

**A SPECIAL MEETING OF THE
COUNCIL OF THE TOWN OF LADYSMITH
AGENDA
5:00 P.M.**

Tuesday, February 16, 2021

This meeting will be held electronically as per Ministerial Order No. M192

Pages

1. ACKNOWLEDGEMENT

The Town of Ladysmith acknowledges with gratitude that this meeting takes place on the traditional, unceded territory of the Stz'uminus First Nation.

2. CALL TO ORDER

3. AGENDA APPROVAL

Recommendation

That Council approve the agenda for this Special Meeting of Council for February 16, 2021.

4. CLOSED SESSION

Recommendation

That, in accordance with section 90 of the *Community Charter*, Council retire into closed session in order to consider items related to the following:

- personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality - section 90(1)(a)
- negotiations and related discussions respecting the proposed provision of a municipal service - section 90(1)(k)
- the consideration of information received and held in confidence relating to negotiations between the municipality and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party - section 90(2)(b)

5. OPEN SESSION (6:30 p.m.)

Residents are encouraged to "virtually" attend the meeting by registering here:

https://zoom.us/webinar/register/WN_qx8MEEaCQTOP2SvRsJWpAA.

Instructions on how to join the meeting will be sent immediately after you register.

View the livestream on YouTube:

<https://www.youtube.com/channel/UCH3qHAExLiW8YrSuJk5R3uA/featured>.

6. DELEGATION

**6.1. G.P Rollo and Associates and the Cowichan Housing Association:
Ladysmith Housing Needs Assessment Report**

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George Parker, of G.P. Rollo and Associates, and John Horn, of the Cowichan Housing Association, will present the Ladysmith Housing Needs Assessment Report.

The full report for Ladysmith and other CVRD municipalities can be found here: <https://www.cvrld.ca/3348/Sub-regional-Housing-Needs-Assessment-Re>

Recommendation

That Council receive for information the Ladysmith Housing Needs Assessment Report.

7. ADJOURNMENT

An aerial photograph of a large lake, likely in the Pacific Northwest, with a town and marina visible on the shore. The background features rolling mountains under a hazy sky. A semi-transparent white box is overlaid on the center of the image, containing the title text.

TOWN OF LADYSMITH SUB-REGIONAL SNAPSHOT JANUARY 2021

MAP OF CVRD



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INTRO/BACKGROUND

Have you ever wondered how you'll pay your mortgage or rent? Do you have a good paying job but can't seem to find a place to live? Do you have a safe and affordable place to call home?

These and similar questions are on the minds of many British Columbians. In 2017, as a response to the housing crisis, the Province of British Columbia committed more than \$800 million to invest in affordable housing throughout the province.

In April 2019, the Province went a step further and asked local governments to collect data, look at trends and report back on current and anticipated housing needs within their communities. These reports, known as Housing Needs Assessment Reports, are meant to help local governments better understand the existing and projected gaps in their housing supply and use them to inform plans and decision making going forward.

These reports consider things like household income, labour, the economy, population growth and housing prices. The Province requires local governments to produce these reports every five years.

For the Cowichan Valley Regional District, a Housing Needs Assessment Report is required for the entire region, and subregional reports are required for each electoral area and member municipality.

The remainder of this document is meant to provide a 'snapshot' of the data and the trends observed on current and anticipated housing needs within the Town of Ladysmith. For a more in-depth look at the full Housing Needs Report for the Town of Ladysmith or to check out the project webpage, visit the following link: [Housing Needs Assessment | Cowichan Valley Regional District \(cvrd.ca\)](https://www.cvrld.ca/housing-needs-assessment)



DEMOGRAPHIC PROFILE

POPULATION GROWTH

Within the CVRD, Ladysmith increased in population by 13%, from 7,390 to 8,360 residents, faster than the rate of growth across the CVRD as a whole. Ladysmith is the third most populous jurisdiction, smaller than just North Cowichan and electoral area B (Shawnigan Lake). From 2006 to 2016, Ladysmith's share of the region's overall population remained at 10%.

