

## FINAL REPORT

# INNOVATIVE LOW-INCOME HOUSING OPTIONS FOR WOMEN

Prepared for:  
Elizabeth Fry Society  
of Greater Vancouver

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Community and Regional Planning

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## Territorial Acknowledgement

The studio team and EFry acknowledge the unceded and traditional lands of the 'stə:lɔs (Sto:lo) and Seabird peoples, the Skwxwú7mesh (Squamish), xʷməθkʷəy̓əm (Musqueam), səliłwətał (Tsleil-Waututh), səwaθən (Tsawwassen), qiqéyt (Qayqayt), Kwantlen, Kwikwetlem and səmi'á:mu (Semiahmoo) and EFry's work on Vancouver Island on the unceded and traditional lands of the ləkʷəŋən People (Esquimalt and Songhees) First Nation.

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# Table of Contents

<b>Executive Summary</b> .....	<b>i</b>	<b>Findings</b> .....	<b>24</b>
<b>Introduction</b> .....	<b>1</b>	What We Learned: Important Considerations for Women's Housing	24
The Challenge	1	Further Considerations: Analysis of Themes	27
Objectives & Partner Overview	1	Housing Model Summary Matrix	28
Approach	2	Policy Findings	30
Deliverables	3	<b>Recommendations</b> .....	<b>32</b>
<b>Equity &amp; Intersectionality</b> .....	<b>4</b>	Looking Ahead to the TNB Site	36
<b>Overview of the Low-Income Population in Burnaby</b> .....	<b>6</b>	<b>Conclusion</b> .....	<b>37</b>
<b>Canadian Housing Policy Context</b> .....	<b>9</b>	<b>References</b> .....	<b>38</b>
<b>Housing Situation in Burnaby</b> .....	<b>10</b>	<b>Appendix A: Equity Framework</b> .....	<b>45</b>
<b>Methodology</b> .....	<b>13</b>	<b>Appendix B: Housing Model Summary</b> .....	<b>48</b>
<b>Promising Practices, Methods &amp; Relevant Literature</b> .....	<b>15</b>	<b>Appendix C: Housing Policy Landscape</b> .....	<b>53</b>
Shared and Small Housing Models	15	<b>Appendix D: Policy Precedents</b> .....	<b>55</b>
Factors Influencing Women's Housing	19	<b>Appendix E: Recommendations for the Improvement of Low-income Housing for Women and their Families</b> .....	<b>60</b>
Promising Practices and Housing Policy	22	<b>Appendix F: Resources for Women Seeking Housing</b> .....	<b>70</b>

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# Figures and Tables

## Figures

- Figure i: Opportunities and Recommendations*
- Figure 1: Detailed Approach and Process Diagram*
- Figure 2: Core Values*
- Figure 3: Equity Framework Overview*
- Figure 4: Low-Income Individuals in Burnaby by Age in 2021*
- Figure 5: 2021 Non-Market Housing Stock Between Metro Vancouver Municipalities in 2021*
- Figure 6: An Example of a Linear Housing Continuum*
- Figure 7: An Example of a Circular Housing Continuum*
- Figure 8: Comparing Households Spending More Than 30% of their Total Income on Shelter Between Burnaby and British Columbia in 2021*
- Figure 9: The Housing Policy Landscape*
- Figure 10: Factors Influencing Women’s Housing Needs*
- Figure 11: What Women Want From Their Housing (What We Learned)*
- Figure 12: Time and Resources Trade Off Graph*
- Figure 13: Housing Model Summary Matrix*
- Figure 14: Transition to New Beginnings Site*
- Figure 15: Team Positionality Flower*

## Tables

- Table 1: Project Deliverables*
- Table 2. Summary of Housing Models*
- Table 3. Summary of Innovative Housing Policy Precedents Across Canadian Municipalities*
- Table 4. Housing Model Matrix Definitions*
- Table 5: Overview of Key Recommendations*
- Table 6: Core Values*
- Table 7: Housing Model Breakdown*
- Table 8: Recommendations Table for the Improvement of Low-Income Housing Opportunities for Women and their Families*



# Executive Summary

*“Demand for housing for women and children fleeing violence is increasing. In 2019, 1,300 women and children were turned away from transition housing in Burnaby due to lack of space.”*

*(Burnaby Housing Needs Report, 2021)*

Finding adequate and affordable housing in British Columbia has been a challenge felt by many, especially vulnerable populations. Women are particularly prone to discrimination when seeking housing and have reported difficulties securing a place to live based on a multitude of intersectional factors, including but not limited to: sex and gender diversity, marital status, and if they have children (Slatter, Adkins, & Baulderstone, 2005). Due to gendered data biases and narrow definitions of homelessness that prioritise male experiences, women’s low-income housing needs are often overlooked and neglected. When compounded with restrictive bylaws and policies that prioritise nuclear families and neighbourhood character, women face considerable barriers to accessing affordable housing that satisfies their needs.

Working with the Elizabeth Fry Society of Greater Vancouver (EFry), a charity and non-profit society focused on supporting and reducing risk factors for some of society’s most vulnerable populations: women, girls and children at risk, involved in, or affected by the justice system. Their more than two dozen programs work to break the cycle of poverty, addiction, mental illness, homelessness, and crime. Lack of housing is a significant risk

factor for involvement in the justice system, including criminal and family law. Our project identifies recommendations for improving women and girls’ housing at EFry and, more specifically, in Burnaby, B.C. Our research focuses on developing a comprehensive understanding of women’s housing needs, as well as an awareness of existing policy barriers and opportunities that may hinder or support those needs.

## **The project objectives are:**

1. Conduct a review of promising practices related to low-income housing models for women and girls with a focus on shared living options;
2. Evaluate bylaw and policy barriers and reforms that have an impact on shared living for women and girls within Burnaby and elsewhere;
3. Identify an equity framework for gender, poverty, and cross-generational housing considerations applicable to the research; and,
4. Apply findings from research and engagement to city-wide and EFry-specific recommendations for women’s low-income housing in Burnaby.

## **The project deliverables include:**

1. A matrix that maps the low-income housing models we reviewed along criteria axes;
2. An analysis of relevant bylaws and local policies that may hinder shared women’s housing and recommendations for reforming these policies in

Burnaby B.C.;

3. A values-based approach that outlines equity principles and serves as a lens through which housing models and policies are viewed; and,
4. City-wide and EFry-specific recommendations for the improvement of housing accommodations for women across EFry programs and the region.



In addition to the work informing the deliverables, this report highlights additional items completed for the project, including a site visit summary, engagement findings, and a literature review. Altogether, this work supported the development of city-wide and EFry-specific recommendations.

We are pleased to share our completed report with EFry and hope our findings will be useful to their invaluable work supporting women and girls in the Lower Mainland as well as the future redevelopment of the Transition to New Beginnings (TNB) site in Burnaby, B.C.

There are ten key recommendations, which are summarised as follows:

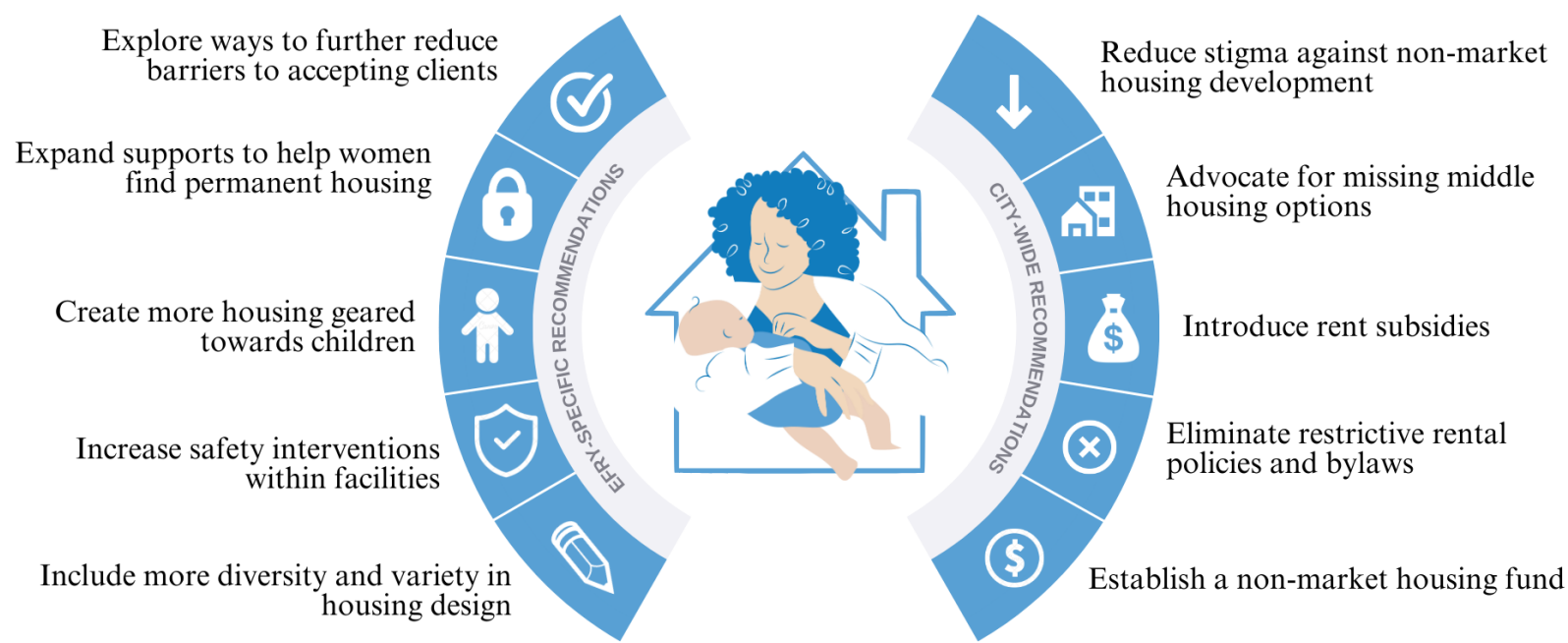


Figure i: Opportunities and Recommendations



# Introduction

## The Challenge

According to the Burnaby Housing Needs Report (2021), the “demand for housing for women and children fleeing violence is increasing. In 2019, 1,300 women and children were turned away from transition housing in Burnaby due to lack of space.” Finding adequate and affordable housing in British Columbia has been an obstacle felt by many, especially vulnerable populations such as low-income women and girls. 28% of women-led households are in core housing needs and 90% of families using shelters are headed by single women (WNHHN, 2023). Further, women and women with children are likely to experience hidden homelessness, as they often will endure many other avenues to stay out of the shelter system. As a consequence, women and families facing housing challenges are significantly undercounted within existing data.

Accordingly, we conceptualise our project’s challenge in two parts:

1. Women and women with children have unique housing needs that, when compounded by the intersections of race, gender, age, and socio-economic status, are often not met; and,
2. Housing policies can restrict ways of living that are more affordable (such as living in shared accommodations).

## Objectives & Partner Overview

This report identifies recommendations for the improvement of low-income housing opportunities for women and girls across Metro Vancouver—specifically in Burnaby, B.C. We are working in partnership with the Elizabeth Fry Society (EFry), a Charitable organisation that supports some of society’s most vulnerable populations – women, girls, and children at risk, involved in, or affected by the justice system. Their more than two dozen programs work to break the cycle of poverty, addiction, mental illness, homelessness, and crime. EFry is best known for their focus on supporting women and children, in addition to their impactful work within the criminal justice system: they conduct significant prison inreach and have numerous programs for children with incarcerated parents.

Since women and girls’ housing needs within Canada has been identified as an emerging and urgent issue, our research has focused on developing a better understanding of women’s needs within the non-market housing sector and the policy barriers that may restrict organisations such as EFry from developing housing to meet this emerging need.

### The four project objectives are as follows:

1. Conduct a review of promising practices related to low-income housing models for women and girls with a focus on shared living options;
2. Evaluate bylaw and policy barriers and reforms that have an impact on shared living for women and girls within Burnaby and elsewhere;
3. Identify an equity framework for gender, poverty, and cross-generational housing considerations applicable to the research; and,
4. Apply findings from research and engagement to city-wide and EFry-specific recommendations for women’s low-income housing in Burnaby.

*1 An early objective was to develop a low-income housing model for the Transition to New Beginnings (TNB) site, but due to engagement and capacity limitations, our project’s scope largely shifted to general recommendations for the organisation. However, to review our aspirational considerations for the TNB site please refer to page 36.*

## Approach

Our approach is based on our shared understanding of the scope provided to us by EFry, our lived experiences as women and renters, and our learned

experiences in community, social and housing planning, as well as equity-based research. This project was an opportunity to create meaningful, collaborative, and lasting work relevant to EFry's programs and beyond. In our research, we prioritised

fostering trust with, and allowing space for, lived experience of low-income women and children living in EFry residences.

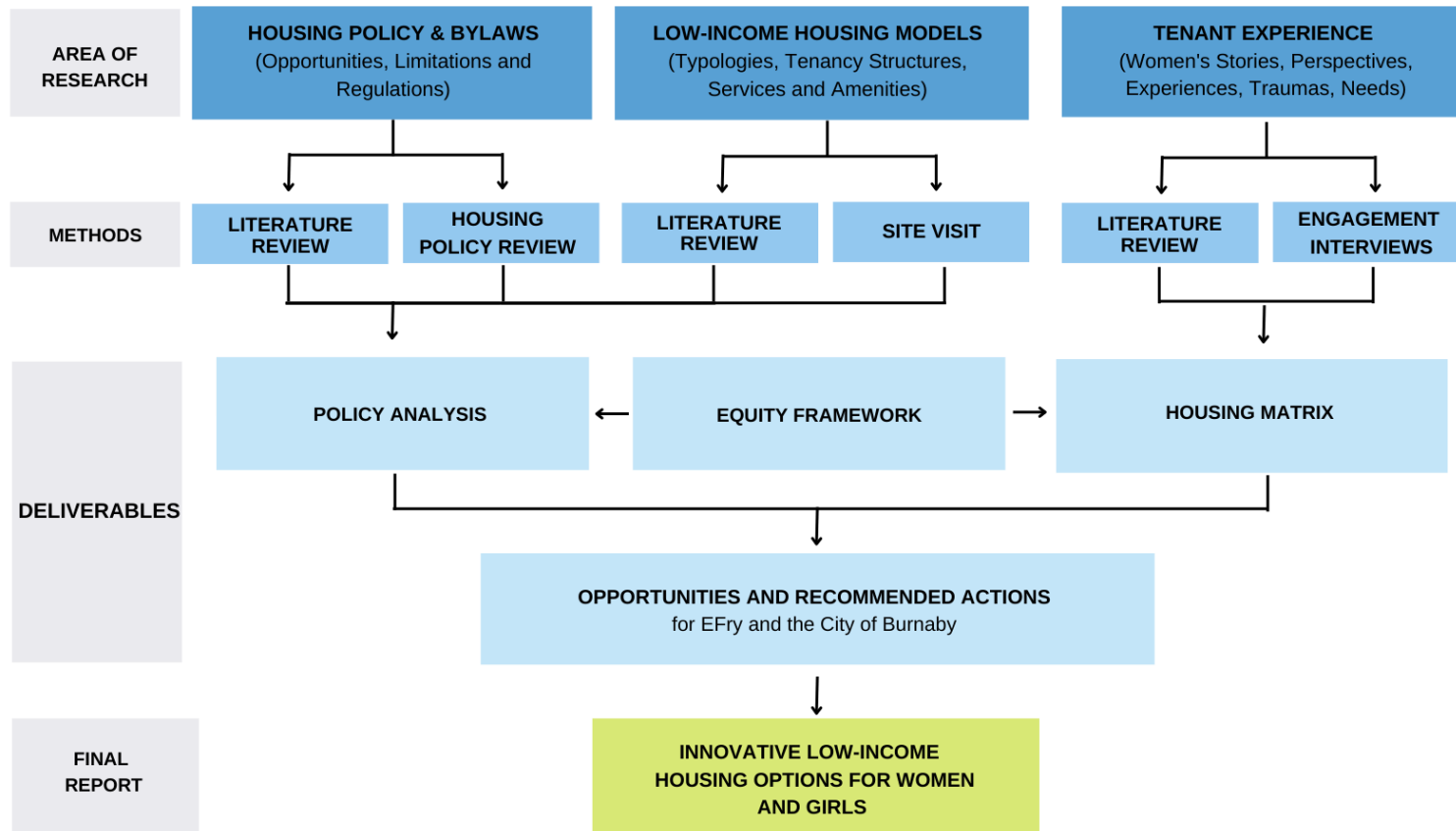


Figure 1: Detailed Approach and Process Diagram





## Deliverables

In response to the project objectives, the following table outlines the deliverables through which our findings are synthesised and represented:

*Table 1. Project Deliverables*

Deliverable	Fulfil Objective	Description	Ref. Pg #
<b>Housing Matrix</b>	<b>1</b>	A matrix that maps the low-income housing models we reviewed along criteria axes. Can be used by EFry to determine what housing models best suit certain individual/program needs.	28
<b>Policy Analysis</b>	<b>2</b>	An analysis of relevant bylaws and local policies that may hinder shared women's housing and recommendations for reforming these policies. EFry can use this information to better understand the housing policy landscape and opportunities to advocate for change to restrictive policies with various levels of government.	30
<b>Equity Framework</b>	<b>3</b>	A values-based approach that outlines equity principles and serves as a lens through which the team conducted our project, with the goal to reduce potential harms.	45
<b>Opportunities and Recommended Actions</b>	<b>4</b>	City-wide (Burnaby) and EFry-specific recommendations for the improvement of housing accommodations for women across EFry programs and the region. These recommendations can be used by EFry to determine specific action areas to enhance their programs, support the future redevelopment of the Transition to New Beginnings (TNB) site, as well as additional programming and housing across the region.	32

# Equity & Intersectionality

## Core Values

Our core values for the research project echo EFry's guiding principles. We have identified five key values that guide our work. They include: collaboration, trauma-informed practice(s), intersectionality, anti-racism, and gender-responsiveness.

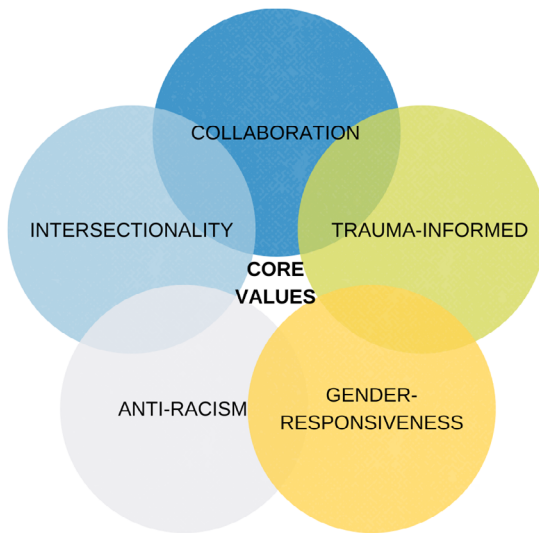


Figure 2: Core Values

## Equity Framework

Our team recognises the interrelation of housing and social justice. Due to the nature of our project, which involves engaging with and providing recommendations for low-income, at-risk women, we tried to minimise potential harms through an equity-centred approach. This equity framework served as a unified, shared understanding of equity principles underpinning our project. In particular, it informed the engagement methods we employed and how we centred women's lived experiences within our analyses and recommendations. The full equity framework can be found in Appendix A.

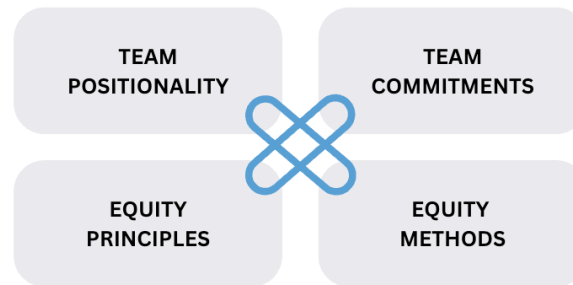


Figure 3: Equity Framework Overview

## Intersectionality

A woman's housing needs can change depending on circumstances and socio-geographical context. As such, it is important to regularly consult women to ensure services and spaces reflect their priorities and requirements. Further, the idea of a 'home' is subjective and often corresponds to past and deeply individualised domestic experiences and traumas: a home can be warm, inviting, and intimate, or it can elicit feelings of fear, oppression, and constant surveillance. Indeed, one's home is the production of individual lived and imagined experiences (Thompson, 2022).

