school site development scenarios assume that the funding programs applied for would include the CMHC SEED Funding program to assist with the initial studies, fees and charges incurred at the feasibility stage of development. The National Housing Co-Investment Fund (NHCF) New Construction stream would help finance the rest of the project. Under the NHCF program guidelines, 30% of units must be at or below 20% of the median market rent (MMR) for the region. The rates used for the sites were derived from the Property Valuation Services Corporation (PVSC) 2020 data, focused on the southern region of the province which includes the Municipality of Clare.

Opportunities during the detailed design process

As mentioned earlier, the financial analysis was performed on high level conceptual designs; there are many design details to finalize before any of these three concepts can be constructed. One design element to explore is how to reduce the long term operating costs through technologies such as solar or biomass heating, or through high efficiency designs that aim for net-zero or passive house thermal and energy usage goals. These design directions are most valuable for rental projects, where the long term costs have a greater impact on the project feasibility. An additional opportunity would exist if the municipality would participate in the energy efficiency portion of the project, potentially enabling access to funding from the Federation of Canadian Municipalities (FCM) Green Municipal Fund program streams.

5.0 Clare Housing Action Plan

The final section of the report includes the recommended **housing action plan** for the Municipality of Clare District.

Action Plan Goals

The following goals respond to the four gaps and three related housing issues identified in Section 2 of this report:

Housing Gap 1 – Overall lack of rental housing

Housing Gap 2 – Lack of rental housing for lower-income single parents

Housing Gap 3 – Aging stock and cost of operating housing

Housing Gap 4 – Insufficient housing that is affordable to moderate incomes

Goal 1: Increase the amount of rental housing of all types

Clare will benefit from the addition of purpose built rental housing, or rental units in the secondary market, by increasing the options for newcomers, students and seniors to find affordable, suitable housing in the community. The municipality can lead this goal by encouraging new multi-unit residential development and small scale infill development projects such as a secondary suite in a basement, a converted garden suite or garage.

Goal 2: Increase the variety of affordable rental housing options

Housing Gap 2 identifies a need for rental housing for lower-income single parents; expanding the availability of two and three bedroom rental units, plus connecting low-income households with children with financial housing supplements. Addressing this gap may allow households to stay and thrive in Clare, that would otherwise have to relocate to another municipality.

Goal 3: Increase the amount of housing stock available to moderate income households

Housing Gap 4 identified that there is insufficient, suitable housing for moderate income households. These households are the core of the employed workforce in Clare and do not need government subsidies to help them pay for their housing. Growing the stock of

housing in this affordability range will enable retention and attraction of core workers in Clare's industries.

Goal 4: Increase the amount of total housing stock

To enable growth in the industries in Clare, additional housing of all types and affordability levels is needed. Rapidly rising housing sales prices, and long wait times for construction of new houses, suggest that there is substantially more demand than the current stock of housing can meet. Goal 4 should also be considered, when taking action on other portions of in this plan.

Goal 5: Develop new housing on surplus municipal land

There is an opportunity to learn from the upcoming residential development on two surplus school sites on how to potentially redevelop other future surplus municipal land. Current funding programs through the National Housing Strategy require that there be investment by the local (Provincial or Municipal) government. Providing municipally owned land at low or no cost would enable the project to access additional funding that they would not otherwise be eligible for, enhancing project affordability.

Goal 6: Incorporate daycare spaces in new housing developments

Though providing daycare is not a core business of a municipality, in Clare this deficiency is impacting the ability for businesses to attract and retain employees and is impeding economic growth. This goal has been included in this housing action plan because daycare is a need of the households that live in the housing that may be built through this action plan, and that daycare is both compatible and highly convenient when located in or near new, larger, residential developments.

Recommended Actions

The following actions have been developed to address the identified goals.

Action 1: Provide surplus municipal land at minimal or no cost for housing

Contributes to: Goals 1 – 5

Acquiring land in a location and at a price that aligns with delivering affordable housing is a challenge. The municipality can improve the viability of potential affordable housing

projects by contributing surplus lands at minimal or no cost, receiving the economic and community-building spin off effects in return.