Population Over Time from 2006 - 2016

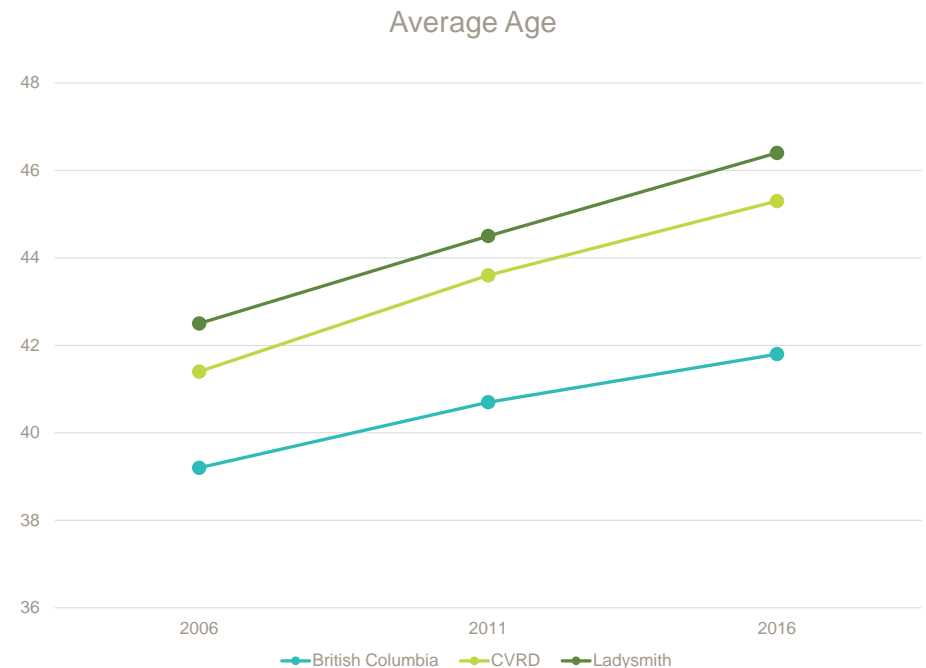
	2006	2011	2016
British Columbia	4,054,605	4,324,455	4,560,240
CVRD	75,495	78,670	81,885
Ladysmith	7,390	7,850	8,360

UNHOUSED POPULATION

From the 2017 Point-in-Time Homeless Count and Homeless Needs Survey Community Report, five people were counted as absolutely homeless, one person was considered hidden homeless and 11 people were surveyed as at-risk of being homeless. Examples of hidden homelessness include people staying with family or friends (e.g., couch surfing), staying in trailers or cars, or accessing transitional or temporary housing.

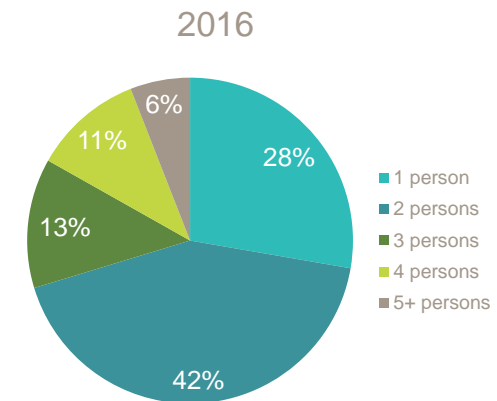
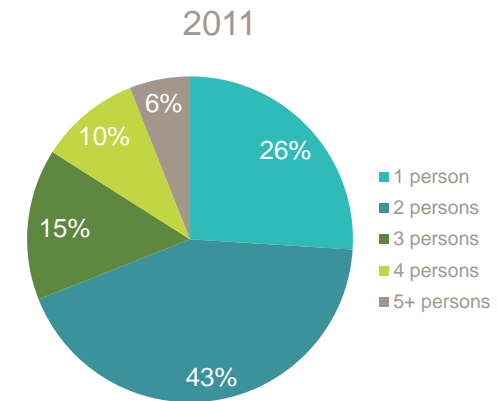
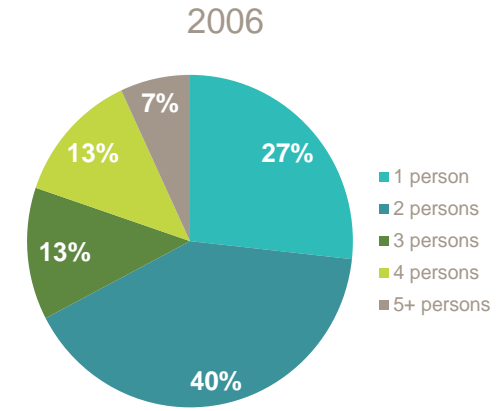
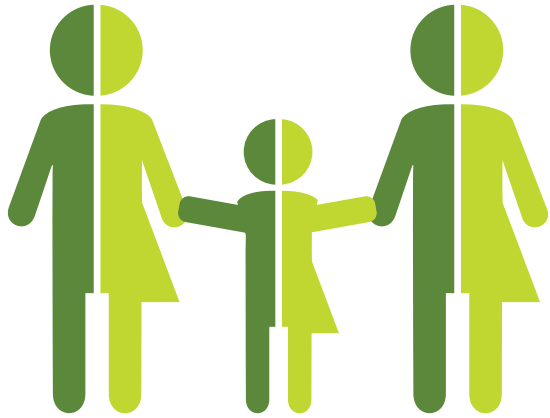
AGE

From 2006 to 2016, the average age in the CVRD increased from 41.4 to 45.3 years. Ladysmith is slightly older than the average across the CVRD. The average age in Ladysmith increased from 42.5 to 46.4 between 2006 and 2016.