Potential housing needs also reflect the fundamentally intersectional nature of human positionality. Overlapping crosscurrents exist between factors like class, health, race, age, family composition, and sexuality, among others. In many cases, being marginalised or disadvantaged in one of these areas has negative impacts that reverberate across other categories.

As Kimberlé Crenshaw writes, intersectionality "offers a way of mediating the tension between assertions of multiple identities and the ongoing necessity of group politics" (p. 7, 2006). Through such mediation, it becomes possible to recognise and discuss the overlapping of identities and work towards understanding how they impact one another. Intersectionality also provides a lens through which an individual's unique opportunities in, and barriers to,



aspects of society can be better understood. With that said, women of colour experience disproportionately higher difficulties seeking employment and finding adequate support (Crenshaw, 2006). Such difficulties also extend to acquiring adequate housing, whether temporary or permanent, due to financial constraints and potential discrimination.

Speaking to instances of violence towards women, Crenshaw notes that ignoring differences can be an issue; violence against women is often a product of many different aspects of their identities, including race and class (2006). Consequently, women-focused shelters must recognise and confront not only the violence that users may have experienced, but also any influential layers of power imbalance and identity arising from each woman's unique circumstances (Crenshaw, 2006).

In Vancouver neighbourhoods like Mount Pleasant, Dunn and Hayes (2000) note that housing demand, control, and needs can catalyse lasting, fundamental social inequalities that exacerbate everyday stressors arising from employment, relationships, and health. Indeed, the likelihood of concurrently experiencing multiple high-severity stressors correlates with social position, as does the relationship between housing satisfaction, socioeconomic status, and mental health status (Dunn & Hayes, 2000).

It is important to consider intersectionality in the creation and revision of local policy, especially along the lines of gender, class, race, and sexuality. We will discuss the relationship between intersectionality and government policy later in our report.

## Defining a Woman

Central to our project is the definition of a woman; we follow the Elizabeth Fry Society's definition, which recognises and welcomes anyone self-identifying as a woman. In many cases, legal or political definitions of a woman may not align with the range of identities in existence or the types of people who seek shelter in women's housing programs. It is therefore important to recognise that members of the 2SLGBTQIA+ community continue to face socio-political discrimination in their housing search (CMHC, 2022).

Discrimination is particularly felt among the transgender community, as their bodies and genders may be perceived as irreconcilable with normative gender identities (Gorman, 2015); transphobia can greatly affect how this community access housing normally divided along traditional gendered lines. Indeed, 19% of transgender people report being denied housing due to their identity and 11% of transgender people describe being evicted from housing on that basis (Kattari et al., 2016). Racialised transgender individuals are even more likely to report discrimination in the private rental market

(Abramovich & Kimura, 2019).

Unhoused members of the 2SLGBTQIA+ community often experience housing precarity and loss because of discrimination or after 'coming out' to their families; once unhoused, they may face additional educational or workplace discrimination. Members of this community are also vulnerable to persistent homelessness because they are unable to access temporary shelters due to pervasive homophobia and transphobia in the shelter system. In some cases, 2SLGBTQIA+ members avoid the shelter system altogether because they experience disproportionate levels of violence (McDowell, 2021). Such discrimination also extends to shelter experiences: a transgender woman was arrested for four days after taking a shower in a 'women's only' emergency shelter (Gorman, 2015).

Recognising a 'woman' may represent a variety of identities, along with our awareness of some of the difficulties faced by transgender, non-binary, and non-normative women, our project aims to provide recommendations that improve the safety and wellbeing of all women in low-income housing.



# Overview of the Low-Income Population in Burnaby B.C.

In order to propose relevant recommendations for low-income women and girls living in Burnaby, B.C., we have conducted a background study into the broader low-income population in the municipality.

## Defining Low Income and Affordable Housing

Reflecting local, regional, and national variations in housing and living costs, along with age and household size considerations, there is no fixed definition for low-income. According to Statistics Canada (2022), the federal cut-off for low-income taxation was \$22,060 in 2020 for an individual citizen residing in a Census Metropolitan Area (CMA) with a population over 500,000. For a family unit of four, the low-income cut-off in a similarly large CMA was \$41,710. **In Burnaby, 33,175 individuals were considered low-income after taxation in 2020** (Statistics Canada, 2021); **of this total, 22.6% were aged 65+, 61.8% were aged between 18 to 64 years of age, and 15.6% were aged 17 and under** (Figure 4). Approximately 13.3% of Burnaby's population was considered low-income in 2021 according to Statistics Canada's Low-Income Measure (2021). We could not find data on low-income individuals in Burnaby that is disaggregated by gender.

Low-income women, especially those marginalised on the basis of race, gender, or sexuality may make greater sacrifices or experience greater difficulties

when seeking housing (Skobba, 2016). Of particular note is the impact of gender on an individual's housing search: the Canadian Centre for Housing Rights (2023) notes "the Canadian government has relied on a narrow definition of homelessness, which excludes women's experiences of gender-based violence and hidden homelessness." These Westernised, male-focused definitions do not adequately reflect the experiences of women, girls, women-led families, Indigenous peoples, and gender-diverse individuals (Canadian Centre for Housing Rights, 2023). As a result, it is important to actively recognise the government's restrictive perception and understanding of homelessness and supplement it with additional research and engagement.

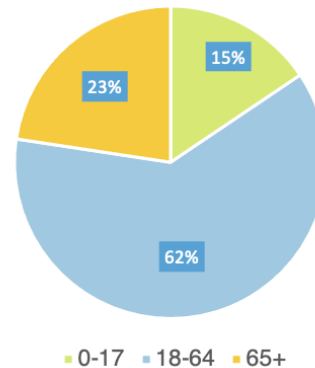


Figure 4: Low-income individuals in Burnaby by age in 2021 (Statistics Canada, 2021)

## Defining Homelessness

Homelessness\*, which can also be referred to as being unhoused, or housing precarity, is defined by the Canadian Observatory on Homelessness (2012) as: "the situation of an individual, family or community without stable, safe, permanent, appropriate housing, or the immediate prospect means and ability to acquire it." The definition encompasses a range of physical living situations, including:

1. Being Unsheltered (living on the street or anywhere not intended for a human to live)
2. Emergency Sheltered (a person spending time in an overnight shelter)
3. Provisionally Accommodated (temporary housing or unsecured housing)
4. At-Risk of Homelessness (people in precarious housing situations, whether that be financial, social or other factors causing them to be unsafe in their current house)

*\*We recognise that the term homelessness may carry negative connotations and does not include and account for other forms of housing precarity within the spectrum of being unhoused. While we understand the term does not reflect the range of housing experiences women may have, we continue to use it for clarity and for consistency with the academic research we have consulted.*



**What is Considered Affordable? And Is Affordability Enough?**

Provincially, B.C. Housing (2022) notes housing is affordable when 30% or less of a household’s gross income goes towards housing costs. Obtaining affordable housing—or housing at all—can mean making sacrifices that include: living with family members, other individuals, living in unsafe or insufficient conditions, or frequently relocating (Skobba, 2016).

As of 2021, 17,745 (18.8%) households out of the total 94,430 surveyed in Burnaby, B.C. are in **core housing need**.

**Core Housing Need** refers to “whether a private household’s housing falls below at least one of the indicator thresholds for housing adequacy, affordability or suitability, and would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable” (Statistics Canada, 2021).

**Adequate Housing** is self-reported by occupants as not requiring any major repairs.

**Suitable Housing** is when households have enough bedrooms for the size and composition of resident households according to the National Occupancy Standard (Statistics Canada, 2021).

Aware of the demand for non-market and social housing, coupled by the lack of supply, many neighbouring municipalities are working to increase availability. As indicated in Figure 5, there were approximately 26,000 non-market units within the City of Vancouver in 2021 (B.C. Housing, 2021). Comparatively, the City of Coquitlam had a total of 1,676 non-market units as of February 2022, and the City of Burnaby had a total of 3,553 non-market units in 2021 (City of Coquitlam, 2022; City of Burnaby, 2021).

Considering each city’s population as recorded in the 2021 Canadian Census, there is enough non-market

housing stock for 3.90% of Vancouver’s population, 1.42% of Burnaby’s population, and 1.12% of Coquitlam’s population (Statistics Canada, 2022).

Burnaby is working to increase their non-market housing stock: an estimated 6,700 units are currently being developed in Burnaby as of December 2021 (Burnaby Now, 2021).

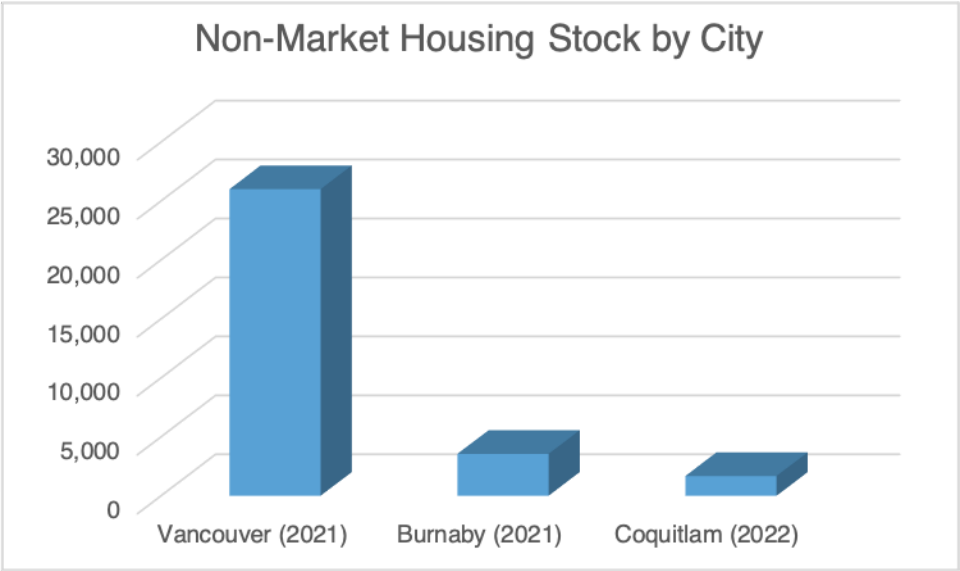


Figure 5: 2021 Non-market housing stock between Metro Vancouver municipalities in 2021 (Statistics Canada, 2021)

## The Housing Continuum

A housing continuum overviews the typical progression between housing types. As one progresses along such a continuum, housing typically increases in price and permanence. Depending on the level of detail, the continuum may include emergency shelters, transitional/supportive housing, non-market housing, market rental housing, ownership housing, or other housing (Metro Vancouver, 2012). These continuums also reflect implicit housing choices and needs.

This report focuses on transitional, social, affordable rental and ownership housing options (CMHC, 2023).

### Transitional Housing

This form of housing is a temporary solution which aims to provide short-term housing to allow people time to transition to permanent housing. Notably, people who are living in transitional housing are not permanently housed; therefore, residents in transitional housing would still be considered unhoused or a part of the homelessness population.

### Social Housing

Also known as community housing or subsidised housing persist in many different forms of housing. These can include a wide range of housing types such as market rate rental units with subsidised or provincial rent supplements or rent-geared-to-income housing.

### Affordable Rental Housing

An affordable rental would include any household that spends below 30% of the total net household income on their rent.

### Affordable Home Ownership

Similar to affordable rental, affordable homeownership monthly cost should be no more than 30% of the total net household income.

The linear housing continuum (Figure 6) outlines a conventional progression from homelessness to market housing. While useful, linear progressions often idealise home-ownership by implying ownership as the ‘end goal.’ They also incorrectly paint emergency shelters as a form of housing, rather than an extension of homelessness. However,



Figure 6: An example of a linear housing continuum (CMHC, 2022)

there are many people who prefer living with others, whether for support or community.

The circular “wheelhouse continuum” by the City of Kelowna (Figure 7) moves past the linear approach and recognises the potentially cyclical nature of a housing journey that one may follow. Recognising that people may start at different points in their housing journey and follow different paths, a circular approach acknowledges that people may have non-traditional housing needs and choices (City of Kelowna, 2021). Similar to the linear continuum, this circular version also wrongly categorises emergency shelters as a form of housing.

Since our project aims to recommend improvements to housing options for low-income women and women-led families, we focus on looking beyond the traditional models of the housing options represented in these continuums, particularly supportive housing models.

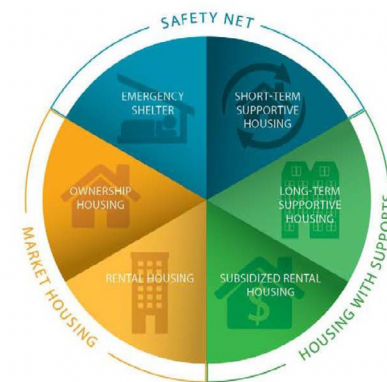


Figure 7: An example of a circular housing continuum (City of Kelowna, 2021)

# Canadian Housing Policy Context

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Within Canada, housing policy involves all levels of government (Epstein, 2017, p. 298). This review of the housing policy landscape addresses housing policy at the provincial, regional, Indigenous, and local levels of government.

## Provincial

In British Columbia, the provincial government is the primary actor responsible for addressing housing affordability and accessibility through the Provincial Strategic Housing Action Plan (Government of British Columbia, 2022). The Province is also responsible for developing policies to plan for future housing needs across the province including provisioning local governments with the tools and incentives to address housing affordability (Government of British Columbia, 2019). A Crown Corporation, B.C. Housing (2023) works with the Ministry of Housing to provide subsidised housing options to fill critical gaps across the province such as emergency, temporary, and community housing.

On November 24th, the 2022 Housing Supply Act (Bill 43) was enacted, which allows the Province to set housing targets for municipalities (Government of British Columbia, 2022). Therefore, municipalities are now required to submit progress reports to their local council and provincial government listing actions taken to address housing initiatives. This bill seeks to hold cities accountable for developing housing supply to meet the growing demand.

## Regional

Regional governments are responsible for identifying regional-level housing needs and work to find strategies to address market housing and income gaps, as well as ways to support most low-income housing options (Metro Vancouver Housing 10-Year Plan, 2019). The Metro Vancouver Regional District can enact significant changes to challenge these regional issues, with some policies and funding allocations directly aiding low-income women and children looking to access suitable housing options. Currently, Metro Vancouver maintains 49 non-market housing sites and owns 35 sites (Metro Vancouver Housing 10-Year Plan, 2019).

## Indigenous

Indigenous governments are responsible for providing housing and creating policies for Indigenous people across their lands. They have an increasingly influential role over housing options across the province for Indigenous and non-Indigenous people. As the first peoples on these lands and one of the largest landowners across the province, Indigenous governance has statutory and legislative powers to develop, and partner with other government and non-government agencies in the development of, affordable housing projects. However, there is a lack of housing policies that address the needs of off-reserve urban Indigenous groups.

On what is colonially known as Burnaby, B.C., several

Indigenous nations including the Hən qəmin əm and Skwx wú7mesh sníchim-speaking peoples share the territory (City of Burnaby, 2022). In 2021, the Musqueam Indian Band and the Tsleil-Waututh Nation proposed details for redeveloping their lands on the southwest corner of BCIT at Willingdon Avenue and Canada Way (Anderson, 2021). This Indigenous-led redevelopment will include 5,000 units, a film studio, a childcare centre as well as a Musqueam and Tsleil-Waututh gathering place for the local community. The Musqueam and Tsleil-Waututh Nations are major landowners within Burnaby and have the ability to become partners in the development of both market-rate and affordable housing supply across Burnaby.

## Local

Local levels of government, such as municipalities and electoral areas, are responsible for enacting local bylaws and policies to ensure housing meets the needs of their communities (Government of Canada, 2022). All local governments are guided by the Local Government Act of B.C. The City of Burnaby Housing Needs Report (2021) has identified an unmet need for non-market housing as 1,805 people remain on BC Housing's Burnaby-specific waitlist. The report also highlighted that homelessness and hidden homelessness remain a critical issue in Burnaby. City policies, bylaws, and plans, along with the provision of land and funding, are important tools for local decision-makers to use when supporting the development of affordable housing options within their cities.



# Housing Situation in Burnaby

Burnaby held a municipal election in October 2022 and most incumbents were reelected. Mayor Hurley ran unopposed and with the support of all three of Burnaby's political parties (Burnabynow, 2022). The Burnaby Citizens Association (BCA) holds a majority 6/9 seats on council. The BCA's 2022 election platform included a strong focus on tackling the housing crisis by expediting the development approval process and lowering associated municipal fees. They also have an objective to build more family housing, which includes expanding Burnaby housing forms to allow for more multigenerational living options, 2 and 3-bedroom condo units, and missing middle options such as: row housing, townhousing, fourplexes, six-plexes, laneway houses, and in-suites (Burnaby Citizens Association, 2022).

Mayor Hurley is also the Chair of the Metro Vancouver Housing Committee; while he staunchly supports housing affordability, housing is not within the purview of municipalities, and therefore designating funds for affordable housing through taxes is not supported under the Local Government Act. Burnaby and other municipalities are still therefore reliant on the Province and the federal government as funding partners to get housing built (Vancouver Sun, 2022).

*Figure 8: Comparing households spending more than 30% of their total income on shelter between Burnaby and British Columbia in 2021 (Statistics Canada, 2021)*

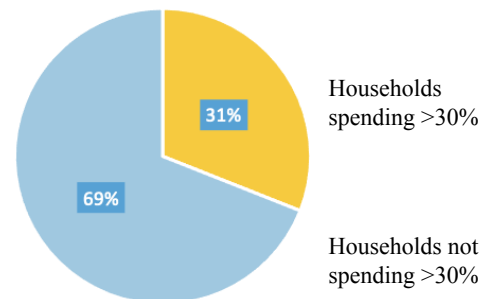
## According to the 2021 Census Profile, there are:

- 101,135 private households in the municipality of Burnaby; of which, 39,950 (39.5%) are rented.
- The average value of these private household dwellings is \$1,175,000. On average, the monthly shelter costs in the City of Burnaby is \$1,744.
- 31,155 (31.0%) households in Burnaby are spending more than 30% of their total household income on shelter which is significantly higher than the provincial average (25%) (Figure 8).
- 91,090 (90.1%) of Burnaby households are considered suitable—suitability is based on a dwelling's total number of occupants and the bedrooms available—and 10,045 (9.9%) are unsuitable.
- The vacancy rate in October of 2021 was reported at 1.7%, which is significantly lower than the national average (3.2%) (CMHC, 2023).

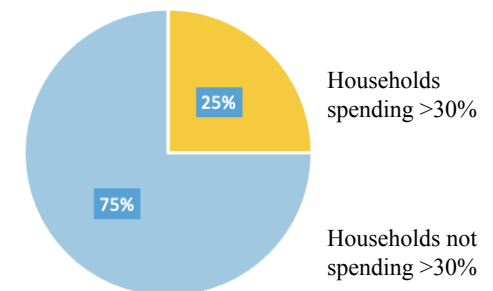
## According to the Burnaby Housing Needs Report (2021), there are:

- In 2019, 1,300 women with children were turned away from transitional housing due to a lack of available beds. Therefore, indicating an urgent local need for an increase in transitional housing supply.
- Currently, there is only one designated shelter safe house and 9 transitional houses in Burnaby for women and children.
- Women and children, along with refugees, immigrant families, Indigenous families, and youth ageing out of care often make up a higher demographic of hidden homelessness among the community.

Burnaby households spending >30% of their total household income on shelter in 2021



B.C. households spending >30% of their total household income on shelter in 2021



# Existing Plans, Policies and Bylaws

Within our research we examine acts, bylaws, policies, reports, plans and strategies at various levels of government which affect Burnaby and non-profit

housing sites like those run by EFry (Figure 9).

The full list of supportive housing policies relevant to the City of Burnaby and EFry can be viewed in Appendix C. Below, our report highlights four of the many local supportive policies and strategies the City of Burnaby has already undertaken to address

housing supply and access for low-income and at-risk populations. Additionally, this section highlights the Provincial Supportive Housing Policy, the BC Housing Action Plan, and the National Inquiry into Missing and Murdered Women and Girls, which are vital policies supporting low-income women and their families’ housing needs in Burnaby and beyond.