Action 2: Use the surplus school sites for “workforce housing”

Contributes to: Goals 1 – 6

The financial analysis of the two surplus school sites presented in this action plan suggests that redevelopment of these sites for a mix of affordable rental (at 80% of average market rent) and ownership housing is likely financially viable. The viability of the potential developments is enhanced if these sites include the minimum amount of accessible and deeply affordable units to enable contributions through the National Housing Co-investment Fund. To focus this action more on Goal 3, responding to the need for housing for moderate income households, consider rent-to-own options for a portion of the family-sized units.

Action 3: Work with other agencies and major employers to increase the number of daycare spots

Contributes to: Goal 6

The municipality can play a role in the creation of additional daycare spaces by facilitating discussions between major employers that would benefit from the availability of more daycare options, and the public and private agencies that provide daycare. The municipality should explore ways they can contribute to the creation of new spaces, such as including one as a requirement when surplus municipal land is developed.

Action 4: Provide staff support for a housing development committee composed of major employers

Contributes to: Goals 1-4

Enable “workforce housing” development by major employers by providing staff hours to facilitate, and research, governance and financial agreements. This is similar to the role that the Clare provides for wider economic development activities in the municipality, enabling the activities and explorations without directly participating in potential projects. This activity may include investigation of a not-for-profit housing development company, a land trust, or a partnership between local employers and an existing housing development company; providing staff that can facilitate these legally and financially technical discussions may enhance the possibility of successful partnerships being created.

Action 5: Further investigate long term water and sewer servicing with required housing growth needs

Contributes to: Goal 4

Municipal infrastructure servicing reduces development costs and increases density, both of which improve the affordability of the resulting housing. Increased development density also reduces the total number of projects needed to build out more housing, reducing the number of developers and builders that need to be involved.

Discussions during the site concept development for one of the surplus school sites suggested that Clare is, or soon will, experience a common problem with expanding municipal infrastructure; that the first project that needs an expansion has to pay for all of the infrastructure. These large up-front costs have been the topic of municipal financial policy for decades. A commonly used tool for mitigating the challenges is a municipality-wide infrastructure development charge, which pools funding to ensure necessary infrastructure can be built when and where it will contribute to the long term, sustainable and responsible development of the municipality.

Action 6: Advocate for and work with the Province to identify opportunities to increase the variety of subsidized affordable housing options in Clare

Contributes to: Goal 1, and Goal 2

The lack of rental options for lower-income single parents identified in Gap 2 will likely only be adequately addressed with funding from Housing Nova Scotia. The Municipality can increase the awareness of this issue with the Province, and work with the Province to enable local deeply affordable housing development(s) or housing programs.

Action 7: Identify opportunities for the Municipality to leverage funding from other orders of government by contributing to affordable housing projects in Clare

Contributes to: Goal 1, and Goal 2

There is often a role for the local municipality when affordable housing is being built, as often the other levels of government require, or include as a criterion, that the local municipality also be contributing to the project. Another common requirement for recent funding from the Federal government has been that the projects be “shovel ready”, and able to be both started and completed quickly. Working with potential developers to get a number of potential projects “shovel ready”, including conditional support for municipal financial support may enable projects in Clare to be selected for funding from other levels of government, and move into actual developments.

The following table identifies the timelines and resources to implement these seven actions.

Table 13: Timelines and Resources to Implement the Actions

Actions	Timeline	Resources
Action 1: Provide surplus municipal land at minimal or no cost for housing	Immediate	Council Direction Surplus Land
Action 2: Use the surplus school sites for rental “workforce housing”	Immediate	Council Direction 2 Surplus School Sites
Action 3: Work with other agencies and major employers to increase the number of daycare spots	Medium Term (1-2 years)	Municipal Staff Hours
Action 4: Provide staff support for a housing development committee composed of major employers	Medium Term (1-2 years)	Municipal Staff Hours
Action 5: Further investigate long term water and sewer servicing with required housing growth needs	Long Term (2-5 years)	Infrastructure Needs Assessment Financing Plan
Action 6: Advocate for and work with the Province to identify opportunities to increase the variety of subsidized affordable housing options in Clare	Short Term (3-12 months)	Staff and Council Hours Detailed Analysis of Subsidized housing in Clare
Action 7: Identify opportunities for the Municipality to leverage funding from other orders of government by contributing to affordable housing projects in Clare	Medium Term (3 months – 2 years)	Municipal Staff Hours

6.0 Roadmap to Site Development

The Municipality of Clare District has expressed an interest in understanding the roadmap to developing two surplus school sites. Based on the consultants' investigations and discussions with municipal staff, a proposed road map to site development, with two alternative paths, is outline below. This road map is preliminary in nature and is for illustrative purposes. Depending on decisions made early on in the process, the approach may change.