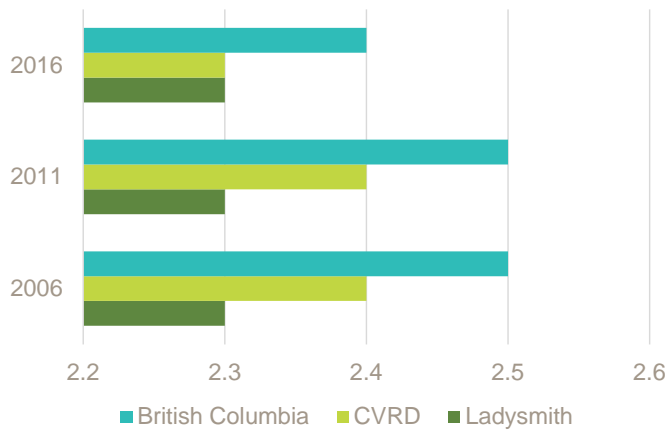


HOUSEHOLD SIZE

Household sizes in Ladysmith are similar (2.3 people per household) to those in the CVRD (2.3 people per household). Average household size saw no significant change between 2006 and 2016.



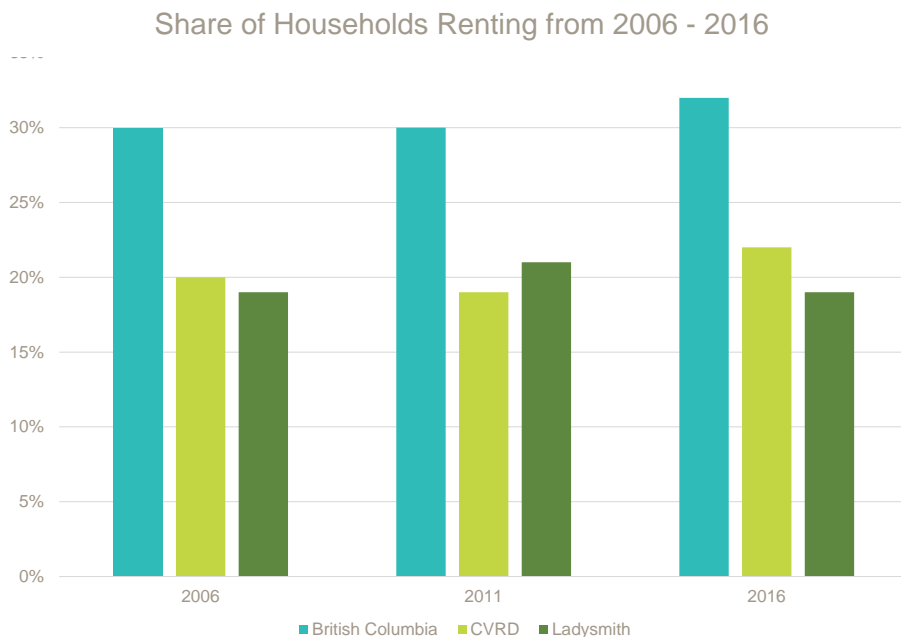
Average Household Size by Jurisdiction Over Time from 2006 - 2016



TENURE

During the decade under analysis, renters as a share of all households in British Columbia increased from 30% to 32%. A smaller share of households in the CVRD are renters, but the same upward trend is present: renters increased from 20% to 22% of all households. Ladysmith has a smaller share of renters (at 19%) compared to the CVRD. This share has remained consistent from 2006.

Renters as a share of all households in BC increased from 30% to 32% (2006-2016). A smaller share of households in the CVRD are renters, but the same upward trend is present: renters increased from 20% to 22% of all households.



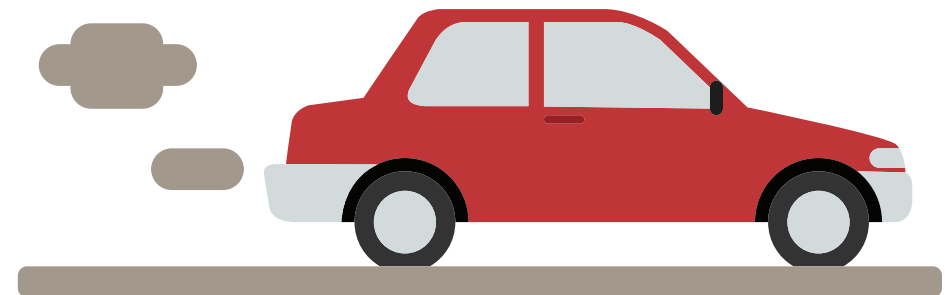
TRANSPORTATION

In Ladysmith, approximately 92% of commuters used a private automobile to get to work in 2016. Travelling to work by car took an average of 23 minutes (one-way) and those who took the bus travelled an average of 47 minutes (one-way).

Transportation costs in Ladysmith are high due to existing car dependence, but they could very likely be reduced with improvements to transportation infrastructure that emphasize more active modes of transportation, including transit.