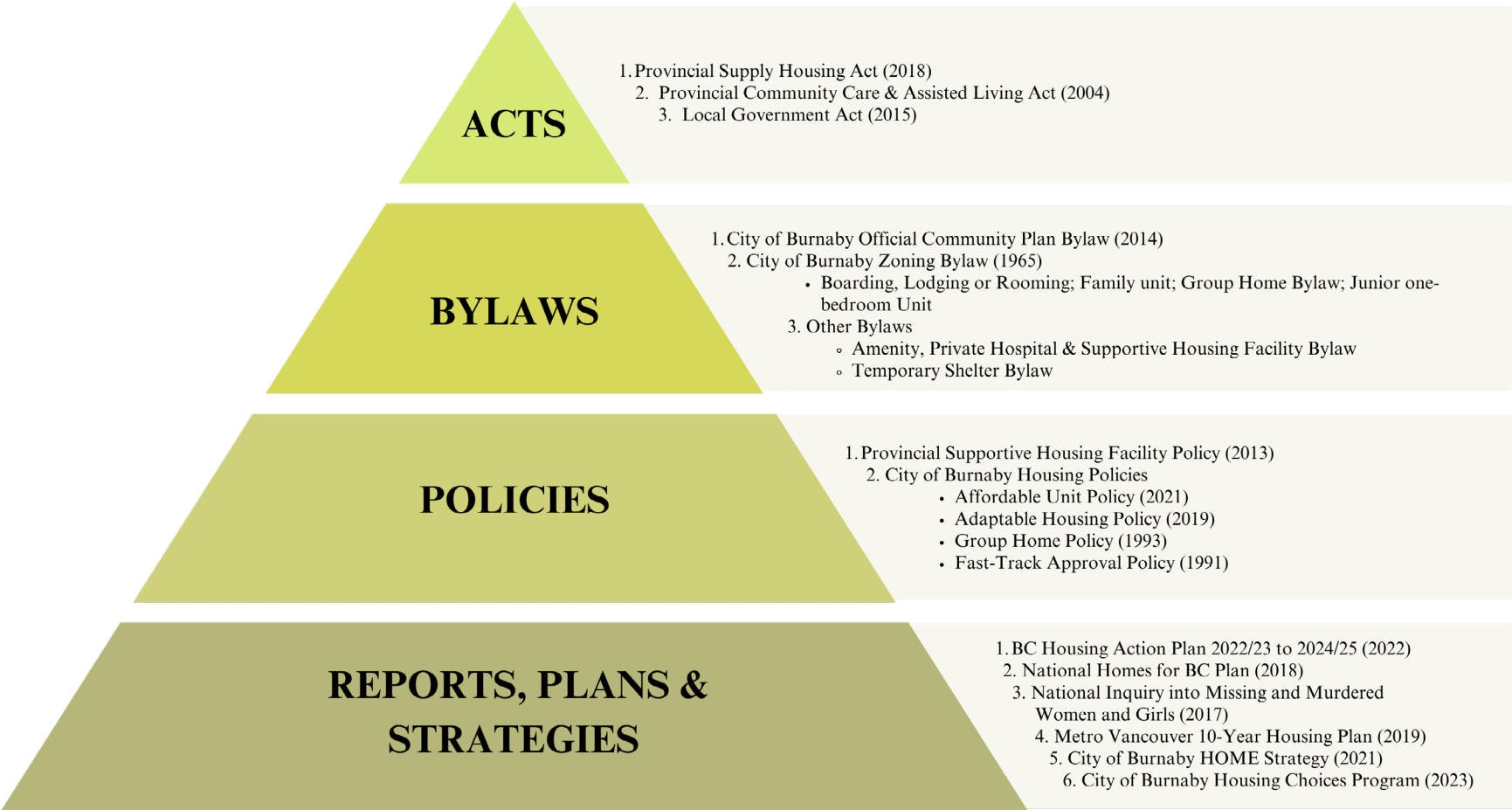


Figure 9: The Housing Policy Landscape

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## Supportive City of Burnaby Policies and Strategies:

### 1. Fast-Track Approval Policy (1991)

Allows for preferential processing of development permits, thereby streamlining and decreasing wait times during the development permit process for affordable housing projects—including non-profit initiatives (City of Burnaby, 1995).

### 2. Affordable Unit Policy for Publicly Owned Land (2021)

Requires 20% of the total units in a new build on City-owned land to be non-market units. Many of these non-market units target low-income community members.

### 3. The City of Burnaby's Housing and Homeless Strategy (2021)

Developed out of the Mayor's Task Force on Community Housing, the strategy works to comprehensively address growing housing market pressures and outcomes of housing insecurities. The strategy seeks to address future local housing needs and highlights women fleeing violence as a key stakeholder group. The report identifies an urgent need to develop transitional housing units for women and children fleeing violence.

### 4. The City of Burnaby's Housing Choices Program (2022 - 2023)

Burnaby's Housing Choices program, set for bylaw approval in the summer of 2023, will allow for the introduction of laneway homes and suites in semi-detached houses into single and two-family zoned areas (City of Burnaby, 2023). This program will allow for increased diversification of housing choice within the single and two-family zoned areas across Burnaby.

## Provincial and National Level Supportive Reports, Plans and Strategies

### 1. Supportive Housing Facility Policy (2013)

The Provincial Policy Statement on Class Three Supportive Housing (2013) was defined in 2008 to create a housing property class designated for Supportive Housing. Supportive Housing, as described in this policy, is “housing that integrates long-term housing units for persons who were not previously homeless or persons at risk of homelessness.” Within this definition, long-term means an occupancy beyond 90 days. This policy allows for supportive housing facilities to exist across British Columbia and within their own funding and taxation bracket.

### 2. BC Housing Action Plan 2022/23 to 2024/25 (2022)

In 2018, the federal and provincial governments collectively agreed to the National Housing Strategy. Provincially, this strategy was carried out under the B.C. Housing Action Plan by B.C. Housing in 2022. The Action Plan's purpose is to prioritise B.C. Housing and nation-wide housing initiatives. Within B.C. specifically, the Action Plan prioritises renter households, unhoused people, Indigenous people, women fleeing violence, and people with disabilities.

### 3. The National Inquiry into Missing and Murdered Women and Girls (2017)

The National Inquiry directly addresses colonial power and how it systematically and disproportionately increases the impacts of violence on Indigenous and marginalised women and girls across Canada. Between 1980 and 2012, Indigenous women and girls accounted for 16% of all female homicides despite only representing

4% of the population. This report argues for the need to implement systematic actions preventing violence against, and increasing the safety for, Indigenous women and girls. Specific actions to address Indigenous women within supportive housing are underway, yet more are still needed.

These existing plans, policies and bylaws seek to support low-income and at-risk populations within Burnaby and beyond. However, it is notable that with the exceptions of The National Inquiry into Missing and Murdered Women and Girls (2017) and the City of Burnaby Housing and Homeless Strategy (2021), these policies lack gendered and intersectional lenses, which is critical to address the specific needs of women and girls.





# Methodology

In the process of producing our deliverables, we conducted a literature review, policy review, and site visits to EFry facilities. We also conducted three engagement sessions with EFry clients, EFry staff, and a City of Burnaby housing planner. All of this work led to valuable insights, which then shaped our final recommendations to EFry. The following section contains descriptions of each research method.

## 1. Literature Review

Composed of two core parts, the literature review examines both common low-income housing models and pre-existing academic literature on the needs of women from diverse backgrounds. For this review, emphasis is placed on identifying the needs of women who may stay in EFry facilities and the factors affecting their housing needs.

## 2. Policy Review

The policy review surveys the bylaws, policies, reports, plans, and strategies that impact at-risk women and girls' housing needs within provincial, regional, Indigenous, and local contexts. Since our report is focused on the City of Burnaby, this review highlights what housing-related policies and bylaws are working well in the municipality and which ones could benefit from revision.

## 3. Site Visit

We toured three of EFry's facilities in November 2022 to learn more about the organisation and see what temporary and supportive women's-only housing look like firsthand. We visited Rosewood, a transitional housing facility in Surrey; Mazarine, a temporary modular housing complex in New Westminster and EFry's only wet site (active drug use allowed); and Pathways, a transitional house in New Westminster for single women or women with children under the age of five. At each of these sites, we spoke with staff members who were able to share program-specific insights.



*Photos at Rosewood in Surrey*

## 4. Engagement

We conducted a series of engagements with three stakeholder groups with the goal of gathering and learning from lived experiences and expert knowledge. We spoke with the following three groups:

### Women Living at EFry's Rosewood Site

Located in Surrey, B.C., this particular program services women and women-led families, which are similar to the clients of the TNB site in Burnaby. Rosewood is EFry's newest development with temporary and permanent, long-term rentals. The space houses mainly women with children, and the rooms are suitable for a mother with up to three kids.

Engagement was conducted at Rosewood in February of 2023 and consisted of three thirty-minute interviews. Each interview was led by a different member of the studio team and the rest of the team was present to take notes and ask supporting questions. At the conclusion of the interview, each participant was compensated \$35 in cash for their time.

### City of Burnaby Housing Planner

To get a better sense of existing and emergent policy in the City of Burnaby that might affect EFry's programs, we had a conversation with a senior housing planner at the City of Burnaby. The goal of this engagement was to learn more about the City's current and future plans for affordable housing, and to dive deeper into specific policies and city-offered programs.

### Engagement Limitations

Our engagement was limited by scheduling conflicts and the timeframes of women's stays within EFry's programs; some of the women interested in speaking with us had already departed from EFry by the time our engagement phase started. There were also some previously interested women who no longer wished to participate. As a result, we were only able to speak with three women living at EFry's Rosewood site, one EFry staff, and one City of Burnaby housing planner.

The three EFry residents we spoke with all shared similar backgrounds as new immigrants: two had immigrated to Canada from the Middle East and one immigrated from Europe. As such, we recognise their experiences may not reflect the majority of those found in EFry facilities. With this in mind, we supplemented our engagement with some of the client profiles created by Erin LaRocque, who interviewed 15 women across EFry programs in the 2019 "From House to Home" report.

### EFry Staff

Engagement with EFry staff took place in February of 2023. One member of the studio team spoke with an EFry site supervisor to ask questions and gather feedback on the Mazarine site along with EFry facilities and services more broadly.

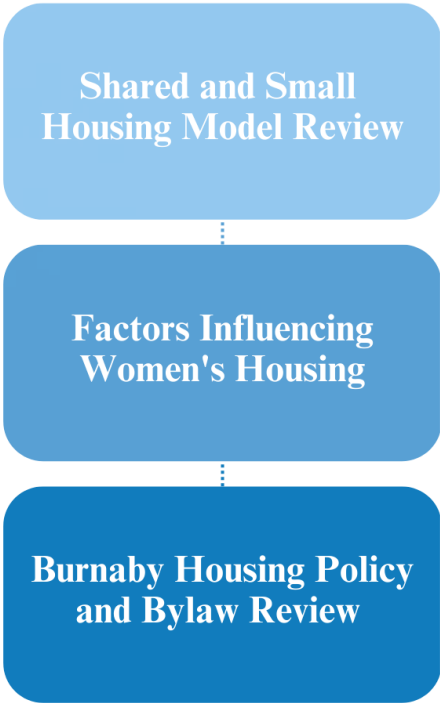


## 5. Analysis

Due to the limited sample size of our engagement, no quantitative or trend analysis was completed. We pulled key themes from the interview transcripts and, when possible, triangulated them with existing literature and relevant policy and legislation.

# Promising Practices, Models & Relevant Literature

The following section summarises our findings from a preliminary review of shared and small housing model options, literature on women’s housing, and existing City of Burnaby housing policies and bylaws.



## Shared and Small Housing Models

### Extending the Continuum: Housing Options

In order to provide housing recommendations that best reflect the needs of low-income women, it is important to identify some of the most common low-income or affordable housing models. Among other

factors, location, resident demographic(s), budgetary constraints, and bylaw restrictions can determine the ideal model for any given site. The included models are examples of shared or small housing. Where possible, examples and visuals are provided to highlight the nuances between each model. Since there are many different examples of low-income and affordable housing models in Canada and globally, we have chosen precedents most relevant to EFry and Burnaby.

### Non-Market Housing

The City of Vancouver (2022) defines non-market housing as intended for low or moderate-income individuals and families. As the name implies, these homes are made available for rent or purchase below the market rate. Typically, these housing developments are subsidised and receive some form of government support.

Most, if not all, of the housing types described in this section have a non-market housing component. The City of Vancouver (2022) notes that social, supportive, and co-op housing are three prominent examples of non-market housing in Vancouver and surrounding municipalities.

The City of Burnaby’s Housing and Homelessness Strategy (2021) defines non-market units to include rental units and co-operative housing units that were developed with the provincial and federal funding programs. These homes can be private or publicly owned and provide households with “very low, low, or moderate incomes” affordable housing options. The City of Burnaby is currently working to develop non-market housing specific to seniors, women, children and other marginalised groups within the community.








## Summary of Housing Models





Below is a table of common small/shared housing models in the Metro Vancouver, with Burnaby-specific examples provided. For more detailed information

on each of these housing models, please refer to Appendix B. This table orders housing types by typical length-of-stay, from short-term to permanent options.

Table 2. Summary of Housing Models

Model/Type	Description	Allowed in Burnaby?	Local Example	Image
Single Room Occupancy/ Accommodation (SRO/SRA)	SROs/SRAs are privately-owned residential or single-room occupancy hotels, rooming houses, or non-market housing with rooms less than 320 sqft (City of Vancouver, 2022). On average, rooms are 100 sqft. and come equipped with basic cooking facilities; bathrooms are shared. The definition both leaves room for, and overlaps, a variety of different housing models, including seniors' homes and supportive housing.	No, but Burnaby wishes to include policy surrounding SROs in the future	<a href="#">Burnaby: Cedar Place Seniors Housing</a>	
Supportive Housing	In supportive housing sites, staff are always present to assist residents (Thompson, 2022). Assistance can take the form of various social services, addiction support, and the provision of health supplies.	Yes	<a href="#">Burnaby: Norland Place</a>	
Transitional and Halfway Housing	Transitional housing is part of a broader social initiative wherein men and women are gradually returned to permanent housing from emergency shelters and reintegrated into society (Fotheringham, Walsh, & Burrowes, 2014; Fogel, 1997). A common form of is halfway housing, which supports women newly released from prison as they transition into regular life.	Yes	<a href="#">Burnaby: Dixon Transition Society</a>	
Modular Housing	Also referred to as prefabricated housing, modular housing is typically constructed off-site and assembled on-site (Chapman Taylor, 2022). Modular housing is a common model for low-income housing because of its relatively affordable construction costs.	Yes	<a href="#">Burnaby: Norland Place</a>	
Group Homes	As described by the Provincial Government, group home services are "provided in a non-licensed congregate housing arrangement where clients with disabilities or other unique conditions share personal care resources" (2023). These homes are traditionally operated by non-profit societies and can vary in size.	Yes	These are typically privately arranged and organised.	

Continued on next page -->

Shared Private Dwellings, Home-sharing, or Rooming with Others	A common way of reducing housing expenses is sharing a room, apartment, or house with others can also provide a sense of security and a feeling of companionship (TRAC, 2022).	Yes	Very common, many examples in Burnaby and Vancouver.	
Co-operative Housing	To live in co-operative housing ('co-ops'), a member purchases a certain number of shares to join the development which is collectively "owned." In B.C., most co-operative housing is non-profit with a rental model. Oftentimes, these developments follow a rent-geared-to-income model.	Yes	<a href="#">Burnaby: Post 83 Housing Co-Operative</a>	
Cohousing	Cohousing developments are a modern reinterpretation of envisioning the 'commons'. Cohousing units have their own bedroom(s), kitchen, living room, and washroom; residents typically share large gathering areas and are responsible for general maintenance, community activities, and building upkeep (LaRocque, 2019; O'Connor, 2016).	Yes	<a href="#">Burnaby: Cranberry Commons</a>	
Laneway Housing	Typically found in the backyards of single-family homes throughout Vancouver, laneway homes are a method of densification in suburban neighbourhoods (Small Housing B.C., 2015). They are an affordable alternative often utilised by the extended family of a homeowner.	Pending; Burnaby's council approved a draft program for laneway homes and suites in semi-detached housing in the summer of 2023 (City of Burnaby, 2023).	Many laneways can be found throughout the City of Vancouver.	

## Types of Tenancy

In addition to overviewing the common low-income housing models, it is also valuable to explore relevant tenancy models.

### Transitional

An intermediary between emergency crisis service—for example, shelters or prisons—and permanent, independent housing, transitional housing is intended to be short-term: stays typically range from three months to three years (Novac, Brown, & Bourbonnais, 2009). In British Columbia, transitional houses typically provide up to 30 days of safe and staffed shelter (B.C. Housing, 2022). After this period, it is possible to move to second-stage housing, which is a

private and low-cost unit where an individual can live safely and with some support for approximately six to 18 months (B.C. Housing, 2022).

Residents in transitional housing typically include: those recovering from traumas, individuals with a background of multi-generational poverty, youth, individuals in need of education to secure a sufficient income, individuals with ongoing mental health needs or addictions, young mothers, individuals with disabilities, individuals newly-released from prison, and immigrants (Novac, Brown, & Bourbonnais, 2009).

### Common Transitional Housing Rent Structures (National Network to End Domestic Violence, 2013)

1. **Subsidised** - Rent is subsidised and the resident enters into a lease with the program providing a portion of rent paid directly to the landlord.
2. **Rent and Sublet** - The lease will be in the program's name and the program will be responsible for rent payment. The program will then create a sub-lease or rental agreement for the resident, who will pay a portion of the total rent to the program.
3. **Ownership** - The program owns and operates the building or specified units. The resident will pay a portion of the total rent to the program as per the rental agreement or sub-lease.

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## Renting

As the primary alternative to home ownership, rental housing provides an opportunity for low and middle-income individuals, couples, and families to find a place to live (City of Vancouver, 2022). Typically, residents will enter into a lease agreement with the property owner or manager on either a month-to-month basis or for a fixed period; rent is paid monthly.

Due to its desirability, the City of Vancouver has high average monthly rents and low vacancy rates (City of Vancouver, 2022). Surrounding municipalities, including the City of Burnaby, are slightly more affordable and are becoming increasingly desirable places to live, resulting in higher housing demand and costs. All Metro Vancouver municipalities have some form of tenant and rental housing protections to protect renters and the rental housing stock (City of Vancouver, 2022).

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## Inclusive Housing Initiatives

The development and maintenance of inclusive housing in British Columbia is important to ensuring everyone can find an adequate place to live. While inclusivity is largely built into the existing organisation and design of non-market housing through accessibility considerations, the development of supportive housing for women-led families, and the implementation of policy for LGBTQIA2S+ individuals, there are still local examples of initiatives specifically geared towards supporting inclusive housing.

## Rent-to-Own

Intended for those looking to purchase a home but unable to afford a down payment, the rent-to-own model allows an individual or family to rent a specified home with an additional option to later buy the home (WOWA, 2022). In a lease agreement with a landlord or rent-to-own company, an individual will rent out the home and a portion of the rent will be used as credit towards an eventual down payment on the home (WOWA, 2022). Upon the lease's conclusion, the individual or family will have the right to purchase the home; if they decide against purchasing it, all accrued rent credits are forfeit (WOWA, 2022).

## Rent Geared to Income

Rent geared to income tenancy scheme aims to only charge tenants a certain percentage of their income. In Vancouver, the percentage hovers at around 30%,

which is the threshold for affordable housing (B.C. Housing, 2022). A notable example is faculty housing at the University of British Columbia where rent is charged based on income, which helps with on-campus faculty retention.

## Women-Held Leases

Developments can also be specifically intended for women. For example, Atira's The Alex in Port Coquitlam, B.C. is an 89-unit development meant for women, children, and women-led families. Notably, all leases are in the women's names and priority is given to women in the Tri-Cities region (Atira, 2022).

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One example is Community Living British Columbia's (CLBC) Inclusive Housing Initiative, which focuses on provincial partnership-building. CLBC's goal is to unite organisations in the housing, community living, and public sectors together to create more inclusive, accessible, and affordable housing (CLBC, 2018).





# Factors Influencing Women's Housing

Reflecting the intersectional nature of women's housing needs, each woman may experience one or many individualised housing barriers. While the following sections reflect a core flaw in existing literature on women's housing needs by categorising women based on one dominant aspect of their positionality, **we recognise that women can occupy many of these groups simultaneously and acknowledge their needs may or may not reflect commonalities within these categories.** Consequently, assessing women's housing needs necessitates an awareness of the influence that housing has over all of these categories and the importance of proposing low-income housing recommendations with direct input from the women they may house.