Feasibility

Preliminary work has been undertaken to determine the financial feasibility of the development of the two surplus school sites. In additional to assessing the impact that the COVID-19 pandemic has had on construction costs, labour availability, and prices for rental and ownership units, other tasks and analysis which needs to be carried out to move the projects forward are outlined below.

1. Decide on Procurement Approach

Review and decide upon a range of procurement options to develop the properties. This may involve a request for expressions of interest (REOI) or request for proposals (RFP) for owners, developers, and operators of the housing. The owner could be a private developer, major employer in Clare, a newly formed housing corporation or another potential partner.

Before issuing a REOI or RFP, a range of additional studies should be undertaken to better inform potential development partners, as outlined below. The tasks below may be modified depending on the procurement approach selected.

2. Secure Building Condition Assessment

Building condition assessment reports would assist the architect in determining if the school buildings could be more efficiently retrofitted for residential adaptation. This would also assist in highlighting potential remediation or abatement requirements (such as for asbestos or lead paint).

3. Topographic and Boundary Survey

A boundary and topographic survey is needed to assist in the detailed engineering and architectural design process, and identify suitable site grading for on-site stormwater management as well as on-site sewer and wastewater systems.

4. Environmental Site Assessment, Geotechnical and Water Supply (Hydrogeological) Assessment

Most lenders and purchasers require assurances that the site is free from environmental issues, or that they have been identified and the mitigation costs are known.

Undertaking an environmental site assessment (ESA) is an important due diligence study undertaken when considering the purchase of properties. The geotechnical study provides the purchaser / developer of the property additional critical information on the soils conditions.

In terms of the hydrogeological assessment, when groundwater conditions are considered early during the process of planning a residential development served by private water wells, measures can be taken in advance that will reduce the risk of water quality and quantity problems. Common recommendations include ensuring adequate distances between water wells to avoid interferences, or design requirements chosen for a particular site to mitigate contamination risks. Preplanning for these potential issues is less costly, and Nova Scotia Environment has developed water supply assessment requirements as part of approving subdivisions.

5. Prepare Initial Pro Forma and Project Schedule

Based on the information gathered above, as well as information gathered by the consultants in preparation of this report, prepare a detailed initial pro forma that includes the housing development impacts from the COVID-19 pandemic. This initial pro forma would include a capital budget, cash flow and operating budget. A preliminary project schedule to occupancy should also be created as part of the overall feasibility analysis.

6. Summary of Feasibility Analysis

A summary of the feasibility analysis conducted to date, as well as an identification of the municipality's preferred target population, should be prepared at this point to inform the procurement approach for moving forward. Specific sections of the feasibility

analysis and supporting documents could be shared with potential development partners to inform the REOI or RFP process.

7. Opportunity 1: Potential Tender or Request for Proposals

The information above is necessary to formulate the supporting materials for a tender or request for proposals document for detailed design. The Municipality may decide to release a tender based on the information contained in the feasibility analysis, and let the market respond with preliminary concept plans suitable to the project. Alternatively, further detailed design could take place, and the tender process could be for prefabricated or stick-build units generally in conformance with an overall master plan.

Development

The feasibility analysis is a key component of the preliminary due diligence process. Once it's decided that the proposed development is feasible, the identified developer proceeds to the development phase. The tasks below have been adapted to consider the opportunity that a non-profit or private developer has been selected (Opportunity 1) or a tender will take place further along in the development process (Opportunity 2).

8. Develop Financing Strategy and Secure Funding/Financing for Development

The funding and financing sources identified in the Housing Action Plan should be pursued by the development partner, possibly in conjunction with the Municipality at the beginning of the development phase. This may involve engaging with CMHC, Nova Scotia Housing, private lenders and others.

9. Identify and Secure Development Team

Additional development professionals will be engaged in this phase of the process including an appraiser, environmental engineer, architect, structural, mechanical and electrical engineer (as required), project monitor/quantity surveyor/cost consultant, lender, construction manager or construction contractor, and other technical consultants as required.