Annual Rides and Trips by Bus Route in Ladysmith in 2019

	Rides	Trips
Conventional Routes		
Ladysmith/Alderwood	4,203	2,028
Ladysmith/Chemainus	7,099	1,352
Ladysmith/Duncan	7,007	2,189

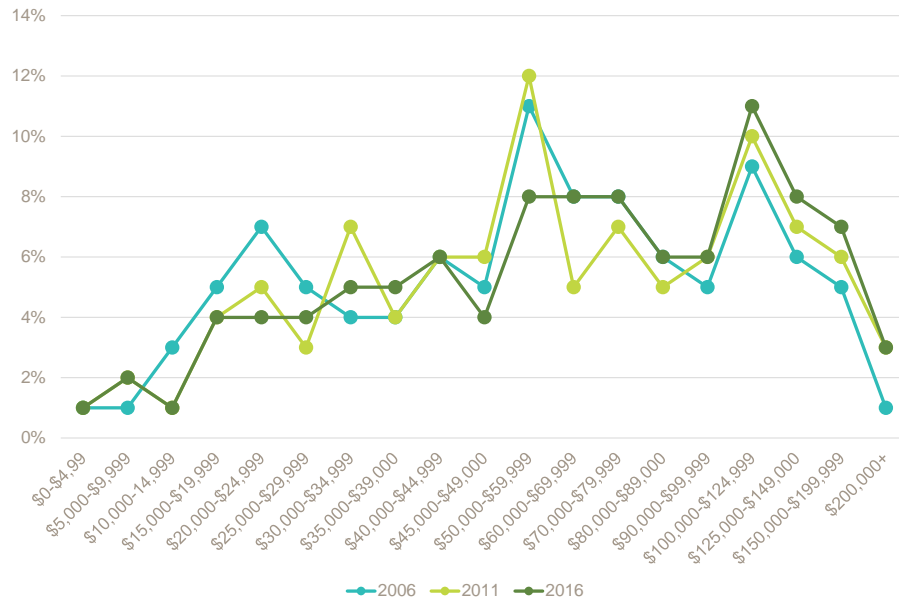


INCOME AND ECONOMY

HOUSEHOLD INCOME

Ladysmith had a median household income of \$67,584 in 2016, close to the regional median and increasing from 2006 to 2016. BC's median income rose from \$62,000 to \$70,000 and the CVRD's rose from \$60,000 to \$65,000 between 2006 and 2016.

Share of Household by Annual Income in 2006 - 2016

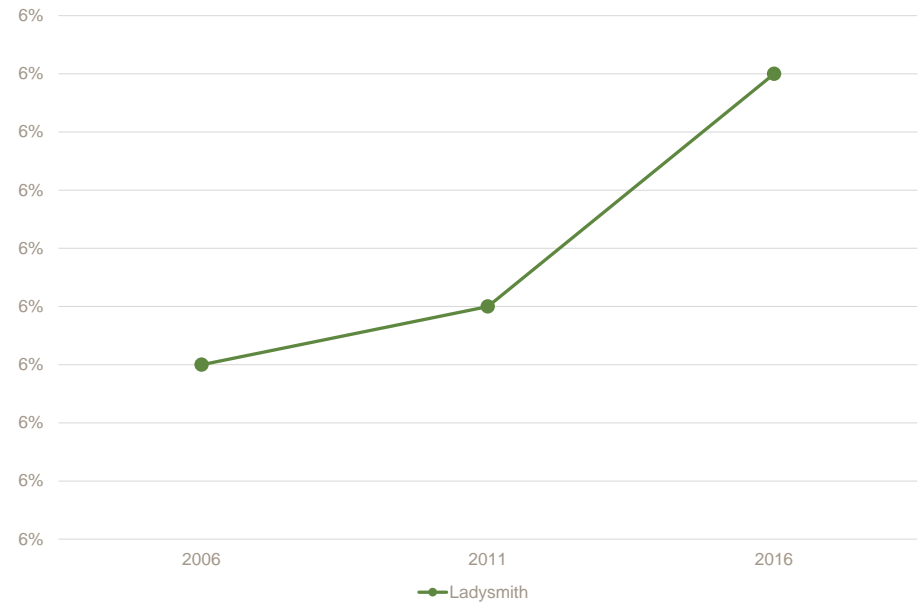


EMPLOYMENT

The unemployment rate (reflective of those seeking employment but unable to find it) generally increased during this decade but was highest during the recession in 2011. Unemployment in the CVRD (increasing from 6.5% to 7.4%) has generally been slightly higher than in BC overall

(increasing from 6.0% to 6.7%) except in 2011 (both 7.8%). Ladysmith's unemployment rate is consistently below that of the region as a whole, increasing slightly from 5.8% in 2006 to 6.3% in 2016.

Unemployment Rates



INDUSTRY

Within the CVRD, the labour force is somewhat geographically clustered. Note that this refers to the residential locations of workers in these sectors rather than where this employment takes place. Ladysmith's labour force is similar to that of the region as a whole, although it does have notably few construction workers.

HOUSING PROFILES

DWELLING TYPES

Ladysmith has a greater share of ground-oriented multi-unit dwellings than the electoral areas, as well as a higher share of apartments and a lower share of single-detached houses. Single-detached homes are the largest portion of the housing supply at 68% of the housing stock. Apartments make up the next largest portion of the housing stock, at 10% of units.