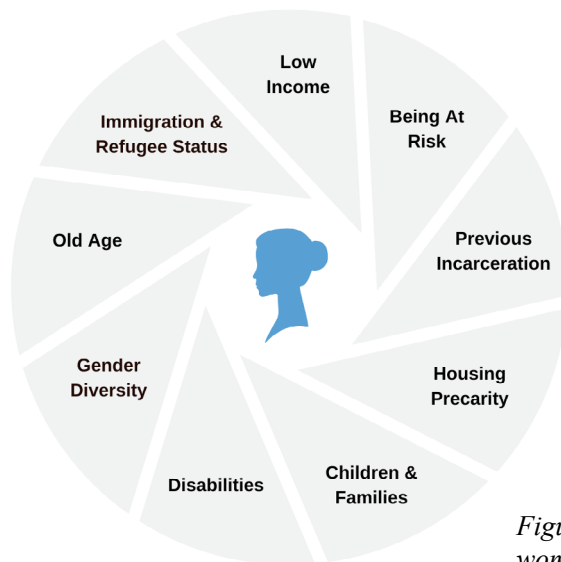


Figure 10. Factors influencing women's housing needs

## Low-Income

For women below the low-income threshold, **obtaining affordable housing can mean making sacrifices**, which can include living with others, cutting out discretionary expenses, moving frequently, or living in substandard or unsafe conditions (Skobba, 2016). As a result, low-income women often experience housing precarity and difficulties moving up the housing ladder towards home ownership and the satisfaction of their housing needs. Women may also find themselves in government-subsidised spaces lacking the conventional and aesthetic attributes of home.

Due to limited financial resources, low-income women tend to have fewer choices over their circumstances, leading them to desire some semblance of control (Wasylishyn & Johnson, 1998). Such a lack of control can result in stress: Wasylishyn and Johnson (1998) observed that some women felt they were at the mercy of support workers and anxious about their inability to control their own health and lifestyle.

Factors and potential obstacles influencing how low-income women find and secure housing include long-standing personal instability, whether from a lack of familial support or changes in relationship status, in addition to domestic violence, early childbearing, and insecure employment (Skobba, 2016). These factors may overlap with broader positionalities, such as age, race, sexual orientation, and health.

## Being At-Risk

*The Elizabeth Fry Society (2022) defines being at-risk as including any woman or girl who is currently within, or is becoming either involved in or affected by, the justice system.*

When interviewing at-risk women during the COVID-19 pandemic, Slatter, Adkins, and Baulderstone (2005) noted many expressed their top priority was shelter and all other needs were secondary.

Due to the broad definition of at-risk, women are often grouped into other, more specific categories. As a result, there is not a large body of research on their specific needs, especially for those involved in, or affected by, the criminal justice system. Instead, greater focus is placed on women who have been incarcerated. With that said, because at-risk women are generally vulnerable to (re)incarceration, substance abuse, and often carry histories of childhood trauma, many of their needs may align.

## Previous Incarceration

**Women are “the fastest-growing incarcerated population in Canada”** (Nelund, 2020, p. 4). Between 2005 and 2015, the overall number of federal prisoners grew by 10% and the number of imprisoned women increased by nearly half (Nelund, 2020). Prisons have been recognised as catalysts for violence and as places where women's needs and experiences are not well-reflected in penal practices or design. As a result, incarceration can negatively affect women during and after imprisonment. Upon release, women may experience inadequate substance abuse and mental health treatment, unaffordable housing, employment difficulties, domestic abuse, and

community ostracization (Pollack, 2009). Regardless of gender, the interruption in income, loss of access to government social services, eviction due to a lack of income, and the socio-economic barriers brought into being by incarceration all exacerbate poverty and housing precarity (Yarbrough, 2021).

Without adequate services to support their reintroduction into society upon release, previously-incarcerated women are likely to be rearrested (Raber, Schick, Hansoti et al., 2018). Some examples of these aids include addiction and mental health treatment, preventive medical services, and family support (Raber, Schick, Hansoti et al., 2018). Overarching these services and supports, however, is a general need to better understand the unique pathways of incarcerated women including their experiences, traumas, and needs.

For previously-incarcerated women, some of their other needs include basic housing, some form of socioeconomic security—since they may be denied certain financial supports because of their criminal record—and treatment options for mental health issues, counselling, and addiction (Raber, Schick, Hansoti et al., 2018). Some programs include employment and education initiatives, access to counselling, and referrals to specialised healthcare.

## Experiencing Housing Precarity

Historically, being unhoused was a problem associated with men, resulting in women's experiences being unrecognised or misunderstood (Fotheringham, Walsh, & Burrowes, 2014). Due to the long-standing emphasis on male experiences and the potential for invisible homelessness, it is challenging to find female-focused data (Perez, 2019). An example of one previously neglected experience is the **prevalence**

**of domestic abuse and violence, which has been recognised as one of the primary reasons for women's homelessness** (Fotheringham, Walsh, & Burrowes, 2014). Consequently, women easily fall into a circular pattern of abuse, homelessness, insufficient housing, poverty, and a return to abuse (Fotheringham, Walsh, & Burrowes, 2014). In some cases, **women experiencing homelessness may even be 'invisible'**: some avoid emergency shelters and transitional housing by couch-surfing or staying with friends and family (Fotheringham, Walsh, & Burrowes, 2014).

Fotheringham, Walsh, and Burrowes (2014) observed that women in transitional housing have needs including increasing one's sense of safety and ensuring the presence of respectful staff. These women also recognised the value of living in a community of women, the importance of supportive counsellors, access to 24-hour support, and the constant presence of basic resources like food and water. Women-focused transitional housing also gave them the luxury of time, which many of the surveyed women recognised as essential to helping them reintegrate into society (Fotheringham, Walsh, & Burrowes, 2014). This combination of safety, support, resources, community, and time are essential to reducing the risk of homelessness.

Other needs can include the provision of complementary menstrual health products, access to telehealth services, accommodating women with pets, and maintaining high levels of privacy (Goodsmith, Ijadi-Maghsoodi, Melendez et al., 2021). In many cases, the services women require will vary depending on their age and health. Reflecting their unique needs, women also benefit from dedicated shelters. Thielman (2021) notes **13% of all Canadian emergency**

**shelters are women-focused.**

## Children and Families

Similar to women experiencing housing precarities, the lived experiences of women with children searching for housing are often overshadowed by the predominance of services and shelters designed for men (Fogel, 1997). Mothers typically require different amenities for their children, such as outdoor and/or indoor play areas (Thompson, 2022). Both mothers and children may also require additional support from staff and meetings with social workers. On one day in 2018, the Women's National Housing and Homelessness Network (2022) noted **"approximately 699 women and 236 children [were] denied shelter" across Canada.**



Women with children are typically directed to one of the following types of low-income housing: emergency shelters, transitional housing, or subsidised permanent housing arrangements (Feltey & Nichols, 2008)—emergency shelters are the most common. Women with children typically have fewer housing options and unlike traditional shelters, ones for women-led families typically have more mother-oriented services, and greater flexibility in the length of stay (Feltey & Nichols, 2008).

For women-led families experiencing housing precarity, a family-centred approach to housing may be useful: **many women seeking shelter or support are afraid of child removal or loss of custody** (Thielman, 2021; Feltey & Nichols, 2008). Mothers may also leave their children with relatives, rather than expose them to shelter life; creating spaces that reduce the stigma surrounding shelters may help prevent separation and the ensuing consequences to mother and child(ren) (Feltey & Nichols, 2008). It is also important to consider and remediate the possible connections between domestic violence and women's homelessness through supportive programs: in many cases, one may beget the other (Thielman, 2021).

There are both benefits and drawbacks to shelter life for children: while it has been observed that children can benefit from the structure and routine, children are also at risk of health and developmental issues, behavioural problems, as well as falling behind in their education (Feltey & Nichols, 2008). As a result, **it is important to consider the needs of their children as well as the mothers** in these facilities.

Much like women without children, women-led families transitioning to permanent housing require support to ensure both mothers and child(ren) have a safety net they can fall back on (Feltey & Nichols, 2008).

## Disabilities

In a housing market with an already small inventory of available and affordable dwellings, there are even fewer adequate and accessible homes for women with disabilities. Disabled women will often experience even greater difficulty securing a place to live if they depend on social assistance, which is hard to

qualify for and fails to keep up with rent increases (Chouinard, 2006).

Depending on the type and severity of the disability, some **needs may include accommodations for mobility issues, staff support and supervision, the allowance of service animals, and the opportunity to modify a dwelling** to make it suitable for other disability-related needs (Ballan, Freyer, & Romanelli, 2022). For many disabled, low-income women, living in inadequate shelter is often the only possibility and can result in exacerbations to their disabilities and the need to sacrifice medication or other necessities to afford housing costs (Chouinard, 2006).

## Gender Diversity

For transgender, non-binary, and/or LGBTQIA2S+ women, discrimination affects their ability to find housing, let alone housing that satisfies their needs and wants. As the Canada Mortgage and Housing Corporation (2021) notes, transgender and gender-diverse individuals experience higher rates of homelessness and greater barriers to accessing housing and services than other demographics. Non-normative individuals also struggle with the inflexible gender binaries that define many aspects of supportive housing, such as women-only shelters.

Transgender women are negatively impacted by heteronormative legal and economic structures; they are often profiled on the basis of race and gender (Yarbrough, 2021). According to the National Center for Transgender Equality (2023), **“one in five transgender people in the United States has been discriminated [against] when seeking a home, and more than one in ten have been evicted [...] because of their gender identity.”** Linked to incarceration and

racialised gender policing, transgender poverty is also produced in two specific ways: as Dilara Yarbrough notes, legislation surrounding drugs, prostitution, homelessness, immigration, and HIV portray transgender women's means of survival and earning as inherently criminal (2021).

The housing needs of gender-diverse individuals are fundamentally similar to those held by heteronormative demographics: both groups prioritise safety, dignity, adequacy, and access to relevant services (CMHC, 2021). LGBTQIA2S+ individuals, however, also look for an inclusive and tolerant community (CMHC, 2022). However, satisfying the needs of gender-diverse groups depends on reforms to existing housing and support systems to better consider and include non-normative needs. The CMHC (2022) has identified the establishment of a “feminist, low-barrier, trauma-informed, harm reduction, gender-focused housing and support model” as intrinsic to ensuring equal access to gender-diverse housing.

## Old Age

Of Canadians aged over 65, Stewart and Cloutier (2022) note “36.4% are in ‘core housing need,’ meaning they live in dwellings that may be unsuitable, inadequate, and unaffordable” (p. 583). Within the ageing Canadian population, **housing issues tend to disproportionately affect single, older women** (Stewart & Cloutier, 2022).

Personal health problems—or those of a relative—are also a concern for many older women and influences their income and housing needs. Reflecting the reinforcement of gender roles, many women assume roles as caretakers and caregivers. Consequently, they

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may retire early or be unable to work as much as their male counterparts, resulting in reduced pensions, which greatly affects their economic stability in later years (Stewart & Cloutier, 2022).

Older women value a sense of community and will often stay in an area they prefer even if they spend a larger portion of their income (Stewart & Cloutier, 2022). They will also forego essential needs and conveniences in order to afford a comfortable place to stay; for many, rent takes up the bulk of their income.

### Immigration and Refugee Status

Upon arriving in Canada, new immigrants and refugees face a variety of factors negatively affecting their ability to find and secure housing. As Carlos Teixeira (2008) writes, these factors include: “economic disadvantages and housing costs; a lack of knowledge about the functioning (or the intricacies) of the housing market; a lack of fluency [in] the official languages (English or French); and racism and discrimination by landlords, private and non-private housing agencies and real estate agents.”

Teixeira (2008) also highlights the needs for new immigrants in Canada, particularly those in more expensive cities. **The needs are grouped into five key areas: neighbourhood, housing, education, employment, and income.** In a neighbourhood, new arrivals to Canada prioritise comfortability, conviviality, community services, and ethnic entrepreneurship. As for housing, immigrants desire adequate, suitable, and affordable housing, as well as home ownership opportunities. Educational services, such as access to language courses, general schooling, and employment training, are also central to an immigrant’s housing needs. Finding relevant

employment that utilises a newcomer’s previous educational and vocational experiences is also a priority, as is finding a well-paying position.

In particular, immigrant women may have additional and/or different factors affecting their ability to find housing and/or satisfying their housing needs. As Thurston, Roy, Clow, et al. (2013) observe, newcomer women in Canada may face additional challenges or endangerment arising from cultural differences, identities, and social support, than non-immigrants. In addition to potential stigmas and norms arising from their culture or community of origin, abused immigrant or refugee women are vulnerable to exploitation by their abuser(s) on the basis of a lack of knowledge about local legal structures and their individual rights (Thurston, Roy, Clow et al., 2013).



## Promising Practices and Housing Policy

In 2019, the Government of British Columbia declared a significant shortfall of affordable housing across the province. This lack of affordable, suitable, and accessible housing has created a housing crisis for citizens.

As a result of the housing crisis, the Government of British Columbia and many of its municipalities developed a wide range of innovative policies supporting affordable housing initiatives within their respective cities. Procedures include regulatory and incentive-based policies, which allow for faster development, tax reductions, and preferential treatment from local governments.

Other municipalities have developed relevant policies used to inform future planning and policy implementation across Burnaby to help low and middle-income women, girls, and their families access affordable and secure housing.

Table 3, below, provides an overview of several innovative housing policies applicable to the City of Burnaby and the Elizabeth Fry Society to improve the supply and access to affordable housing. To review these promising policy precedents in more detail, refer to Appendix D.



Table 3. Summary of Innovative housing policy precedents across Canadian municipalities

Innovative housing policy precedents	Description	Case study
<b>1. Remove rezoning bylaw for affordable development projects</b>	As of 2021, the Local Government Act amended its conditions allowing for rezoning applications to forgo a formal public hearing process unless requested by the local government (Kennedy, 2021; Government of British Columbia, 2023). Through this amendment, local governments can allow development applications compliant with the Official Community Plan to proceed with development, such as affordable projects.	In 2021, the City of Victoria Adopted the <a href="#">Fast Lanes for Affordable Housing Policy</a> , which allows all affordable housing projects compliant with the OCP to forgo a rezoning process to speed up the development of these projects.
<b>2. Multi-Unit Residential Acquisition (MURA) Policy</b>	The MURA Policy incentivises non-profit housing providers and developers to get pre-approved grant funding to purchase, renovate and/or operate buildings and land as it becomes available on the market. This policy allows non-profits to compete in the housing market and helps to support the transition of market units to non-market housing stock over a long period.	In 2021, the City of Toronto launched the <a href="#">MURA Policy</a> , which supports the acquisition of private market rental housing by non-profit housing organisations and co-ops to buy property.
<b>3. Amendment of definition of family in the Zoning Bylaw</b>	In many municipalities, family is determined by bylaw, which acts to restrict the number of unrelated renters permitted to live and rent within a unit. Burnaby's Zoning Bylaw No. 14460-22-07-25 defines families as no more than five unrelated people who live together. Amendments to, and abolishment of, this bylaw can help build more inclusive cities for tenants.	In 2019, the City of Saanich <a href="#">amended Zoning Bylaw 8200</a> , which restricted the number of unrelated tenants who could live together in a single-family dwelling from 4 to 6 people. This allowed more renters to live legally within secondary suites in a growing city with a need for more housing diversity.
<b>4. Abolish restrictive Group Home Policy</b>	Provincially, group homes can range from single-family homes to apartments and typically range from four to six people (Government of British Columbia, 2023). Many local municipalities have implemented this statement within their local zoning bylaws, thereby limiting the number of people who can live in a group home to six people. In recent years, leading municipalities abolished this requirement allowing for an increase of people living legally in group homes.	The City of North Vancouver changed the zoning bylaw to allow the maximum number of people to live in a group home or halfway house to match the maximum number of people legally permitted by provincial and federal rule.
<b>5. Missing Middle Housing Policies</b>	<p>If approved in the summer of 2023, the <a href="#">City of Burnaby's Draft Housing Choice Program</a> will allow for the development of laneway housing and suites in semi-detached houses in all single and two family zoned areas (City of Burnaby, 2023).</p> <p>However, looking beyond laneways and secondary suite housing, a Missing Middle Housing Policy would allow for duplexes, triplexes, laneways, AUDs, and other types of housing to be developed on all existing residential lots, pending urban design guidelines (Missing Middle Housing, 2023).</p>	In 2022, the City of Victoria approved the Missing Middle Housing Program which allowed up to six homes across most residential lots across Victoria (City of Victoria, 2022).

When we examine the leading housing policies and case studies in Table 3, the identified interventions, tools, and policies directly or indirectly support low-to middle-income residents. The City of Burnaby

could draw inspiration from these housing policy precedents to help increase access to, and the supply of, affordable housing across the municipality. However, there remains a lack of innovative housing

policy precedents across local governments that address target populations, such as the housing needs of low-income women-led households and their families.

# Findings

This section provides an overview of factors that were identified to be important to women's housing. These findings are based on a combination of academic literature, past work completed by EFry, and the limited engagement conducted by the studio team. **We have prioritised what was heard during our engagement in the following subsections, which is not necessarily reflective or representative of all women and their experiences at EFry, as well as the services and programs offered by the organisation.**



Figure 11: What women want from their housing (what we learned)

## What We Learned: Important Considerations for Women's Housing

### Safety

A desire for safety was prominent in our limited engagement work as well as indicated in our overview of women's housing needs in academic literature. Overall, women responded positively to the feeling of safety at EFry's Rosewood program, citing locked entrances and onsite staff presence as important. As noted by EFry staff, the women-only service, which lacks a male presence, also provides a place for women who have experienced domestic violence to feel safe and comfortable within the facility. Some women did mention feeling uncomfortable or unsafe around residents who have been using substances, particularly citing the safety of their children.

Given the clear preference for safety measures, these should be planned for and implemented in any low-income housing model designed for women. Popular safety measures include deadbolts and good lighting (National Housing Strategy, 2019).

Cultural safety is also an issue needing to be addressed in the creation of low-income housing for women. For example, conventional definitions of homelessness do not reflect the experiences of Indigenous women. It is important to note that "Indigenous women and families are at high risk for racist and violent practices and require particular attention to their gendered and

cultural experiences" in housing design (Milaney, 2020). Five key themes affecting Indigenous women include: "jurisdictional separation, racism, lack of safety, the need for family, and limited opportunities to heal from trauma" (Milaney, 2020). Addressing structural violence, racism, and colonialism is essential to ensuring these women have equal, unfettered, and non-discriminatory access to housing.

### Privacy

Privacy helps create a sense of independence and freedom, which is invaluable in shared accommodations. Having a private room where clients can escape and engage in personal hobbies was of major importance to the women we spoke with. We heard from women with past experiences renting with roommates that sharing a small space with multiple people can be especially stressful when roommates do not get along and there is no sense of privacy.

### Flexibility

The flexibility of services and programs impacts a woman's sense of freedom and control, as well as their ability to work towards the improvement of their socio-economic standing.

In our engagement and as noted in the literature, women reported they value flexibility in their access to food and kitchen facilities. This is an important consideration as when they are residing in the shelter there is a meal schedule as is a requirement of the type of kitchen operating at Rosewood, and EFry

does mitigate this issue by providing snacks in the common fridge for 24 hour access. When considering women residing together in community (Co-Housed) it is important to consider ways to build more flexibility within programs to meet women's needs. As the National Housing Strategy (2019) noted in their engagement report with Canadian women from across the housing spectrum, what is most important to women is "a continuum of choice" (p. 6) when looking to satisfy their housing needs.

### Location and Proximity to Transit

Women cited proximity to public transit as one of their key needs. As most of these women do not own personal vehicles, access to public transit helps them reach services, amenities, and opportunities. As noted in the survey conducted by the National Housing Strategy (2019), the most important service to have within 1km of a housing site is public transportation.

However, it is important to note that access to transportation is often not enough; women often pay a transportation 'pink tax' and spend more, on average, on transportation costs than men (Kern, 2020). This is more the case for women with children, as they tend to make more stops on their regular commute (picking up and dropping off children, getting groceries, etc). For low-income women, the impacts of such a 'pink tax' may be more significant. For sites like EFry's Mazarine, which are located far from the town centre, it is difficult to access services and amenities women may need. Women-led families often depend on a wide network of social services (Kern, 2020), so housing in denser areas may be preferred, such as the EFry Rosewood site which is located next to a major transit network with skytrain access.