10. Secure Planning Approvals

Any required municipal planning approvals will be identified and secured at this phase of the development process. Consolidation of the École Stella-Maris Site properties would occur during this phase.

11. Refine the Concept Site Plan and Apply to Nova Scotia Transportation and Infrastructure Renewal (NSTIR) leading to a Work-Within-Highway Right-Of-Way Permit

Based on the above studies, the prepared concept plans and massing models should be refined into a revised site plan. Using the revised site plan, a Work-Within-Highway Right-Of-Way Permit can be applied to the province to review any additional requirements from NSTIR prior to commencing detailed design.

12. Preliminary Site Servicing and Lot Grading Plan, Water and Wastewater Comment Process with Nova Scotia Environment

Site servicing plans are used to determine water and sanitary sewer requirements. A formal comment process is also initiated with the province regarding the proposed system design.

13. Identify and Undertake Other Studies

The investigations noted above and further development of the design drawings may identify additional site or building studies that need to be undertaken to finalize the plans for the purposes of securing tenders and a building permit.

14. Prepare Design Development Drawings

Detailed architectural and building systems design would be prepared at this phase of development. This would be undertaken by the non-profit or private developer if already selected under Opportunity 1, or an architectural / engineering firm secured by the Municipality to move the design to a further level of detail.

15. Update Pro Forma and Project Schedule

Throughout the development phase, the pro forma and project schedule is updated as new information is obtained through various site and building studies, including tendering for the renovation / construction.

16. Opportunity 2: Potential Tender or Request for Proposals for Pre-Fab

The information gathered and analyzed in steps 1 to 15 is necessary to formulate the supporting materials necessary for a tender or request for proposals document for prefabricated or stick-build units generally in conformance with an overall master plan.

Construction

This phase of the development involves renovating and / or constructing the housing development and ancillary spaces.

17. Apply for and Secure Building Permits

The required building permits, which may include a demolition permit, renovation permit, etc., are applied for and secured in order for construction to commence.

18. Undertake Contract Administration

The non-profit housing corporation or private developer will administer the construction contract of the successful general contractor or modular/pre-fab supplier or sub-trades, depending on the procurement approach selected.

19. Monitor Project Schedule and Budget

Throughout the construction phase, the non-profit housing corporation or private developer will monitor the construction schedule with other consultants to keep project on time, including attending site meetings on a regular basis. This task also involves reviewing contemplated change orders and other changes to the contract to ensure that sufficient funds are in place to complete the construction of the project.

20. Secure Funding and Financing Loan Advances

Throughout the construction phase, the non-profit housing corporation or private developer will prepare and secure ongoing funding and financing loan advances, including calculating and submitting claims, and disbursing funds to pay the general contractor's and other professionals' invoices.

21. Undertake Marketing and Tenant Selection

At least six months prior to occupancy, develop a marketing strategy, prepare tenant lease or purchase and sale agreement, undertake tenant selection and sale of homes, and undertake other tasks in preparation of securing tenants or purchasers of the homes.

Occupancy

22. Plan and Undertake Move-in

The move-in process, including developing procedures, and preparing and executing the move-in schedule, is important for a smooth transition to occupancy.

23. Prepare First Year Operating Budget and Finalize Capital Budget

Prepare a first year operating budget, building on the operating budget developed as part of the pro forma and based on current revenue and cost estimates. Most lenders and funders require a capital cost audit; this would be undertaken by the auditor once all capital expenses have been incurred and verified.

24. Wrap-up Construction and Close-out

Identify and monitor the completion of any deficiencies, ensure warranties, guarantees and other material provided by the builder are received, obtain occupancy permit (if required).

Appendix A: Stakeholder Engagement

Stakeholder Engagement

Stakeholder engagement was conducted through interviews and a focus group session. The purpose of engagements was to:

- confirm and share desk research on housing needs, especially as it relates to future needs and employment-related housing needs
- explore best practices and possible actions for addressing housing needs.

Overall, the project team engaged seven key informants and hosted one focus group in March 2021. Key informants represented local employers, institutions and developers or builders with experience in the region. Focus group participants were primarily employed at a local business or institution and lived in Clare at the time of the housing study. The table below provides a list of key informants and notes the number of participants in the Focus Group.