Share of Total Housing Units by Type in 2006 - 2016

	Single-detached	Semi-detached	Other single-attached	Row House	Apartment in Duplex	Apartment (1-4 Storeys)	Apartment (5+ Storeys)	Movable Dwelling
2006	71%	3%	0%	8%	2%	11%	0%	4%
2011	73%	3%	0%	9%	3%	8%	0%	3%
2016	68%	6%	0%	7%	2%	10%	0%	7%

DWELLING AGE

Ladysmith has an older housing stock than the CVRD, with dwellings older than 1961 making up the largest proportion (24%).

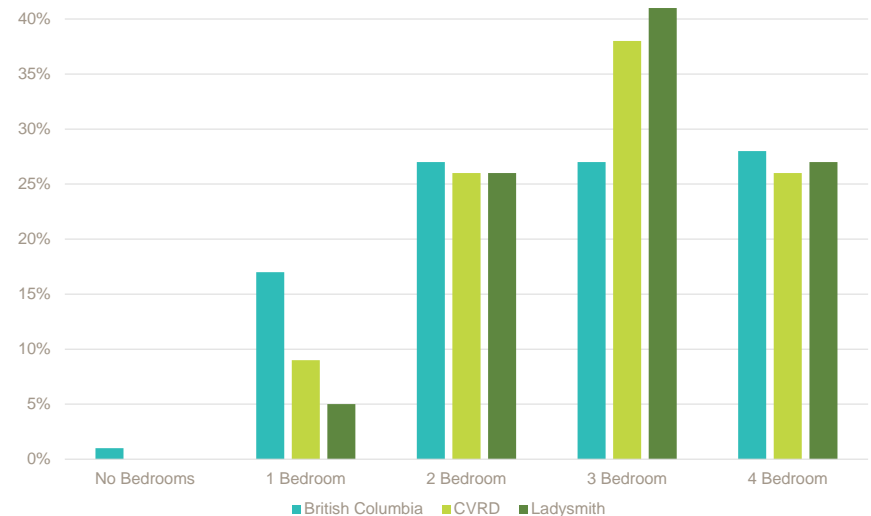
BEDROOM NUMBER

Compared to the CVRD, Ladysmith has a lower share of one-bedroom units (5%) and a higher share of three-bedroom units (41%). Four-bedroom units make up 27% of the housing stock and two-bedroom units make up 26% of the housing stock.

Share of Dwellings by Year of Construction



Composition of Housing Stock by Room Count and Jurisdiction in 2016



NON-MARKET HOUSING

In Ladysmith, 116 households are subsidized by BC Housing, including:

- 27 units in the transitional supported and assisted living.
- 18 units in the independent social housing.
- 71 households are provided rent assistance in the private market, 56 of which are comprised of seniors.

Non-Market Rental: Housing with rents lower than average rates in private market rental housing. Includes the Rental Assistance Program, a type of rent supplement that BC Housing offers to eligible low-income families.

Market Rental: Units available for rent in the private market without subsidy provided by the government.



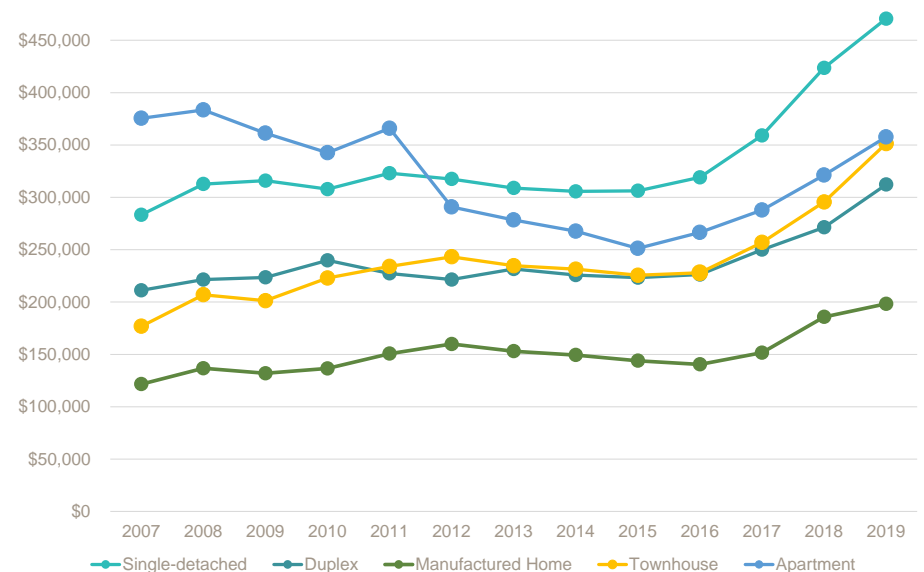
MARKET RENTAL HOUSING

Ladysmith has an average rent cost of \$950. Renters with an income up to \$22,902 are spending 42% of their income on rent and utilities for a one-bedroom and 80% of their income for a two-bedroom. Respondents share stories of facing barriers to finding rental options in Ladysmith due to rental restrictions, previous homelessness, owning pets and having young children.