### Cleanliness

A clean space contributes to a comfortable and dignified living environment. Rosewood clients appreciated the cleanliness of the building and its facilities. The need and preference for a clean space that feels like home was also prominently featured in existing academic literature surrounding women's housing needs (National Housing Strategy, 2019).

### Space for Families

For women with children, more space was an important factor, especially to accommodate children as they age. EFry is particularly notable in their approach to housing families, as the organisation accepts families with boys up to the age of 18 in their homeless shelters. One woman we spoke with suggested there may be a need for larger spaces to comfortably accommodate older children living with, or visiting, residents.

Depending on the women, additional space with specific uses is important (National Housing Strategy, 2019). For women with children, this can mean having dedicated play areas and outdoor space. For other women, gardens, outdoor spaces, storage, and multi-purpose areas are useful.

### Customisable Design

Since there are a near-infinite number of housing pathways a woman may take, it is important to consider variations in each woman's background within the design and layout of a low-income housing model. As many housing sites focus on temporary stays, many different women may come to occupy the space over time. Depending on who may be housed, it is important to consider how spaces can be modified

or customised by those who currently reside there.

The EFry House to Home (2019) report expands this concept to include the value of flexibility in common spaces. Flexibility in these common spaces allows for a range of uses and users to feel welcomed and included. These shared spaces can then be used for a number of uses including private therapy sessions, hosting visitors, or prayer spaces.

### Amenities

At Rosewood, there were common spaces that included a computer and television, which were mainly spaces for children to play. The cafeteria and chef service were also described as something the women liked. The EFry House to Home (2019) report expands on this topic by indicating that women with children often prefer having a kitchen and common space within close proximity so women could watch their children while preparing food. In other EFry programs, the availability of private, in-unit kitchens and bathrooms have worked well for women wanting more independence.

In terms of additions and improvements, we heard a need for more adult common spaces and bookable meeting rooms that could be used for more private functions, such as meeting with a social worker. Additionally, the availability of free wifi can help women better access available resources and connect with others. It is also important to consider population-specific needs and provide accordingly. While smoking in Canada has steadily decreased over the past 50 years and most municipalities consider it to be a health hazard, we heard from EFry staff that the women who stay in temporary residences tend to have smoking embedded into their lifestyles and are thus disproportionately impacted by restrictive policies. At

Mazarine, there is limited outdoor space, so the only place residents may smoke is at the designated smoke area. However, due to capacity constraints, cliques would often form and disputes would start over who could use the smoke area. Another similar need, which we heard from staff, is the provision of wet housing facilities for senior women, as EFry is dealing with an increasingly ageing demographic of women.



*Designated smoking area at Mazarine*

As mentioned previously, other needs for women in low-income housing can include the provision of complementary menstrual health products, access to telehealth services, accommodating women with pets, and maintaining high levels of privacy (Goodsmith, Ijadi-Maghsoodi, Melendez et al., 2021).

## Sense of Community

Fostering a sense of community is of high importance for EFry clients. The EFry House to Home (2019) report indicates a strong sense of community is directly tied to a person's relationship with their surrounding environment and their own agency. Rosewood does have a communal cafeteria and recreation spaces for children—we saw children playing computer games together. Staff observed that most connections made within the programs are between children, but since their stays are temporary, when they leave the program those connections are often lost and can have a negative impact on children's development.

Additionally, we found the community and proximity to communities outside of the housing was important to women. For instance, one woman described the importance of her church community; a congregation member helped her find temporary housing with EFry.

## Cultural Awareness and Accommodations

As Thurston, Roy, Clow et al. (2013) observe, women newly arriving in Canada may face additional challenges arising from cultural differences and identities, as well as social support, than non-immigrants.

Language barriers can be a challenge for newcomer women seeking housing. In our engagement, this was mitigated by other women who volunteered to translate; however, these informal acts of solidarity are not always reliable and depend upon the presence of other women who speak the language. The possibility of a language barrier can also make it difficult for women to communicate with staff about their needs.

For women living with a shared kitchen or participating in a program with set meals, there are concerns about being unable to cook cultural foods for their children. Cultural foods create a sense of belonging and feeling of home, especially for those who have left their homeland.

In addition to cultural safety, cultural awareness and respect is essential to ensuring all women feel comfortable in low-income housing. Broadly speaking, ways of ensuring tolerance and belonging include recognising the different traditions of residents in both spatial design and housing amenities.

## Time and Resources to Transition

Transitional housing typically allows for up to a maximum stay of two years. Depending on a woman's needs and the services they require, the length of stay may affect which housing options are available to them and their reintegration into society (Fotheringham, Walsh, & Burrowes, 2014).

Contract length varies between EFry programs, though the organisational policy is a minimum 90-day stay, with relaxations for women who may need more time. Speaking with clients at Rosewood, we found that the length of stay may be interpreted or felt differently by women depending on their needs; for example, women who are new to Canada and have not yet integrated within society may need more time and support than others. Additionally, women have expressed the desire for more support and resources from EFry to help them with their housing search. Although there is flexibility for EFry to accommodate women who are not yet ready to leave, contract timelines can create stress and lead women to seek other temporary accommodations or settle for housing that does not fulfil their needs.



## Client Supports

For clients living in EFry's residences, accessing external services can be a considerable obstacle. While staff can refer clients, they are unable to provide transportation or physically accompany clients into the community to access services. Providing some form of in-house outreach may help clients who need additional support: among a variety of other factors, some may be scared to seek out external services or have low self-esteem.

One potential way of overcoming this barrier is to create a dedicated EFry outreach team. Accessible to any program or residence with fairly unrestricted eligibility, such a team may help clients and staff alike by ensuring access to some sort of basic outreach.

## Wrap-Around Services

Another factor was the importance of providing access to in-house services, as opposed to a hands-off approach. One example of a possible on-site service is weekly visits from a nurse practitioner. While more expensive, hands-on training for staff in harm reduction and other services would also be helpful.

Women in transitional housing have commented positively on the community feel they can have, along with the value of having access to varying levels of support and access to essential resources and services (Fotheringham, Walsh, & Burrowes, 2014). As noted by the National Housing Strategy's report (2019) on women's housing needs, some social housing developments do not offer on-site support services and therefore fail to meet the needs of the housed women. With that said, the support and relevant services needed depend on the woman in question (National Housing Strategy, 2019).

## Communication and Interactions with Staff

At EFry facilities, existing staff-client relationships are working well: staff are available to interact with and, in the process, model appropriate boundaries, attachment styles, polite speaking, and basic social interactions for their clients. As part of their study on women in transitional housing, Fotheringham, Walsh, and Burrowes (2014) women value respectful staff. However, they also note that women have unique needs. For example, immigrant women may require culturally sensitive support and interactions from staff. Further, Indigenous women may wish to have traditional, cultural and spiritual elements of support.

EFry clients positively commented on staff kindness; however, most also mentioned their unwillingness to bring up concerns to staff. This was due to both a perception that staff lack the ability to accommodate them and residents feeling they are 'lucky' to even have shelter and therefore should not complain or cause trouble. The language barrier for newcomers to the country may also pose a challenge to open communication.



## Further Considerations: Analysis of Themes

### 1) The Time and Resources Trade-Off

From our conversations, we found that residents often face a trade-off between accessing necessary resources and being back on site for scheduled mealtimes (Figure 12). More onsite resources (space for work/study, help with language/career/finding housing) help residents better adhere to a schedule as they have less need to leave the site to access these resources. Alternatively, with fewer onsite resources, a flexible schedule would allow residents more time to leave the house to do things that advance their socio-economic capital (e.g. visiting the library, taking classes).

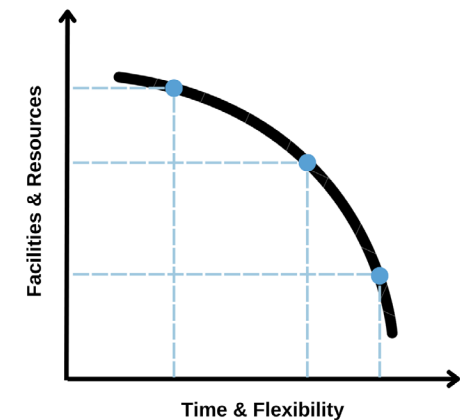


Figure 12: Time and resources trade off graph

Factors that can help mitigate this trade-off include: proximity to public transit and proximity to external services (e.g. libraries, healthcare).

2) The Importance of Food

Extending across various considerations listed above, including those about scheduled meal times and cultural accommodations, is the importance of food. Food is a basic need and source of nourishment, but food insecurity is rooted in poverty. Food is also a gendered issue, as women are usually responsible for the preparation and management of food in a household, and there is added pressure when children are involved (Care, 2022). As acknowledged earlier, there is also a cultural aspect to food that is often compromised in a meal program or when financial resources are scarce.

Within shared housing, the House to Home (LaRocque, 2019) report discusses how communal kitchens are both an opportunity and challenge. Since food preferences are deeply personal, issues may arise when attempting to regulate kitchen use. Thus, care and attention to detail when designing food programs and shared spaces for cooking and eating are critical in shaping a woman’s housing experience.



*In-suite kitchen at Pathways*

3) Breaking the Shelter Cycle

In our limited engagement, the three women we spoke with shared that they previously stayed at the same shelters and were, upon conclusion of their stay at Rosewood, likely to enter another shelter or temporary facility. The inability to find and access a stable housing situation arose from a variety of interrelated factors, including: unemployment; financial instability; an unawareness of non-EFry housing services and supports; and insufficient time to accumulate savings and find work before needing to leave the facility. As a result, the women we engaged with felt uncertain about their housing futures.

In order to increase the rate at which women successfully transition out of EFry facilities and into permanent housing, remediating the above factors is important. While we recognise EFry’s careful balance between making their facilities either too impersonal or too comfortable, one way of helping women escape the shelter cycle is by providing more time for residents to find vocational and financial stability. Another possible way to help break the cycle is to provide additional support to EFry residents by sharing relevant internal or external housing resources—this can be done in-person by EFry staff or by adding additional information to the organisation’s website.

Housing Model Summary Matrix

The following matrix (Figure 13) maps out the selection of shared and small housing options (vertically down the left-most column), based on factors of importance (horizontally across the top) to women found in our engagement and literature review. Not all factors important to women were included in this matrix as it was impossible to attribute some factors to the housing model (e.g. proximity to public transit varies from site to site).

The matrix is not meant to give a definitive answer on what is the ‘best’ housing model overall; it is meant to illustrate how different types of housing may be more suitable according to a woman’s needs and available resources in various phases of life. All values assigned are estimates intended to provide a general understanding of each housing model’s characteristics. EFry may wish to refer to this matrix when deciding which model(s) for a new housing facility would best fit the needs of women in that program, such as for the upcoming redevelopment of the Transition to New Beginnings site in 2030.

*Continued on next page -->*

Figure 13: Housing Model  
Summary Matrix

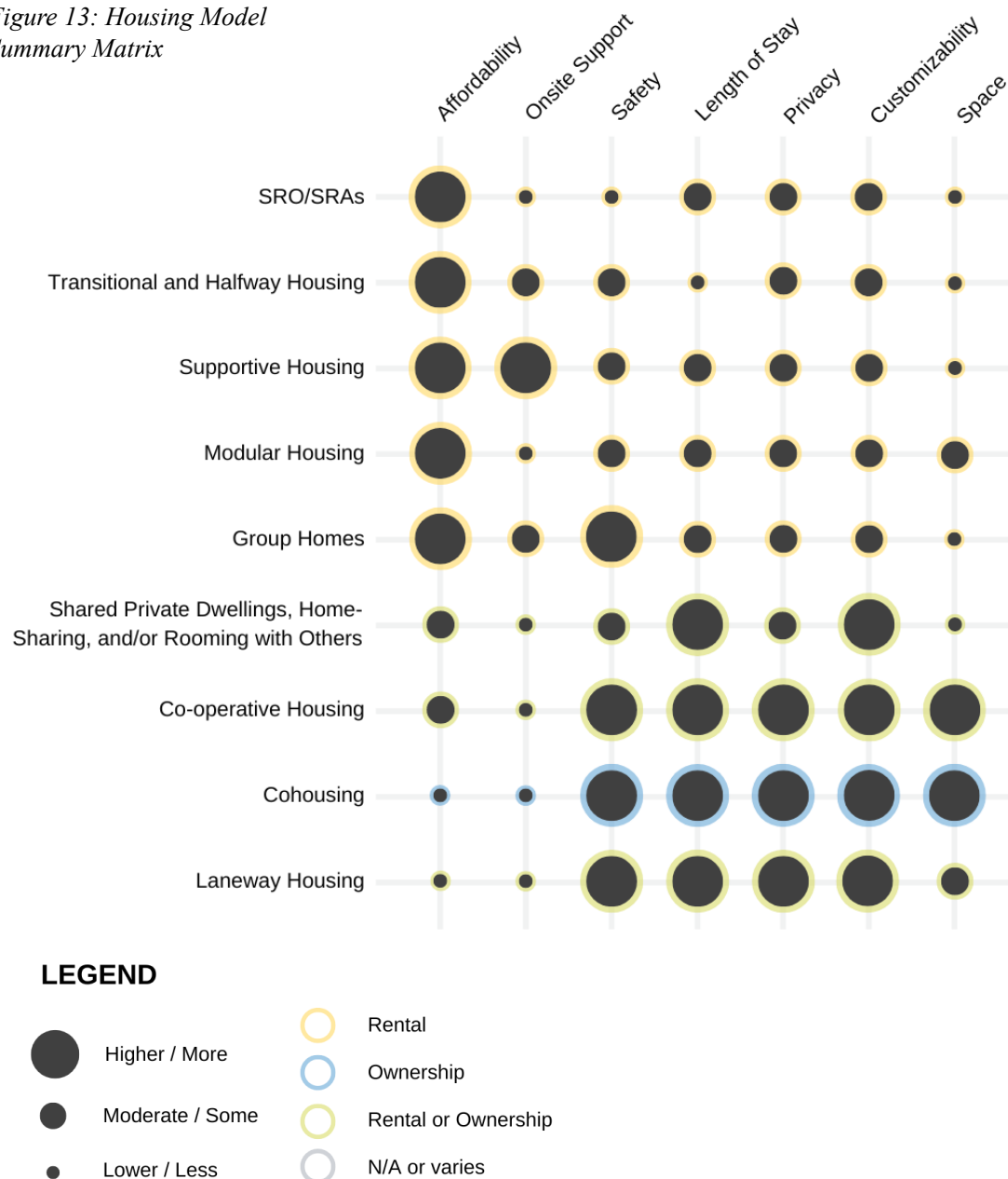


Table 4. Housing Model Matrix definitions

<b>Affordability</b>	Cost of renting or purchasing.
<b>Onsite Support</b>	Availability of resources, staffing, training, and other services within the housing program, which residents do not need to seek externally.
<b>Safety</b>	Mental and physical perceptions of safety can stem from the presence of other people (strangers) sharing a space, and people coming and going in the building. Security and stability of tenure is another contributing factor.
<b>Length of Stay</b>	Nature of stay (temporary, transitional, long-term/permanent). Within temporary or transitional housing, length of contract.
<b>Privacy</b>	Factors include: number of people living together in the house, amount of private personal space, nature of residents' relationships (i.e. related or strangers).
<b>Customizability</b>	Ability and freedom of residents to customise their personal spaces to their needs (e.g. decorating, choosing furniture, accessibility considerations).
<b>Space</b>	Amount of personal and shared space per person. Emergency shelters tend to have only beds, while in co-operative housing people have their individual apartment units as well as communal space.

# Policy Findings



## Existing Supportive Policies

Many policies in place at the provincial and municipal levels of government are working well to support at-risk women as they access and secure market and non-market housing within the community. Such policies include:

- The Provincial Supportive Housing Facility Policy, which has reverberations in municipalities like Burnaby: the policy allows for long-term housing units for people at risk of housing insecurity
- Burnaby's requirement of 20% of the total units in new developments on city-owned land to be non-market housing, which creates affordable and deeply affordable non-market units for low- and middle-income community members
- Burnaby's Fast Track Approval Policy ensures shorter permit periods for affordable developments, thereby allowing for more supportive housing project to be built, and at a faster rate
- Burnaby's Tax Exemption Policy for non-market and affordable rental housing projects to incentivise affordable development projects across the city

These policies and others have been in place to support low-income community members, which can include, but does not explicitly address, at-risk women and children to access and secure housing.

## Existing Political Support for Affordable Housing

Another important factor affecting the success of affordable and non-market housing development and retention within the City of Burnaby is the political and public support towards these projects.

Premier Eby and the provincial government developed a pro-affordable housing platform and have implemented several policies to allow municipalities and non-profits to increase the development and retention of affordable housing throughout the province. For example, the newly released Provincial Rental Protection Fund (2023) will allow non-profit housing providers and/or local governments to purchase and safeguard existing rental units in older buildings.

The City of Burnaby's government, including Mayor Mike Hurley and City Council, also support affordable housing. Generally, there is agreement between Council and Mayor that there is a housing crisis facing Burnaby and affordable housing policy and projects are key interventions to combat this crisis. Furthermore, insight from a City of Burnaby housing planner suggests that **across Burnaby, there is general community support towards affordable housing developments.**





## What's Missing? City of Burnaby

### Neighbourhood Support for Affordable Housing Projects

Despite provincial, municipal, and even community support for affordable housing policy and projects, the opposition of affordable housing initiatives from project neighbours and concerned citizens present a considerable challenge. Neighbours of affordable housing projects remain one of the largest and most vocal groups against affordable housing projects. Potential neighbours have many fears about affordable development within their direct community, including:

- Decrease in personal property value
- Concern for safety
- Desire to protect neighbourhood character
- Increased traffic in the community
- Uncertainty about living next to affordable housing

Addressing these concerns is essential when new sites for affordable housing projects are proposed.

### Out-of-date Bylaws and Policies

Persisting out-of-date-restrictive bylaws at the City of Burnaby are also barriers to affordable housing options. **The Family Definition Bylaw in Burnaby restricts the number of unrelated renters to five people maximum.** Therefore, for any renters with more than six unrelated renters, there remains a great deal of precarity within their housing situation. Out-of-date restrictive bylaws must be amended to increase the safety and security of renters across the municipality.

### Intersectional Consideration in Local Policy

When applying our equity framework to our review of local policies, we noticed that at-risk, low-income people are often grouped when developing and implementing policy. For example, Burnaby's policy requirement for 20% of units in a new development on City-owned land to be non-market housing does not consider the need for different-sized units and, therefore, typically cannot support at-risk families with more than one child. In the future, an intersectional approach to future affordable policies in Burnaby may help to address and support those most vulnerable within the community, such as at-risk BIPOC and gender-diverse individuals, as well as women with children seeking affordable housing.

### Indigenous Women, Girls and Families

Another aspect is the lack of local policy to support urban Indigenous women, girls, and families seeking affordable, adequate, and suitable housing. At the national level, the Native Women's Association of

Canada (NWAC) represents and advocates education, research, and policy to further social, political, and cultural well-being, as well as equity for Indigenous women and girls. Additionally, the 2017 National Housing Strategy (NHS) promotes access to housing for individuals and families with emphasis on identifying the needs of vulnerable populations within Canada, including Indigenous people. B.C. Housing (2023) provides off-reserve housing support. At the local level, some programs and funding opportunities are available to support Indigenous women and girls when accessing housing. On the other hand, often off-reserve urban Indigenous women and girls often do not have access to culturally appropriate support and housing requirements at the local level.

### Children and Families

Finally, children are often forgotten when developing affordable housing policies. As a result, locally-built affordable housing projects often lack larger family housing and therefore fail to meet the needs of children and families. The CMHC's suitability standards, which are in turn defined by the National Occupancy Standards, indicate that any child over the age of five of a different sex must have a separate bedroom in order for the residence to be deemed suitable. However, the National Occupancy Standards do not account for cultural differences and changing family structures. Locally, a more culturally appropriate system to determine household suitability is needed to get a more accurate count of core housing needs within Burnaby.

\*The National Occupancy Standards do not apply to transitional housing (i.e. shelter for less than 90 days)

# Recommendations

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As a significant provider of women's housing and related services, EFry conducts invaluable work in communities throughout the Lower Mainland. Throughout our engagement, we heard considerable praise for many aspects of the organisation, including its work within prisons, its willingness to provide multiple chances, and its dedication to making women feel safe and supported. Over the last year, we have witnessed such dedication in meetings and during our

visits to various EFry sites.