Organization	Engagement Type
L. Deveau Fisheries/J.D. Composites	Key Informant Interview
Villa Acadienne	
CAPENE (Daycare resource centre)	
AF Theriault	
Penney Group	
Université Sainte-Anne	
6 Participants	Focus Group

Lines of Inquiry

The engagement and consultation plan included the following key lines of inquiry to specific stakeholder groups:

Stakeholder Group	Line of Inquiry
Major Employers / Local Business Leaders	<ul style="list-style-type: none"> • In the next 2-5 years how much expansion do you see in your business? • What businesses are you aware of that are coming into or leaving Clare? • What are the ranges of incomes that employees at your organization make, where they more frequently have trouble finding appropriate housing? • Does Clare provide the types of housing that promotes local job growth? • We are being told there are jobs available in Clare, why do you think employers are having trouble attracting new employees? • What actions can Clare take to address housing need and how would you define housing innovation? • Is existing housing situated in complete communities? Probe: What is the average commute time for yourself, your employees? Probe: Do your employees tend to live in Clare? • Do you use local employment support services or any regional/federal government initiatives to attract employees?
Subsidized/Affordable/ Non-Profit Housing Providers	<ul style="list-style-type: none"> • In addition to a limited supply of housing, what would you say are the key housing issues in Clare? • What is the appropriate role of Housing Authorities (ie. Western Regional Housing Authority) in the funding and delivery of affordable housing programs? • What are the main issues and solutions regarding the continued role of Housing Authorities? • How would you define innovation in affordable housing? • In addition to a very limited supply housing, what would you say are the key housing issues in Clare? • How could an affordable housing action plan address other design principles such as: <ul style="list-style-type: none"> • unit size mixing • universal access • safety and security • energy efficiency • What is the quality, e.g., capital needs, unit accessibility, integration into the community, etc., of the existing subsidized housing? • How could an affordable housing program best target vulnerable groups in your region?
Builders and Developers	<ul style="list-style-type: none"> • What local opportunities exist which could help reduce the costs of constructing new affordable rental housing (e.g. land, capacity in the building industry, land use planning innovations)? • Do you have any examples of effective partnerships between the building industry and municipal/regional governments working together? How could co-ordination in Clare improve or be encouraged? • What is your opinion of where the rents are at? • Do you have any plans to build housing in Clare? What are the barriers you foresee to starting and completing projects?

Sample Employees	<ul style="list-style-type: none"> • Do you live in Clare? <ul style="list-style-type: none"> • Probe: What is your average commute to work? • Probe: Do you live in Clare or in a neighbouring municipality? • Does Clare provide the type of housing that promotes local job growth? • What is the relationship between home prices and local wages? • How many people do you know that are looking for housing? Are they interested in renting or owning their housing? • If you are thinking about moving to other housing in the area would you rather rent or own? • Is housing in Clare appropriate, if not, what would make it more appropriate? • Who can and cannot afford to live in this municipality? • Should multi-unit housing be introduced to Clare, what would be the most attractive type of housing? <ul style="list-style-type: none"> • Duplexes, small apartments (8 or less units) • Larger apartments (10+ units) • Multi-storey buildings (3+ floors) • Groups of 3-4 small rental apartments (3-4 buildings with 6-8 units in each one) • Is existing housing situated in complete communities? (Complete communities are places where homes, jobs, schools, community services, parks and recreation facilities are easily accessible). • What actions can Clare take to address housing need?
Sample Residents	<ul style="list-style-type: none"> • Can you identify any housing trends in your community such as a growth in secondary rental market (ex. people renting their home or basement), mortgage foreclosures, and/or decreasing home values and/or increasing housing prices? • In addition to a limited supply of housing, what would you say are the key housing issues in Clare? • What are the housing needs in your region and what kind of assistance do households need? • <i>Question for homeowner:</i> Would you consider making a portion of your home available for rent? Such as a parent suite? • Should multi-unit housing be introduced to Clare, what would be the most attractive type of housing? <ul style="list-style-type: none"> • Duplexes, small apartments (8 or less units) • Larger apartments (10+ units) • Multi-storey buildings (3+ floors) • Groups of 3-4 small rental apartments (3-4 buildings with 6-8 units in each one)

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