MARKET OWNERSHIP HOUSING

From 2012 onward, single-detached homes were the most desirable and expensive form of housing in Ladysmith (\$300,000–\$450,000), followed by apartments (\$250,000–\$350,000). From 2017 to 2019, prices increased considerably each year for all unit types, a widespread trend throughout southern BC.

Average Value per Dwelling Unit by Type in Ladysmith



PROJECTIONS

HOUSEHOLD PROJECTIONS

Between 2019 and 2025, Ladysmith is expected to grow from 3,843 households to 4,353 households, an increase of 13% in six years, which would be somewhat less rapid than the 16% growth observed between 2006 and 2016.

Projected Households from 2019 - 2025

	2019 (Estimate)	2025 (Projection)	2019 - 2025 Growth
Ladysmith			
	3,843	4,353	13%
Cowichan Valley			
	34,744	39,967	15%

POPULATION PROJECTIONS

Between 2019 and 2025, Ladysmith is expected to grow from 8,762 residents to 10,063 residents, an increase of 15% in six years, achieving a somewhat faster pace than the 13% growth observed between 2006 and 2016.

Projected Population from 2019 - 2025

	2019 (Estimate)	2025 (Projection)	2019 - 2025 Growth
Ladysmith			
	8,762	10,063	15%
Cowichan Valley			
	80,404	93,071	16%

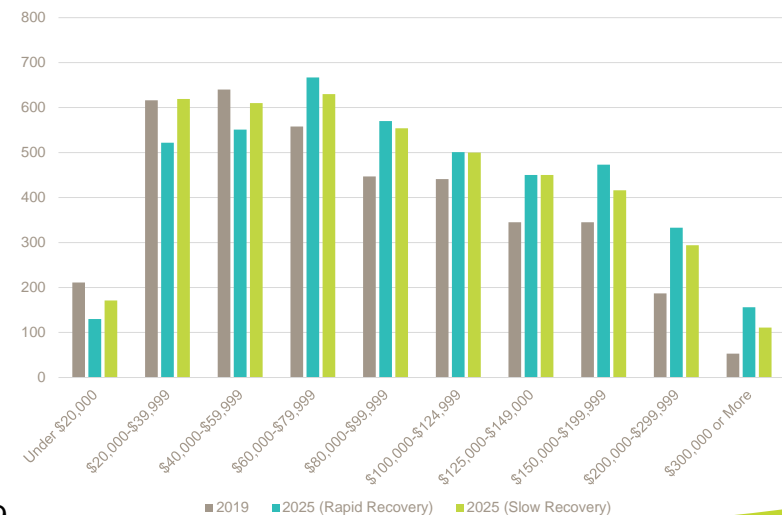
HOUSEHOLD INCOME PROJECTIONS

Due to the uncertainty of COVID-19, two income projections were done to 2025. One projection assumes a rapid economic recovery from the COVID-19 pandemic, while the other assumes a slower economic recovery. In 2025 (and in 2025 dollars), Ladysmith is expected to have a median household income of \$90,772 in the rapid recovery scenario or \$85,289 in the slow recovery scenario.

TENURE PROJECTIONS

Based on income projection, the split of Ladysmith's households by tenure will shift slightly toward owners in the rapid recovery scenario (to 18% renter households and 82% owner households) but not change appreciably in the slow recovery scenario (remaining at 19% renter households and 81% owner households).

Estimated Number of Households by Income Bracket in 2019 and 2025 by Scenario



HOUSING NEEDS

PROJECTION OF HOUSING NEED BY NUMBER OF BEDROOMS

In Ladysmith, 2,919 households will need only one bedroom in 2025. The reason for this is that one bedroom of need corresponds with households that include one person and with households that include one couple, which comprise about 89% of households in Ladysmith. In 2025, it is projected that the Town of Ladysmith will need an additional 510 units of housing, most of which should be one-bedroom units.

Projection of Housing Needs by Number of Bedrooms

	2019	2025	Projected Units
Ladysmith			
1 Bedroom	2,535	2,919	384
2 Bedrooms	547	619	72
3+ Bedrooms	762	815	53
Total:	3,843	4,353	510

HOMELESSNESS

A lack of emergency shelters and long-term options for those experiencing homelessness in the broader region was identified through interviews with housing and community organizations. In particular, engagement results point to a lack of safe housing options for youth, First Nations, women and those with mental health challenges.

Housing for the Homeless: Housing or rent supplement for people who are at risk of homelessness or formerly homeless. This type of housing includes on- or off-site support services to help people move toward independence and self-sufficiency.

The Province has committed to addressing housing and support needed for people who are homeless. There are more than 11,000 subsidized units, rent supplements and emergency shelter spaces for people who are homeless or at risk of homelessness across BC. In addition, a number of programs have been created to provide help to those who need it most. To learn more about these programs visit the following link: <https://www2.gov.bc.ca/gov>



NON-MARKET HOUSING

BC Housing breaks down the types of housing support it provides into four high-level categories: emergency shelter and housing for the homeless, transitional supported and assisted living, independent social housing and rent assistance in the private market. Seniors make up the largest funding group in the three largest high-level categories and therefore receive the majority of BC Housing support in the CVRD.