At the same time, the team also identified ways in which EFry could improve their delivery of services and housing to women and girls in Burnaby and throughout the region. Through a combination of our engagement efforts and a triangulation of our findings with literature and policy analyses, we have identified ten recommendations to strengthen low-income

housing opportunities in the City of Burnaby, for local developers, and for the Elizabeth Fry Society of Greater Vancouver.

There are ten key opportunities, all of which have supporting recommended actions. The opportunities and recommended actions are summarised as follows, and the full recommendations table can be viewed in Appendix E.

*Overview of key recommendations on next page --*





Transitional  
Housing



Social  
Housing



Affordable  
Rental

Table 5: Overview of Key Recommendations

Opportunities	Recommended Actions	Timeline	Housing Types	Cross reference (Appendix E)
<i>EFry-specific Recommendations</i>				
Explore ways to further reduce barriers to accepting clients	Action 1: EFry to clarify who can apply for their housing	Short-term		p. 60
	Action 2: Develop an EFry housing information page and the EFry application package in multiple languages.	Short-term		p. 60
	Action 3: Work with the CMHC to clarify National Occupancy Standards* as guidelines, not regulations, concerning housing for women and children fleeing violence.	Long-term		p. 61
Expand supports to help women find permanent housing	Action 1: Implement onsite childcare/child-minding services at EFry's transitional housing.	Long-term		p. 61
	Action 2: EFry to provide onsite career and personal development workshops	Short-term		p. 61
	Action 3: Develop a partnership with a business to help EFry women secure their first form of employment	Long-term		p. 62
	Action 4: Provide support to help women apply for permanent housing options & share available housing options weekly with clients	Short-term		p. 62
	Action 5: Provide free wifi for women at all EFry facilities	Medium-term		p. 62
	Action 6: Custom length of stay for women	Long-term		p. 62

The Comox Valley Transition Society (n.d.) operates the Lilli House, Comox, BC, a 14-bed transition housing for women fleeing violence. The Lilli Housing serves anyone who self-identifies as a woman.

Woolwerx is EFry's artisanal wool studio which trains and employs EFry clients to develop employable skills needed to enter the job market.

\*NB: NOS does not apply to stays less than 90 days in shelters/transitional housing.

Create more housing geared toward children	Action 1: Outdoor play spaces for children	Long-term		p. 63
	Action 2: Consider developing some units with adjoining rooms for families in future facilities	Long-term		p. 63
	Action 3: Flexibility with mealtimes	Short-term		p. 63
	Action 4: Onsite activities for children	Medium-term		p. 64
Increase safety interventions within facilities	Action 1: Facilities with Restricted Access	Long-term		p. 64
	Action 2: Cultural Safety and Respect	Ongoing		p. 64
	Action 3: Foster a sense of community	Short-term		p. 65
	Action 4: Close Proximity of kitchen and shared spaces in facilities	Long-term		p. 65
Include more diversity and variety in housing design	Action 1: Customizable design	Long-term		p. 65
	Action 2: Diversity in unit size	Long-term		p. 65
	Action 3: Continue to seek client input for future housing projects	Medium-term		p. 66
	Action 4: Develop a wet-facility for older women	Long-term		p. 66

The Austin Family Commons, community housing in Winnipeg, Manitoba includes a combination of single and larger units to meet the lack of housing for larger families.

EFry World's Cafe Program which annually allows for clients to drop in over a meal and share about their experiences living at EFry.



City-wide Recommendations				
Reduce stigma against non-market development	Action 1: Develop a coalition across Burnaby in support of affordable housing between the sectors (non-profit, municipal government, indigenous partners and developers)	Long-term	---	p. 66
	Action 2: Municipal Zoning amendment to remove rezoning application process and public hearing for affordable housing projects	Long-term	---	p. 66
	Action 3: Develop a Neighbourhood Forum for new affordable projects	Medium-term	---	p. 67
Advocate for missing middle housing options	Action 1: Zoning Amendment to allow for between two to six units, pending design guidelines on all single-family lot	Long-term	---	p. 67
	Action 2: Adopt duplex zoning across all single-family lots across the city.	Medium-term	---	p. 67
	Action 3: City to adopt select missing middle rezoning around significant transit lines and city centres	Long-term	---	p. 67
Introduce Rent Subsidies	Action 1: Rent-geared-to-income projects on city-owned land	Long-term	---	p. 67
	Action 2: Omit Community Contribution Agreements for developers who provide affordable turn-key city-owned units.	Medium-term	---	p. 68
	Action 3: Non-market Housing for target groups on city owned-land	Long-term	---	p. 68
Eliminate restrictive rental policies and bylaws	Action 1: Abolish the definition of family from the Burnaby Bylaw	Medium-term	---	p. 68
	Action 2: Ensure the City of Burnaby's Housing Choice Program is approved	Medium-term	---	p. 68
	Action 3: Abolish Burnaby's restrictive Group Home Policy	Medium-term	---	p. 69
Establish a non-market housing fund	Action 1: Multi-unit Residential Acquisition Fund	Long-term	---	p. 69
	Action 2: Protect existing-purpose built rental housing with funding options	Medium-term	---	p. 69

In 2022, the City of Victoria 'Fast Lanes for Affordable Housing' projects acted to omit all affordable housing applicants from rezoning process

The Mirabel Residences on Davie Street contains 68 affordable units that are rent-geared-to-income, non-profit operated units and which are financed by the market units within the development.

## Looking Ahead to the TNB Site



Figure 14: The Transition to New Beginnings Site

While intended as a comprehensive approach to strengthening the delivery and provision of low-income women's housing, many of the above recommendations can also be used to inform the future redevelopment of the Transition to New Beginnings (TNB) site in Burnaby, B.C. Currently, the TNB program is specifically for women-led families and provides services to mothers who are overcoming substance use. TNB has day-time staffing only; residents are not subject to 24/7 surveillance. The land is presently occupied with a large house straddling two lots.

Currently, the Planning and Building Department of Burnaby has zoned the TNB site as Single and Two Family Residential (City of Burnaby, 2023). Single and Two Family Residential Zoning restricts more than two households from living on any of these zoned

sites. However, across Burnaby, there is political and community interest in moving away from this restrictive definition, which would in turn support the case for the rezoning of the TNB site to have a higher household occupancy. Local policy on the subject includes the following documents:

- The Single and Two Family Residential Area Zoning Process, which allows property owners to submit rezoning requests to increase the number of households on their current site on a case-by-case basis (City of Burnaby, 2017); and,
- Burnaby's Housing and Homelessness Strategy (2021), which prioritises both the development of a healthy number of non-market units and a diversity of units across the city.

EFry is currently looking into redeveloping the site when the current lease ends in 2030. While specifics of the redevelopment are not yet identified, some of the aforementioned design and programmatic recommendations to be considered for the site redevelopment include:

### 1) Creation of outdoor play spaces for children

An outdoor, semi-protected playspace onsite is essential for children when designing new EFry spaces for women with children. The TNB site might consider incorporating an outdoor playspace in view of shared spaces (kitchen and living room) so mothers can watch children play while continuing with their work and other needs.

### 2) Development of a certain number of units with adjoining rooms for families in future facilities

For a home to be considered adequate in size, the

National Occupancy Standards require children of different genders over the age of five to sleep in separate bedrooms. Therefore, the TNB site should consider developing several adjoining rooms in future facilities—which, if not needed, could be locked off—to accommodate the needs of women with children while meeting occupancy standards.

### 3) Continued Restriction of Access to Facilities

Two possible ways of increasing safety interventions are: creating separate bedrooms with locks for women and families, and ensuring key or key-card access to the TNB site.

### 4) Incorporation of Customisable Design Opportunities

Within each TNB unit, each room can be built in a flexible and customisable manner that allows clients to modify the space to meet their needs. An important consideration is the interconnection between flexibility and accessibility—both should be duly planned for in any future housing development. Additionally, the new TNB site should consider design that is culturally appropriate or offers the flexibility to accommodate cultural diversity (ex. prayer spaces).

### 5) Inclusion of a Neighbourhood Forum for the TNB Redevelopment

Neighbours and community members often desire a space to provide input on developments that have the potential to impact their neighbourhood. Creating a community forum ahead of the TNB redevelopment will provide an opportunity for feedback and suggestions and may proactively reduce conflict later in the project process.

# Conclusion

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The Elizabeth Fry Society of Greater Vancouver conducts essential work in communities throughout the region by housing women and children and supporting them as they work towards housing and economic stability.

The City-wide recommendations within the report can be used by EFry and the City of Burnaby to work towards implementing larger policy initiatives geared towards improving supply and access to housing for low-income women-led families across the municipality.

All of the EFry-specific recommendations within this report are possible steps the organisation can take towards improving the delivery of already-successful services and further meeting the needs of women residing in their facilities and participating in their programming. However, to ensure that client—and staff—needs are continually met, and in order to successfully complete some of the above recommendations, continued engagement is important.

Reflecting the often iterative nature of implementation, we have included recommendations that vary in

magnitude. Some immediate improvements include the development of an EFry housing information page and providing the EFry application package in multiple languages. Such improvements will support women as they attempt to break the shelter cycle and access permanent housing in their communities. We hope that these recommendations and their supporting actions will be of use to EFry as they look ahead to the redevelopment of the Transition to New Beginnings site, in addition to other future housing initiatives in Burnaby and across the region.



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# APPENDICES



# Appendix A: Equity Framework

Our team recognises the interrelation of housing and social justice. Due to the nature of our project, which involves engaging with and providing recommendations for low-income, at-risk women, we wish to minimise potential harms through an equity-centred approach. This equity framework will serve as a lens through which we evaluate housing models/policies and flag any model/policy that could produce inequitable outcomes. Inequitable practices are oftentimes a systemic problem; applying an equity lens to our review of housing policy is critical to help us address the root causes of systemic housing issues.

*It will also serve as a unified, shared understanding of equity principles for the team to keep in mind as we proceed with our project.*

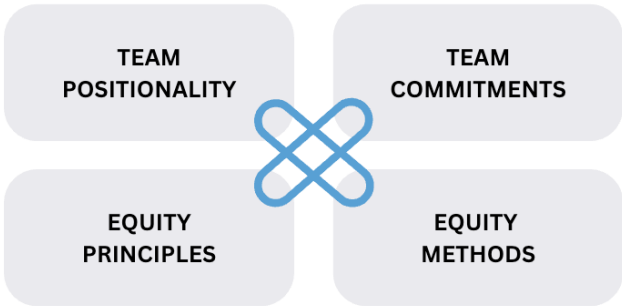


Figure 3: Equity Framework Overview

Table 6: Core Values

Collaboration	Fostering meaningful relationships, building trust, and allowing space to highlight lived experience of current Elizabeth Fry’s residents (Swann et al., 2020).
Trauma-Informed	Prioritising physical, physiological, and emotional safety within our research (Elizabeth Fry Society, n.d.).
Intersectionality	Identifying and respecting that our research subjects lie at the intersection of woman-identifying EFry residents, low-income individuals, and those who have been criminalised, but we also recognise that there are a myriad of intersecting identities that may influence our work and the individuals we engage (Brah & Phoenix, 2004).
Anti-Racism	Emphasising the health and social needs of racialised and marginalised low-income women and children (Elizabeth Fry Society, n.d.). Our research aims to reject and counter racial inequity.
Gender-Responsiveness	Conducting research that reduces gender-based inequities and promotes gender-transformative actions for women and girls (Unicef, 2021).

## Team Commitments

### Active Learning

Our team understands processes like decolonisation and anti-racism involve ongoing processes of learning and unlearning. Further, we will encounter uncomfortable situations and instances where we hear things we disagree with or that challenge our biases; however, we must face discomfort rather than avoid it, in order to learn and grow.

### Accountability

Our team will work to ensure our research is not extractive, rather we will strive towards creating beneficial project recommendations and giving back to the communities we are working with. We also commit to shared accountability within our team; each member will hold one another accountable to the equity principles outlined in this framework.

### Centering Relationships

Our team wishes to build meaningful, human relationships with EFry and the community members with whom we engage and we recognise the value of relationships over simply producing an output product at the end.

### Positionality

Our team understands the importance of recognising our positionalities as a group and as individuals, and how they may limit, aid, and shape our work. By acknowledging and considering our positionalities, we are able to better recognise our privileges and check any preconceived assumptions and biases, thereby helping us become better allies (Ottawa, 2018).

## Team Positionality Statement

We as a team  
acknowledge that we...



Figure 15. Team Positionality Flower



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## Equity Principles

### Equity vs. Equality

The principle of equity is understanding that not everyone starts on an equal playing field. Thus, an equitable process is one that treats people differently so marginalised groups get the resources they need to achieve a fairer outcome. In practice, this also means centering the voices of Indigenous, racialised, and other marginalised and equity-denied groups in conversations and decision-making processes (City of Vancouver, 2021).

### Decolonisation and Reconciliation

Our team understands that the way we perceive and look at housing models and policies are shaped by colonial hegemony. In addition to challenging what is conventional in our proposed solutions, we hope to do our part in decolonising housing work by recognising the traditional lands on which our work is being conducted and acknowledge the past and present harms of colonialism on Indigenous nations. We also commit to working respectfully, through a culturally appropriate lens, with any Indigenous clients we may encounter through our engagement process.

### Women

Today, women still face systemic discrimination: they earn less than men, are less represented in leadership positions, often suffer the ‘motherhood penalty,’ and experience gender-specific violence. These factors are often compounded when they intersect with other forms of discrimination (City of Vancouver, 2018).

### Anti-Racism

Racism creates an unequal distribution of power, opportunities, and harms between white and non-white people. We recognise that BIPOC individuals often have unequal access to social, economic, and environmental opportunities and resources due to racism—including access to housing and services (City of Vancouver, 2021). We will do our best to forward anti-racist practices and bring BIPOC perspectives to the table in our discussions and engagements.

### Intersectionality

A fundamental aspect of intersectionality is recognising how different social positions and forms of systemic discrimination interact to compound the harms and negative outcomes for certain groups of people (City of Vancouver, 2021). Incorporating an intersectional lens to our work includes being actively aware of the different social dimensions that include, but are not limited to: Indigenous identity, race, class, ability, gender, gender expression, sexual orientation, age, citizenship status, and how their interactions may change experiences and magnify harm. In our research, we must recognise that the experiences of women do not fall completely within separate categories (e.g. BIPOC women, women with children, low-income women), rather women existing at these intersections may be more vulnerable. We also recognise the importance of incorporating lived experiences into our research so that we catch some of the gaps we may miss when taking a more siloed approach.

## Equity Methods

1. **Two-ears, one-mouth approach** — this method encourages the practice of listening twice as much as we speak, emphasising that lived experience is valuable and considered to be a form of expertise in its own right.
2. **Targeted universalism** — this is a goal-oriented approach to policy making that counters universal policies; rather, the method suggests setting universal goals but implementing targeted policies that help each segment of the population reach those goals, while supporting their particular needs (Powell, Menendian and Ake, 2019).



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## Appendix B: Housing Model Summary

### Cohousing

Cohousing developments are a modern reinterpretation of envisioning and designing the ‘commons,’ or public space typified by collectivity, sustainability, and grassroots community initiatives (Tummers, 2015).

Most units have their own bedroom(s), kitchen, living room, and washroom; residents typically share large gathering areas and are responsible for general maintenance, community activities, and building upkeep (LaRocque, 2019; O’Connor, 2016). In addition to receiving praise for their ability to bolster a sense of community among residents, cohousing models have been recognised as sites where women often thrive (Morris 2008). As such, cohousing developments have been used to support women and girls in a variety of circumstances: sites can be tailored for low-income earners, at-risk women, olderwomen, women escaping abusive living situations, or those recently released from prison. Reflecting their preference for strong community ties and a desire to age in place, senior cohousing developments can be a suitable option for older residents to live independently while supporting one another and potentially having better access to health and social services (Stewart and Cloutier, 2022).

Both market-rate and low-income examples of cohousing exist. In many developments, the cost of living as a tight-knit community that shares meals, maintenance tasks, and many other amenities can mean prohibitive costs for low- and moderate-income

individuals, couples, or families (Garciano, 2011).

In California, some cohousing sites have striven to keep their developments affordable through a mix of internal subsidies like gifts and loans, creating rental units within existing units, and external subsidies like homebuyer assistance (Garciano, 2011). In Oregon, the Coho Ecovillage has gone so far as to buy units outright and sell them for below market value (Garciano, 2011). Locally, the Co:Here Building located at 1st Avenue and Victoria Drive is a mixed-income cohousing development.



*(Co:Here Building)*

Residents are often the ones who decide on the commune’s organisational structure. As an example, the Windsong Cohousing Community near Langley, B.C. bears a resemblance to traditional cohousing

initiatives, but emphasises greater cooperation between residents (Windsong Cohousing Community, 2022).



*(Windsong Cohousing Community)*

### Co-operative Housing

To live in co-operative housing (‘co-ops’), a member purchases a certain number of share(s) to join the development. With those shares, the member can vote for the directors overseeing the co-op development. In B.C., most co-operative housing is non-profit with a rental model. Still, some can be equity-based or non-profit housing sites funded by government initiatives (Co-operative Housing Federation of B.C., 2022). What differentiates co-operative housing from freehold or leasehold strata lots is the absence



of a landlord and the collection of monthly housing charges—as opposed to strata fees or rent. To keep these charges affordable, the price an owner pays typically does not exceed more than 30% of their income (Co-operative Housing Federation of B.C., 2022). To support the residents who have lower incomes, co-ops can receive government subsidies.

The Pacific Heights Housing Co-operative is located in the West End of Downtown Vancouver. Monthly housing charges range from \$874 for a 1-bedroom unit to \$1,468 for a 3-bedroom house (Pacific Heights Housing Co-operative, 2022).



*(Pacific Heights Housing Co-operative)*

## Group Homes

As described by the British Columbian government, group home services are “provided in a non-licensed congregate housing arrangement where clients with disabilities or other unique conditions share personal care resources” (2023). These homes are traditionally

operated by non-profit societies and can vary in size: typically, four to six residents are housed in a variety of single-family dwellings and apartment complexes (Government of British Columbia, 2023).

Group homes encourage independence and support personal responsibility in areas included, but not limited to, household management, social relationships, and career planning (Government of British Columbia, 2023).

## Laneway Homes

Typically found in the backyards of single-family homes throughout Vancouver, laneway homes are a strategy towards densification in suburban neighbourhoods (Small Housing B.C., 2015). They are an affordable alternative often utilised by the extended family of a homeowner (Small Housing B.C., 2015). Outside of the City of Vancouver, the legality of laneway houses differs by municipality.

Notably, laneway houses are currently not allowed in the City of Burnaby (2022). However, the Burnaby’s Housing Choices program, set for bylaw approval in the Summer of 2023, will allow for the introduction of laneway homes and suites in semi-detached houses into single and two-family zoned areas (City of Burnaby, 2023).

In some instances, laneway houses are built atop existing detached garages on single-family lots.



*(A laneway home in Vancouver, B.C.)*

## Modular Housing

Also referred to as prefabricated housing, modular housing is typically constructed off-site and assembled on-site (Chapman Taylor, 2022). Modular housing is a common model for low-income housing because of its relatively affordable construction costs, the speed with which developments can be constructed, and the ease with which these sites can be assembled and dismantled. The City of Vancouver (2022) has noted that the City’s modular housing sites can provide near-immediate relief for the low-income and unhoused population. All modular housing units are conventionally constructed units that typically contain the same features (OECD, 2001).

In Vancouver, Nora Hendrix Place on Union Street is an example of low-income modular housing. The building consists of 52 studio homes; all are self-contained with private bathrooms and kitchens. Of the 52 total units, 10% are wheelchair-accessible (City of Vancouver, 2022).

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## Shared Private Dwellings, Home-sharing, and/or Rooming With Others

A common way of reducing housing expenses, sharing a room, apartment, or house with others can also provide a sense of security and a feeling of companionship (TRAC, 2022). However, sharing a dwelling can take different forms:

- **Co-Tenants**

Typically, ‘co-tenants’ are roommates who share a space, pay their share of the rent to a specified landlord, and share a single tenancy agreement (TRAC, 2022). Under this model, roommates will determine the fairest way to divide rents.

- **Tenants in Common**

‘Tenants in common’ will live in, and share, the same space, but will have separate tenancy agreements with their landlord (TRAC, 2022). In this case, each roommate is only responsible for the points stipulated in their individual agreement. As a result, tenants have little say over their roommates—as they are determined by the landlord.

- **Occupants/Roommate**

An occupant/roommate is an individual who rents directly from a tenant they live with, instead of a landlord (TRAC, 2022).

- **Home-sharing**

Home-sharing can take many different forms. For example, the Canada HomeShare program provides housing for students in Vancouver who, in exchange for reduced rents, assist their home

provider—typically an elderly individual—with household tasks and provide companionship (Canada HomeShare, 2022).

Another type of home-sharing is focused on placing adults (19+) with developmental, social, or other challenges into living accommodations that may or may not include a full-time caregiver (Hollyburn Family Services, 2022). In this instance, possible home-share models include independent housing with support to semi-independent, fully-independent, or full-time caregiving (Hollyburn Family Services, 2022).

Lot subdivisions are also an additional way of reducing housing costs for individuals, couples, or families; it is a method employed by the City of Vancouver to provide missing middle housing in low-density areas (City of Vancouver, 2022).

## Single-Room Occupancy (SRO)/Single-Room Accommodation (SRA)

A common low-income housing model in the City of Vancouver, SROs/SRAs are typically privately-owned residential or single-room occupancy hotels, rooming houses, or non-market housing with rooms less than 320 sqft. (City of Vancouver, 2022). On average, rooms are 100 sqft. and come equipped with basic cooking facilities; bathrooms are shared between residents (City of Vancouver, 2022). 94% of the SROs in Vancouver are located within the Downtown Eastside (Stewart, 2019).

SROs/SRAs are regulated in Vancouver by the Single

Room Accommodation Bylaw to ensure their critical contributions to the low-income housing stock are preserved. Despite the Bylaw, which has been in place since 2003, SROs are occasionally listed for sale and therefore at risk of gentrification (Stewart, 2019). Selling an SRO is, therefore, a closely-monitored process to ensure conversion to condos or market-rate housing—and a subsequent displacement of low-income residents—does not occur.

Often, SROs/SRAs are in varying states of disrepair and may be unsafe. As a result, B.C. Housing oversaw a SRO Renewal Initiative, which renovated 13 SRO hotels—providing accommodations for 900 residents—in Vancouver’s Downtown Eastside, Chinatown, and Gastown (B.C. Housing, 2022). Rent control has also been a concern, especially in Vancouver as housing prices continue to rise: the average SRO’s rent grew 37% between 2013 and 2017: \$448 in 2013 and \$613 in 2017 (Stewart, 2019).

## Supportive Housing

What distinguishes supportive housing from other housing models is the presence of staff every day to assist residents (Thompson, 2022).

In Vancouver, the Mavis McMullen Housing Society operates Mavis McMullen Place and Haley Place; together, they provide 73 units for women and women-led families. These locations are second-stage housing (Mavis McMullen Housing Society, 2022). In supportive housing designed for women with children, the designs reflect the consequent variation in resident age. Supportive housing developments like Haley Place have courtyards with playgrounds and facilitate meetings with social workers (Thompson, 2022). Of



the tenants in both buildings, 42% of the suites are occupied by women with children, 40% identify as Indigenous, 20% are seniors, 18% live with physical disabilities, and 60% live with one or more mental health challenges (Mavis McMullen Housing Society, 2022).

In Thompson (2022), Sage Park—the name has been changed to ensure resident safety—is used to describe a different supportive housing site in Vancouver, which is a 50-unit building with both permanent and transitional suites. In Sage Park, all suites have their own bathrooms and living spaces. However, while residents in the permanent suites have their own kitchens, those residing in the transitional rooms use a communal kitchen. Public health supplies intended to reduce the possible harms of drug usage and sex are also available and can be retrieved without speaking to staff.



*(Mavis McMullen Place)*

Other examples of supportive housing in Vancouver include the buildings owned and operated by the PHS Community Services Society. Some of their sites include Chartrand Place, Hummingbird Place, the Sunrise Hotel, and the Portland Hotel (PHS Community Services Society, 2022).

## Wet and Dry Houses

An important distinction within the broad umbrella of supportive housing is whether the house is ‘wet’ or ‘dry.’ In a wet house, substance use—including alcohol—is allowed and spaces may be provided for the safe administration of drugs. In dry houses, substance use is not allowed (CBC News, 2019). The amount and type of amenities and services provided may vary depending on whether a house is wet or dry. Similarly, the extent of staff supervision may also greatly differ depending on the type of house.

## Transitional & Halfway Housing

Defined as a connector between emergency and permanent housing, transitional housing is part of a broader social initiative wherein men and women are gradually returned to permanent housing from emergency shelters and reintegrated into society (Fotheringham, Walsh, and Burrowes, 2014; Fogel, 1997). A common form of transitional housing is halfway housing, which supports women newly released from prison as they transition into regular life.

Residents in transitional housing typically include: those recovering from traumas, individuals with a background of multi-generational poverty, youth, individuals in need of education to secure a sufficient income, individuals with ongoing mental health needs or addictions, young mothers, individuals with disabilities, individuals newly-released from prison,

and immigrants (Novac, Brown, and Bourbonnais, 2009).

Fotheringham, Walsh, and Burrowes, (2014) indicate that a certain set of factors stabilise a woman’s time in transitional housing including:

- Duration of stay;
- Childcare;
- Education and training initiatives;
- Counselling;
- Privacy;
- Accessibility; and,
- Quality of housing.

Women who have stayed in transitional housing developments have commented positively on the community feel they can have, along with access to varying levels of support and access to essential resources and services (Fotheringham, Walsh, and Burrowes, 2014). Community-building can increase participation in employment or educational programs, help with addressing addiction or health issues, and facilitate a woman’s transition into independent living (Novac, Brown, and Bourbonnais, 2009).

When unsuccessful, transitional housing can resemble prisons, which may have a negative impact on newly-paroled women. Women have felt negatively stereotyped upon entry into transitional housing spaces, noted the lack of spiritual spaces, and experienced challenges associated with sharing common areas with other residents (Fotheringham, Walsh, and Burrowes, 2014). Negotiating the eventual transition to permanent housing can also be a struggle for women in transitional housing, especially those who enjoyed the communal aspects or are concerned about their safety. Some women were afraid of possible domestic violence occurring in their building,

others appreciated general security measures like buzzers (Fotheringham, Walsh, and Burrowes, 2014). Such safety-related instances are not isolated to permanent housing and are also important to consider at transitional sites.

In Vancouver, examples of transitional housing sites are The Kettle Society's Peggy's Place and the Salvation Army's Kate Booth House.

### Transitional Housing Models (National Network to End Domestic Violence, 2013)

- **Scattered Site Model** - Residents live in an apartment in their local community; this apartment is typically a full market rent unit—although the resident will typically pay a below market rate—and the resident will hold the lease in their name
- **Clustered Site Model** - The program owns a

building with rentable units or will otherwise rent a group of apartments in a common location. The program will also be the landlord and service provider

- **Communal Living Model** - Similar to shelter design: residents have separate or private bedrooms but share common spaces like a living room, dining room, and kitchen

Table 7: Housing Model Breakdown

Model	Units or occupants	Tenancy or ownership model	Estimated cost to occupant	Target populations
CoHousing	20-40 units	Co-owner or strata ownership	\$700-1400/sqft (based on current Canadian Cohousing Network listings)	Families, seniors, and/or individuals with shared values
Co-op Housing	20-80 units	Rental/membership model	Share prices and monthly fees can vary greatly depending on the site	A variety of demographics and age groups targeted
Group Homes	Depends on home (apartment or single-family house); usually 4-6 occupants	Generally operated by non-profit societies; rental model	Depending on the program, rent may be subsidised; residents who do not pay client rates, are responsible for all other living costs (rent, food, utilities, etc.)	Clients with disabilities or other unique conditions
Laneway Homes	one unit per single-family lot	Rental or ownership	Varies: in Vancouver, some two-bedroom units can be rented for \$2000/month	Young professionals, small families, retirees
Modular Housing	40-80 units per building	Rental	30% of household total gross income (*subject to minimum rent based on number of people)	Females, adults, single residents
Shared Private Dwelling	two+ individuals	Rental or ownership	Subject to market rates divided by the number of tenants	Young professionals, singles, retirees
SRO/SRAs	one occupant per unit (number of units vary by development)	Rental	~\$600-700/month (Stewart, 2019)	Low-income populations
Supportive Housing	five-80 units per building	Rental	30% of household total gross income (*subject to the minimum rent based on number of people)	Vulnerable populations
Transitional & Halfway	Varies by development; roughly four-20 individuals	Rental	~\$400/mo (EFry's Pathways program)	Individuals, women with children, paroled women

# Appendix C: Housing Policy Landscape

This section outlines a curated list of the current supportive policy at the local, Indigenous, provincial and national levels of government which impact the City of Burnaby, the EFry Society and the EFry Transition to New Beginnings Site.

## City of Burnaby Supportive Housing Policies and Plans

### 1) Fast-Track Approval Policy (1991)

The City of Burnaby adopted a policy to allow for the preferential processing of development applications. This policy seeks to streamline the permit process for affordable housing projects (City of Burnaby, 1995). Through the Fast-Track Approval Policy, affordable housing projects, including non-profit projects, have a decreased wait time for processing.

<u>Fast Track Approval</u>	<u>Normal Approvals</u>
Rezoning: 24 weeks	Rezoning: 26 - 36 months
Preliminary Plans: 25 weeks	Preliminary Plans: case by case
Building Permits: 28 weeks	Building Permits: 4 - 100 weeks

### 2) The Group Home Policy (1993)

The City of Burnaby developed the Group Home Policy to support citizens with concerns such as physical and mental disabilities, mental health problems, and family breakdowns. The Policy also includes measures to support at-risk youth. The Group Home Policy relies on the existing bylaw restricting the number of roommates within group homes to between two to six people. Ultimately, the goal of this policy is to provide non-market housing opportunities to those needing additional support.

### 3) Adaptable Housing Policy (2019)

Burnaby requires 20% of single-family units, including multi-family and mixed residential developments, to adhere to the Provincial Adaptable Design Standards. This policy’s purpose is to increase housing choices for people with an accessibility consideration. The policy supports people who have disabilities as well as encourages seniors to continue to live and age in place (City of Burnaby, 2019).

### 4) Affordable Unit Policy for Publicly Owned Land (2021)

The City of Burnaby requires 20% of non-market units to be built for every new build on city-owned land.

### 5) City of Burnaby “HOME” Strategy (2021)

Developed out of the Mayor’s Task Force on Community Housing, the City of Burnaby’s HOME: Burnaby’s Housing and Homelessness Strategy works to comprehensively address the growing housing market pressures and the outcomes of housing insecurity and homelessness.. The key goals within this plan involve the following:

1. Creating inclusive and livable neighbourhoods;
2. Developing options for secure housing tenure;
3. Fostering a renter-friendly city;
4. Building a sustainable supply of non-market housing; and,
5. Making homelessness rare, brief or one-time.

The HOME Strategy seeks to address future housing needs across the city and highlights women experiencing violence as a key stakeholder group with serious housing needs.

### 6) The City of Burnaby’s Housing Choices Program (2022 - 2023)

Burnaby’s Housing Choices program, set for bylaw approval in the Summer of 2023, will allow for the introduction of laneway homes and suites in semi-detached houses into single and two-family zoned areas (City of Burnaby, 2023). This program will allow for the beginning steps of the increased diversification of housing choice within the single and two-family zoned areas across Burnaby.

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# Relevant Indigenous, Regional and National Government Reports, Plans and Strategies

## 7) Supportive Housing Facility Policy (2013)

The Provincial Policy Statement on Class Three Supportive Housing (2013) was defined in 2008 to create a housing property class designated for Supportive Housing. Supportive Housing, as described in this policy, is “Housing that integrates long-term housing units for persons who were not previously homeless or persons at risk of homelessness.” Within this definition, long-term means an occupancy beyond 90 days. This policy allows for supportive housing facilities to exist across British Columbia and within their own funding and taxation bracket.

## 8) The National Inquiry into Missing and Murdered Women and Girls (2017)

The National Inquiry directly addresses colonial power and how it systematically and disproportionately increases the impacts of violence towards Indigenous and marginalised women and girls across Canada. Between 1980 and 2012, Indigenous women and girls accounted for 16% of all female homicides despite only representing 4% of the population. This report argues for systematic actions to prevent violence against, and increase the safety of, Indigenous women and girls. Specific action to address Indigenous women within supportive housing is underway, yet more action is needed.

## 9) Homes for BC Plan (2018)

The Homes for BC Plan is a 30-point Provincial Plan developed to address affordability within British Columbia. The key avenues within this plan to address housing affordability include:

- Stabilising the market;
- Cracking down on tax fraud and loopholes;
- Building the homes people need;
- Improving rental security; and,
- Fostering partnerships with non-profit organisations.

Key funding from the Homes for BC Plan (2018) over the next ten years will help develop 2,500 new supportive homes for people experiencing homelessness. Additionally, key funding has been allocated toward housing for women and children affected by violence.

## 10) Metro Vancouver Ten Year Housing Plan (2019)

The Metro Vancouver Regional District’s Ten Year Housing Plan aims to support communities within the region with particular emphasis on families, seniors, and people with special housing needs. The Metro Vancouver Ten-Year Ten Housing Plan goals are:

- Maintaining 70% of all non-market housing across the region to be two bedrooms or more to support families across the region;
- Working towards 20% of all non-markets units to be accessible to people with disabilities or seniors; and,
- Increasing non-market housing by 1,350 new and updated units.

## 11) BC Housing Action Plan 2022 - 2025 (2022)

In 2018, the Government of Canada British Columbia collectively agreed to the National Housing Strategy, which was carried out under the BC Housing Action Plan by BC Housing in 2022. Within British Columbia, the Plan prioritises renter households, people experiencing homelessness, Indigenous people, women fleeing violence, and people with disabilities.

The BC Housing Action Plan will contribute significant funding towards supportive housing funds and women’s transitional housing funds. Specifically, the Building BC Women’s Transitional Housing Fund will develop an increased transition and long-term housing supply for at-risk women and children.



## Appendix D: Policy Precedents

The section outlines five key case studies highlighting policy precedents considered within this report. It is notable that within local governments across Canada a lack of low-income women-led family housing policy exists. Therefore, many of our housing policies pulled from more general low-income-housing promising practices that could indirectly meet the needs of women, girls and their families.



### 1) Amendment of Zoning Bylaw to allow affordable housing project approval without a rezoning requirement

In British Columbia, the Local Government Act (LGA) legislates provisions and requirements for public hearings. As of 2021, the LGA amended its conditions allowing for rezoning applications to forgo a formal public hearing process unless requested by the local government (Kennedy, 2021; Government of British Columbia, 2023). Through this amendment, local governments can now allow development applications compliant with the Official Community Plan to proceed with development. With that said, municipal governments need to be faster to adopt it. One notable exception is the City of Victoria, which has amended its zoning requirements: following this relaxation in provincial legislation, the City only asks for a development permit when constructing affordable housing, increasing both the number of affordable housing developments and the speed at which they are built.

#### Strengths:

- Increase speed and supply of non-market housing development due to increased project certainty for development
- Reduce the opportunity for public scrutiny and de-stigmatised non-market housing

#### Limitations:

- There is potential for opposition from neighbours of affordable projects

#### Vignette: Victoria, British Columbia



*Potential new affordable housing projects in the City of Victoria after the elimination of the requirement for rezoning process for affordable housing developments (Chan, 2022)*

Victoria is a city facing high rates of unaffordability and rental insecurity. Therefore in 2021, the City of Victoria was the first municipality to adopt the Fast Lane for Affordable Housing Policy. This approval increased city-wide processing speeds for affordable housing developments by removing the rezoning requirement. Within this policy, if an affordable housing project is compliant with the City's Official Community Plan, then the application can forgo the rezoning process, which would include a public hearing process. Notably, this zoning amendment removes the ability for public scrutiny from the application process within Victoria, which has been a significant limitation to getting affordable housing projects approved in the past.

**Target Group:** Low-Income populations

**Target Housing Type:** Emergency shelters, transitional housing, social housing, affordable rental housing, and affordable home ownership

## 2) Multi-Unit Residential Acquisition

The Multi-Unit Residential Acquisition Policy allows and incentivises non-profit and co-op organisations to get pre-approved grant funding to purchase, renovate and/or operate upcoming buildings and land as it becomes available on the market. The MURA Policy establishes and pre-approves a list of criteria and budget for the non-profit or co-op to spend on housing over the next x years (Multi-Unit Residential Acquisitions Program, 2021). Then once a building or land becomes available, the non-profit or co-op can respond and purchase the land or building quicker, thereby securing more affordable properties.

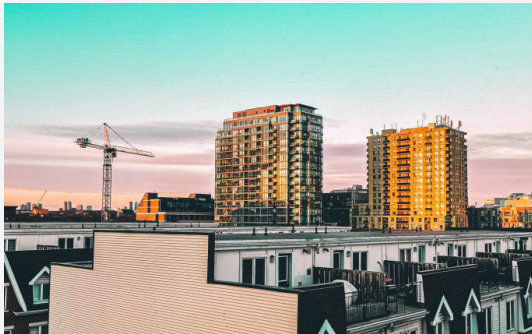
### Strengths:

- Retaining affordable rental and owned land at an affordable cost
- Reducing developer's opportunity for land speculations

### Limitations:

- Slow process; therefore, it will take significant time to build up an affordable housing inventory and land speculation will continue to some degree

### Vignette: Toronto, Ontario



*City of Toronto's MURA Policy in Action  
(Centeno, 2021)*

In 2021 the City of Toronto launched the MURA Policy which supports the acquisition of private market rental housing by non-profit housing organisations and co-ops to buy property (City of Toronto, 2021). Within Toronto, the policy allows for small apartments to 60 units properties, which are at risk of market re-development, to be purchased by non-profit and Land Trust holders. In Toronto, there are acquisition funds available up to \$200,000 per property. This action is allowing partnerships between the City of Toronto and local non-profit housing providers to save, secure and protect affordable housing options within their city.

As of 2022 the City of Toronto released a progress report indicating that approximately 13,479 new housing units were created under this program since its launch in 2021 (Stories, 2021)

**Target Group:** Low-middle-income populations

**Target Housing Type:** Emergency shelters, transitional housing, social housing, affordable rental housing, and affordable home ownership

### 3) Zoning Amendment of Family Definition

The Family Definition is determined by local municipal bylaw. A typical family definition indicates what constitutes a family and determines the number of unrelated renters permitted to live and rent within a unit. For example, the City of Burnaby defines Family to mean:

“(a) persons related by blood, marriage, adoption or foster care, or (b) with the exception of those persons who live in a dormitory, a group of not more than three unrelated non-transient persons living together as a single non-profit group in a dwelling unit and using common cooking facilities. (B/L No. 14317-21-05-31) and excludes boarders, lodgers and servants but includes a person living alone. (B/L No. 10398-96-08-26)”

The challenge with these family definitions is that municipalities have created and enforced bylaws surrounding these definitions, thereby excluding those renters who may not be related from legally living together. Adaptations and abolishment of these definitions have been undertaken in communities to work towards improving out-of-date restrictive policies to become more inclusive for the current community.

#### Strengths:

- Abolishing family definitions can allow for more renters to live together legally
- Allows unrelated renters to access more existing rental stock within the community
- Allows tenants in the previously illegal suites to have more protection and the ability to advocate for themselves at local government
- Fire and safety codes could monitor and regulate the number of renters who could still live together

#### Limitations:

- Still a potential for a unregulated number of unrelated renters could live together in secondary market units if this bylaw is abolished
- Increase cost of rent due to secondary suite legalisation and fees from property tax from landlord
- Indirectly increase the land value of single-family units by increasing the number of tenants that can rent on one site

#### Vignette: Saanich, British Columbia



*Saanich, British Columbia (personal photo)*

In 2019, the City of Saanich amended zoning bylaw 8200, which restricted the number of unrelated rental tenants who could live together in a single-family dwelling from four to six people. This modification allowed more renters to live legally within secondary suites in an increasingly growing city with a lack of diversity within its housing supply. However, it is notable that this bylaw still limits the number of unrelated renters. Therefore, groups of renters who live in homes over the number of six unrelated renters have become increasingly precarious as decreased tolerance and forgiveness for these renters may occur as the District presumably would like to stick to the new bylaw. Yet this is an essential first step in improving rental equity across a municipality.