Households in Ladysmith with incomes below approximately \$59,000 will not be able to afford renting new homes. Some households with income below this amount will still be able to find housing in the rental market, as older rental homes can be more affordable.

Number of Units Under BC Housing Administration by Service Allocation Group in 2020

Independent Social Housing	Ladysmith	CVRD	Emergency Shelters & Housing for the Homeless	Ladysmith	CVRD
Low Income Families	0	136	Homeless Housed	0	24
Low Income Seniors	18	273	Homeless Rent Supplements	0	55
SUBTOTAL	18	409	Homeless Shelters	0	15
			SUBTOTAL	0	94

Rent Assistance in Private Market	Ladysmith	CVRD
Rent Assistance for Families	15	188
Rent Assistance for Seniors	56	466
SUBTOTAL	71	654

Transitional Supported & Assisted Living	Ladysmith	CVRD
Frail Seniors	27	118
Special Needs	0	47
Women and Children Fleeing Violence	0	10
SUBTOTAL	27	175

THE HOUSING CONTINUUM



MARKET RENTAL HOUSING

Renter households in Ladysmith making less than \$39,400 per year tend to spend more than 30% of their annual income on housing expenses, placing these households in core housing need. The analysis suggests that in 2019, 35% of Ladysmith’s renter households are in core housing need and 11% are in extreme core housing need. This is a slight improvement compared to the rates reported in the previous few censuses (38% in 2006, 42% in 2011 and 38% in 2016).

Estimated Housing Costs Versus Household Income for Renter Households

	Household Income	30% of Income	50% of Income	Estimated Housing Cost
Ladysmith				
	\$20,000	\$6,000	\$10,000	\$10,306
	\$40,000	\$12,000	\$20,000	\$11,877
	\$60,000	\$18,000	\$30,000	\$13,991
	\$80,000	\$24,000	\$40,000	\$15,934
	\$100,000	\$30,000	\$50,000	\$17,418
	\$120,000	\$36,000	\$60,000	\$18,503
	\$140,000	\$42,000	\$70,000	\$19,245
	\$160,000	\$48,000	\$80,000	\$19,736
	\$180,000	\$54,000	\$90,000	\$20,022
	\$200,000	\$60,000	\$100,000	\$20,175
	\$220,000	\$66,000	\$110,000	\$20,258
	\$240,000	\$72,000	\$120,000	\$20,299
	\$260,000	\$78,000	\$130,000	\$20,317
	\$280,000	\$84,000	\$140,000	\$20,320
	\$300,000	\$90,000	\$150,000	\$20,320

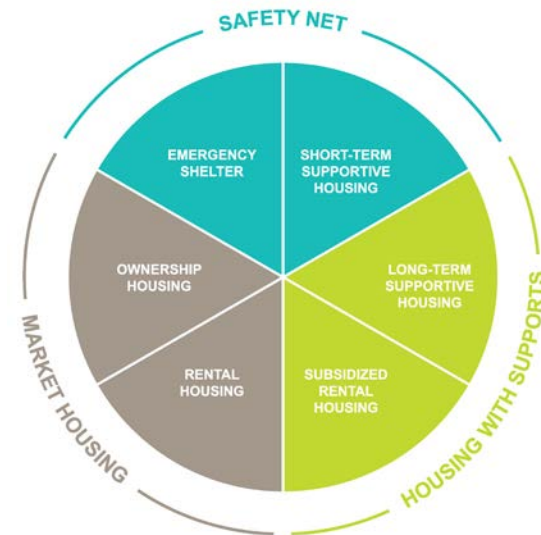
Teal items indicate that housing costs for this group in this jurisdiction exceed the 30% affordability threshold.

Core Housing Need: A household is said to be in core housing need if its housing falls below at least one of the adequacy, affordability or suitability standards and if the household would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that meets all three housing standards.

Extreme Core Housing Need: Those who meet the definition of core housing need and spend 50% or more of their income on housing.

MARKET OWNERSHIP

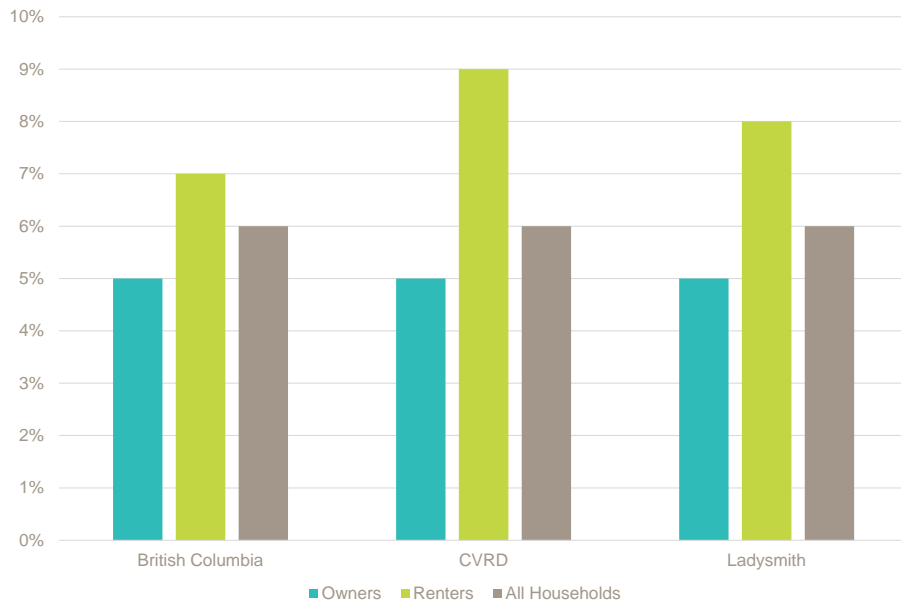
From 2007 to 2011, the average value of non-rental apartments in Ladysmith (\$350,000-\$400,000) was greater than that of single-detached homes (\$300,000-\$325,000). This unusual circumstance was likely the result of some recently constructed apartments. From 2012 onward, single-detached homes were the most desirable and expensive form of housing (\$300,000-\$450,000), followed by apartments (\$250,000-\$350,000).



HISTORIC AND CURRENT HOUSING CONDITION (ADEQUACY)

In 2016, the share of Ladysmith households requiring major repair (the adequacy standard) was 6%. This is consistent with rates in the CVRD and BC (both 6%).

Share of Households by Tenure Below Adequacy Standard (Major Repairs Required) in 2016



HISTORIC AND CURRENT OVERCROWDING (SUITABILITY)

In Ladysmith, overcrowding (the suitability standard) affects 1% of owner households and 5% of renter households. Within the CVRD and BC, a greater share of renters experience overcrowding compared to owners.

HISTORIC AND CURRENT AFFORDABILITY

The share of all households falling below the affordability standard (housing expenses equal to 30% of household income) in Ladysmith is 18%. Over twice the share of renters experience affordability challenges compared to owners. In comparison, the average of all households in BC falling below the affordability standard was 22% in 2016.

CORE HOUSING NEED AND EXTREME CORE HOUSING NEED

In 2019, 19% of Ladysmith's households are in core housing need and 2% are in extreme core housing need. Overall numbers of households in core housing need are in line with trends reported in the last several census, which showed 20% in 2006, 21% in 2011 and 18% in 2016.



AFFORDABILITY OF NEW DEVELOPMENT

FINANCIAL ANALYSIS RESULTS

A financial model analyzing the cost of residential development for a variety of housing types and tenures was created. Using this model, the lowest sale price or rental rate per unit that a builder could afford to charge for the finished product while still achieving a minimal level of profit was calculated.

Based on the construction cost assumptions, the housing prices represent the most affordable units that a developer or builder could afford to produce in the Town of Ladysmith. More affordable new units may exist, but these would arise from exceptional circumstances, such as unusually cheap land or government subsidies and incentives.

These minimum prices and rental rates indicate what levels of household income would be required to purchase or rent new units in Ladysmith without paying more than 30% of one's household income. The tables show results of analysis in 2020 and 2025. The price of a new single-detached home in 2020 is \$666,000, requiring a minimum household income of \$125,000. In 2025, that is projected to increase such that a single-detached unit sale price of \$765,000 requires a minimum household income of \$142,000.

The capacity of Ladysmith's households to afford new construction will increase slightly in the rapid recovery scenario and decrease slightly in the slow recovery scenario. The overall difference between the two scenarios is not huge, suggesting that Ladysmith's housing market is unlikely to be severely impacted by COVID-19.

The Most Affordable New Units by Type and Tenure in 2020 and 2025

	Sale Price (2020)	Sale Price (2025)	Monthly Rental Rate (2020)	Monthly Rental Rate (2025)
Single-Detached	\$666,000	\$765,000	-	-
Townhouse	\$461,000	\$539,000	\$1,705	\$2,075
Apartment	\$340,000	\$385,000	\$1,240	\$1,470

Minimum Household Income Required to Purchase or Rent a New Home by Unit Type in 2020

	Minimum Household Income	Share of Households
Single-Detached for Purchase	\$125,000	24%
Townhouse for Purchase	\$89,000	42%
Apartment for Purchase	\$68,000	56%
Townhouse for Rent	\$78,000	49%
Apartment for Rent	\$59,000	63%

Minimum Household Income Required to Purchase or Rent a New Home by Unit Type in 2025

	Minimum Household Income	Share of Households	
		Rapid Recovery	Slow Recovery
Single-Detached for Purchase	\$142,000	26%	22%
Townhouse for Purchase	\$103,000	43%	39%
Apartment for Purchase	\$76,000	60%	56%
Townhouse for Rent	\$93,000	49%	45%
Apartment for Rent	\$68,000	66%	62%

TOWN OF LADYSMITH
SUB-REGIONAL SNAPSHOT
JANUARY 2021

FOR THE FULL REPORT SEE:
HOUSING NEEDS ASSESSMENT
COWICHAN VALLEY REGIONAL DISTRICT
(CVRD.CA)