**Target Group:** Renters; Low-income

**Target Housing Type:** Affordable rental housing and affordable home ownership

#### 4) Zoning Amendment to Group Home Policy

Group Home Policies have provincial and local requirements and regulations. Group homes are non-licensed services to provide housing and support for clients with disabilities or other circumstances requiring personal support. Provincially, group homes can range from single-family homes to apartments and typically range from four to six people (Government of British Columbia, 2023). However, many local municipalities have implemented this statement of four to six people within their local zoning bylaws; thereby limiting the number of people who can live in a group home to six people. These zoning bylaws

were implemented to protect exclusionary zoning and single-family areas. Recently, leading municipalities have abolished this zoning requirement, allowing more people to share living requirements and instead relying on Provincial requirements and regulations to mandate the number of group home members.

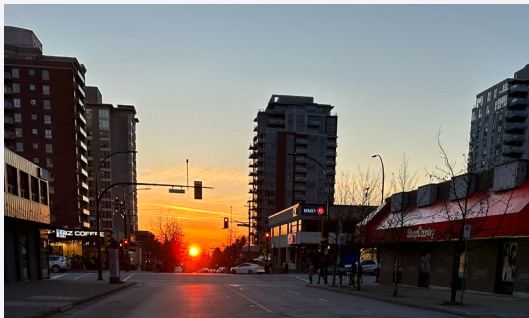
##### Strengths:

- Allows more people in need of supportive housing services to live together by decreasing the cost of living within a halfway houses or a group homes
- Removes public input and scrutiny from the application process, reducing the victimisation of group home and halfway house residents.

##### Limitations:

- Indirectly increase the land value of single-family units by increasing the number of tenants that can rent on one site

#### Vignette: North Vancouver, British Columbia



*North Vancouver, British Columbia  
(personal photo)*

The City of North Vancouver changed the zoning bylaw to allow the maximum number of people to live in a group home or halfway house to match the maximum number of people legally permitted by provincial and federal rule. Additionally, within this amendment, if a halfway house or a group home in the City of North Vancouver is in the process of development or redevelopment, they are permitted to proceed with the rezoning without a formal public hearing. This expedited process helps to reduce public scrutiny by including it in the zoning bylaw.

Further, the City of North Vancouver has developed special needs housing guidelines which outline a list of inclusive guidelines rather than restrictions, for integrated housing for people with special needs (City of North Vancouver, 2021)

**Target Group:** Low-income populations

**Target Housing Type:** Transitional Housing and Social Housing



## 5) Missing Middle Housing Policies

Missing Middle Housing Policy acts to amend zoning bylaw to incentives for the “missing housing” development (including duplexes, triplexes, laneways, AUDs, etc.,) on existing residential lots (Missing Middle Housing, 2023). Additionally, missing middle housing policy allows for the increase of inclusionary regulations across most residential lots to support residential infill.

### Strengths:

- Increase the supply of affordable rental units without building more supply
- Promotes the use of public transit or alternative modes of transportation by removing on site parking requirements

### Limitations:

- Potential for land speculation as missing middle program zoning and design guidelines relaxations are only applied to certain city areas.



*Missing Middle Housing Continuum  
(Missing Middle Housing, 2023)*

### Vignette: Victoria, British Columbia



*City of Victoria accepts missing middle housing policy (Romphf, 2022)*

In 2022 the City of Victoria approved the Missing Middle Housing Program, which allowed up to six homes across most residential lots across Victoria (City of Victoria, 2022).

Notably, this policy allows homeowners to forgo specific Design Guidelines if they are to increase affordable and rental housing supply. For example, one of the parking guidelines in Victoria, which requires one surface parking space to be provided per unit, was relaxed in the missing middle program. This bylaw relaxation allows smaller residential lots that would previously not have been permitted to build Additional Dwellings Units to

undertake these additional units and act to increase market rental supply across Victoria.

**Target Group:** Low-to-middle-income populations

**Target Housing Type:** Emergency shelters, transitional housing, social housing, affordable rental housing, and affordable home ownership

## Appendix E: Recommendations for the Improvement of Low-income Housing for Women and their Families

Table 8: Recommendations Table for the Improvement of Low-Income Housing Opportunities for Women and their Families

Opportunities	Recommended Actions	Timeline, Actors, and Housing Types	Precedents and/or Promising Practices
<b>EFry-specific Recommendations</b>			
<b>Explore ways to further reduce barriers to accepting clients</b>  Understanding that many barriers exist for women to apply for transitional or community housing is crucial. These barriers include: discrimination, unit availability, family size, transportation, waitlists, application process, and many other factors. As a result, many women opt to stay in precarious housing due to these barriers.	<b>Action 1: EFry to clarify who can apply for their housing</b>  EFry defines anyone who self-identifies as a woman as eligible to apply for EFry's housing program. However, explicitly stating how a woman is defined on the home page or application page of the EFry website would help to make women who do not associate with the female sex feel confident applying for housing.  This particular action stems from the need to make it clear to all women that EFry welcomes them, in case they were not already aware. As the Canada Mortgage and Housing Corporation (2021) notes, transgender and gender-diverse individuals experience higher rates of homelessness and greater barriers to accessing housing and services than other demographics.  Example text for the EFry website: "We encourage any self-identifying women in need to apply for our supportive housing programs."	<b>Timeline:</b> Short-term  <b>Actor:</b> EFry Staff  <b>Housing Type:</b> Transitional, Social, and Affordable Rental Housing	<a href="#">The Comox Valley Transition Society</a> (n.d.) operates the Lilli House, Comox, BC, a 14-bed transition housing for women fleeing violence. The Lilli Housing serves anyone who self-identifies as a woman.
	<b>Action 2: Develop an EFry housing information page and the EFry application package in multiple languages.</b>  Many women who apply to EFry's housing programs are immigrant women or other women who prefer to use alternative languages. During our engagement with EFry clients, one woman relied on the help of another for translation.  With that in mind, developing the application in multiple languages or hiring a staff person (even a past EFry tenant) to translate the application* would allow women who may be unable to undertake the application process in English to apply. It will also make it much easier for them to answer application questions and provide pertinent information.  Since there are many potential languages that applicants may speak, an option is to provide translated applications for the five most common languages spoken.  *EFry offers translation services	<b>Timeline:</b> Short-term  <b>Actors:</b> EFry Staff and bilingual interpreters  <b>Housing Type:</b> Transitional Housing	<a href="#">The CMHC Housing for Newcomers to Canada (2023)</a> website provides online information on supportive and affordable housing options in eight languages.

	<p><b>Action 3: Work with the CMHC to clarify National Occupancy Standards* as guidelines, not regulations, concerning housing for women and children fleeing violence.</b></p> <p>The CMHC National Occupancy Standards (NOS) can be a barrier to women accessing permanent housing. The NOS requires families with two or more children of separate sex over the age of five to sleep in separate rooms. This can prevent women from applying and being accepted to supportive housing programs. Better understanding and determining when, and if, this standard is applicable to EFry's long term housing can increase the number of families accepted to the program.</p> <p>This potential barrier arose during our housing policy review and, while it was not directly mentioned in our engagement sessions, its relevance became clear after speaking with an EFry client with two young children.</p> <p>*NB: NOS does not apply to stays less than 90 days in shelters/transitional housing.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> Partnership between CMHC, B.C. Housing and EFry staff</p> <p><b>Housing Type:</b> Social, and Affordable Rental Housing</p>	<p><a href="#">The BC Society of Transitional Houses (2019)</a> recommends lobbying CMCH to give exceptions to the NOS for women and children fleeing violence in transitional housing.</p>
<p><b>Expand supports to help women find permanent housing</b></p> <p>When women, girls and their children enter transitional or community housing at EFry, mothers are expected to look after their children the entire time. Opportunities and resources for women to find employment and housing opportunities while their children are in safe, secure and affordable care are crucial to women finding adequate, long-term housing.</p>	<p><b>Action 1: Implement onsite childcare/child-minding services at EFry's transitional housing.</b></p> <p>During our engagement sessions, we spoke with an EFry client with young children who noted the difficulties of balancing child supervision with her job and housing search. Since EFry welcomes women-led families in some of their facilities, implementing onsite free or subsidised childcare or child-minding services would offer women the opportunity and time to search for housing and employment opportunities while their child is in care.</p> <p>Free and subsidised child care options are expensive; therefore EFry could consider:</p> <p><b>Option 1:</b> Direct women and families to apply independently for the <a href="#">Government of British Columbia's Affordable Child Care Benefit</a> initiative to cover the cost of childcare independently.</p> <p><b>Option 2:</b> EFry to provide free childminding (once a week, or more) for women in transitional, social, and affordable housing to allow for women to have the freedom to search for employment. We suggested once a week for the program to keep costs down; however, if funding allows, childminding could be provided up to five days a week.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> Partnership between nonprofit child care provider, Government of BC Ministry of Child and Family and EFry</p> <p><b>Housing Type:</b> Transitional, Social, and Affordable Rental Housing</p>	<p>The <a href="#">YWCA's Crabtree Corner Corner in the Downtown Eastside of Vancouver centre</a>, in addition to housing, provides free and subsidised short-term childcare for women and families fleeing violence.</p>
	<p><b>Action 2: EFry to provide onsite career and personal development workshops</b></p> <p>Providing some on-site workshops may make it easier for EFry clients to gain the financial independence and security necessary for a transition to permanent housing.</p>		<p>EFry's NEET program, for women under 29</p>

	<p><b>Action 3: Develop a partnership with a business to help EFry women secure their first form of employment</b></p> <p>The EFry clients we engaged with noted the value of having steady employment and simultaneously noted the difficulties of finding a job. One woman we spoke to mentioned she was temporarily hired through connections she made at her local church.</p> <p>To this end, developing partnerships in the community could include partnering with a local cafe shop, thrift store, or bookstore to help women find employment opportunities.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry staff and community business partners (e.g. local coffee shop)</p> <p><b>Housing Type:</b> Transitional, Social, and Affordable Rental Housing</p>	<p><a href="#">Woolwerx</a> is EFry’s artisanal wool studio which trains and employs EFry clients to develop employable skills needed to enter the job market.</p>
	<p><b>Action 4: Provide support to help women apply for permanent housing options &amp; share available housing options weekly with clients</b></p> <p>While speaking with EFry clients, we noticed that they might not be aware of all the relevant housing-related resources at their disposal. As such, providing additional support to women may help them identify possible financial aid, housing programs, or other services that can support them as they transition to permanent housing.</p> <p>One straightforward way of providing such support could be providing an updated list of relevant housing resources for women and their families on the EFry website.</p>	<p><b>Timeline:</b> Short-term</p> <p><b>Actor:</b> EFry staff</p> <p><b>Housing Type:</b> Transitional</p>	<p>Our team developed a sample list of housing resources for women, newcomer women and women with families that may be a helpful reference in Appendix F.</p>
	<p><b>Action 5: Provide free wifi for women at all EFry facilities</b></p> <p>During our engagement with EFry staff, it was observed that providing free wifi was very well-received by clients. While free wifi is available at most EFry shelters and treatment programs (e.g. Rosewood, Gurneys), within more independent living facilities (e.g. Mazarine), the women have to pay for their own cable and wifi packages.</p> <p>Providing universal access to free wifi across all facilities allows women digital independence to connect with their friends and families, access online services and therapy, search and apply for a job posting, and give them opportunities to search for housing.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actor:</b> EFry staff</p> <p><b>Housing Type:</b> All</p>	<p>The <a href="#">St. Vincent De Paul Society Shelter</a> in San Francisco has a wifi program allowing people experiencing housing precarities to access free Wifi.</p>
	<p><b>Action 6: Custom length of stay for women</b></p> <p>Currently, EFry is subject to contracts that determine the length of stay for women and their families, which are dependent on funding sources. However, the clients we spoke to expressed their wish for staying longer; additional time would allow for them to determine the next step(s) in their housing journeys.</p> <p>Acknowledging that EFry already has some longer term programs, developing a system that determines a women’s length of stay based on an intersectional approach based on women’s needs, not a specifically designated length of time would be beneficial to ensure when women leave the program they are ready for their next stage in their housing journey.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff and consultant team</p> <p><b>Housing Type:</b> Transitional, Social, and Affordable Rental Housing</p>	<p>Consider hiring a consultant team or a student team to research the considerations and criteria further to determine custom lengths of stay for women.</p>



<p><b>Create more housing geared toward children</b></p> <p>Often EFry’s houses are designed and implemented with women as the centre, forgoing the needs of children.</p> <p>“Demand for housing for women and children fleeing violence is increasing. In 2019, 1,300 women and children were turned away from transition housing in Burnaby due to lack of space” (Burnaby Housing needs Report, 2021)</p>	<p><b>Action 1: Outdoor play spaces for children</b></p> <p>A theme that regularly surfaced in our research on the needs of women with families was the importance of outdoor play areas for mothers and their children alike. Creating an outdoor, semi-protected playspace onsite is essential for children when designing new EFry spaces for women with children. This playspace must be in the view of the EFry common rooms so mothers can watch children play while continuing with their work and other needs.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, B.C. housing, and developers</p> <p><b>Housing Type:</b> Social Housing</p>	<p>The <a href="#">BC Housing DESIGN GUIDELINES For Women’s Safe Homes, Transition Houses, Second Stage Housing, and Long-Term Rental Housing (2021)</a> indicates that sightlines from the main lounge or multi-purpose room to the outdoor playspace are essential to ensure women can observe an area before and during their child’s visit.</p>
	<p><b>Action 2: Consider developing some units with adjoining rooms for families in future facilities</b></p> <p>Throughout our research, we noticed that women-led families experienced greater difficulties finding housing, due to restrictions arising from the National Occupancy Standards (NOS). The NOS requires children of different genders over the age of five to sleep in separate bedrooms to be considered adequate.</p> <p>EFry should therefore consider developing several adjoining rooms in future facilities developers (which, if not needed, could be locked off) to accommodate the needs of women with children while meeting the occupancy standards. This way, more women-led families can potentially be housed. For example, this could look like three adjoining units in a 100-unit temporary houses to accommodate women with multiple children of a different gender.</p> <p>*NB: NOS does not apply to stays less than 90 days in facilities like shelters or transitional housing.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, B.C. housing, and developers</p> <p><b>Housing Type:</b> Social and Affordable Rental Housing</p>	<p>The <a href="#">Austin Family Commons</a>, community housing in Winnipeg, Manitoba includes a combination of single and larger units to meet the lack of housing for larger families.</p>
	<p><b>Action 3: Flexibility with mealtimes</b></p> <p>During our engagement with EFry clients, it was brought to our attention that set meal times posed challenges for women; they would adjust their schedules in order to make it back in time for each meal.</p> <p>EFry currently has facilities with both licensed and unlicensed kitchens. Due to financial viability concerns for the organisation, meal times in licensed kitchens are typically quite rigid. However, children do not have the same meal schedule as an adult. Despite their being access to snacks and extra food, further developing a location, perhaps outside of the licensed kitchen where women and children have access to food 24 hours a day would help to increase security and flexibility for women with children.</p>	<p><b>Timeline:</b> Short-term</p> <p><b>Actor:</b> EFry Staff</p> <p><b>Housing Type:</b> Transitional Housing</p>	<p>For example, this could look like leaving a stocked fridge with snacks or leftovers for children to eat at any time of the day.</p>

	<p><b>Action 4: Onsite activities for children</b></p> <p>The <a href="#">From House to Home (2019) EFry Report</a> indicates significant barriers for children to access activities off-site during their stay at transitional housing; therefore, onsite activities help connect children with the need to move.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actors:</b> EFry Staff and Community partners</p> <p><b>Housing Type:</b> Social and Affordable Rental Housing</p>	<p>Building upon the success of the EFry <a href="#">JustKids</a> initiatives, introducing onsite or in-house activities for children may be beneficial for children to adjust to transitional and community housing. Having EFry staff promote and encourage off-site activities can help kids adjust.</p>
<p><b>Increase safety interventions within facilities</b></p> <p>Safety is the number one concern for women, girls and their families. However, what is safe and accessible varies between different women and particularly maintains a cultural component.</p>	<p><b>Action 1: Facilities with Restricted Access</b></p> <p>Of the women we spoke with, all appreciated the safety regulations in place at EFry facilities.</p> <p>Two possible ways of strengthening safety interventions are: creating separate bedrooms with locks for women and families and ensuring key or key-card access to buildings in order to ensure the safety of women and their children.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, B.C. Housing, and developers</p> <p><b>Housing Type:</b> All</p>	<p>EFry's newest building, the <a href="#">Rosewood</a> facility, has individual rooms with locks, and the central door is only accessible by keycard or special access. This facility should be used as a precedent for safety in future transitional houses.</p>
	<p><b>Action 2: Cultural Safety and Respect</b></p> <p>Ensuring cultural safety and respect are essential to making all women feel comfortable in low-income housing, on the parts of both EFry staff and the residents themselves. In addition to physical safety measures, our research has indicated that women also prioritise cultural and interpersonal safety.</p> <p>An example of cultural safety can be seen in satisfying the needs of Indigenous women, who are “at high risk for racist and violent practices and require particular attention to their gendered and cultural experiences” in housing design (Milaney, 2020). Addressing structural violence, racism, and colonialism is essential to ensuring these women have equal, unfettered, and non-discriminatory access to housing.</p> <p>In addition to cultural safety, cultural awareness and respect is essential to ensuring all women feel comfortable in low-income housing. Broadly speaking, ways of ensuring tolerance and belonging include recognising the different traditions of residents in both spatial design and housing amenities.</p>	<p><b>Timeline:</b> Ongoing</p> <p><b>Actors:</b> EFry Staff, EFry Residents</p> <p><b>Housing Type:</b> All</p>	<p>The <a href="#">Finding our Way Home: Indigenous Homelessness in Surrey Executive Summary</a> (2022) provides examples and strategies towards culturally appropriate urban Indigenous opportunities to improve current supportive housing service provisions (pg. 17). For example, an opportunity involves increasing training for staff for greater cultural safety and trauma-informed practice.</p>

	<p><b>Action 3: Foster a sense of community</b></p> <p>While EFry clients we spoke to were appreciative of facility staff and their support, prioritising the construction of a strong sense of community between existing women at EFry facilities will help women connect and increase their feeling of safety and comfort in their current housing.</p> <p>Weekly community activities can allow women and their families to connect, building trust and security within their transitional/community housing, even for short-term clients.</p>	<p><b>Timeline:</b> Short-term</p> <p><b>Actor:</b> EFry Staff</p> <p><b>Housing Type:</b> Transitional Housing</p>	<p>The EFry Pathways House hosts a weekly community movie night, which encourages women to socialise with each other and build trust within the facility.</p>
	<p><b>Action 4: Close Proximity of kitchen and shared spaces in facilities</b></p> <p>As noted in the From House to Home (2019) report conducted for EFry, the kitchen and common areas should be within close proximity to provide a sense of connectedness for women and their families.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, BC housing, and developers</p> <p><b>Housing Type:</b> Social and Affordable Rental Housing</p>	<p>The From House to Home (2019) EFry Report indicates that in terms of building layout, women would prefer kitchens in proximity to shared spaces. Mothers often prefer having a playroom for kids close to the kitchen.</p>
<p><b>Include more diversity and variety in housing design</b></p> <p>Women have many different identities that create diverse housing needs. Providing variety within the unit design and housing structure allows for including women with different identities.</p>	<p><b>Action 1: Customizable design</b></p> <p>Each woman we spoke to had different needs and requirements of the living spaces in Rosewood. As a result, it became apparent that flexibility would allow these women the invaluable opportunity to modify their rooms as necessary to meet their individual needs.</p> <p>Within units, each room can be modified to meet clients' needs. This involves designing spaces that are flexible, customizable, and accessible. It is also important to consider that the design that is culturally appropriate and/or offers the flexibility and customizability to accommodate cultural diversity.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, B.C. housing, and developers</p> <p><b>Housing Type:</b> All</p>	<p><a href="#">The Prince George - Visitable Housing Project</a> provides a list of accessibility requirements that makes supporting housing accessible to all. These guidelines could be adapted to the EFry's building design guidelines to ensure accessibility needs for all facilities, including smaller single-family homes, are met.</p>
	<p><b>Action 2: Diversity in unit size</b></p> <p>We spoke with single women and women with children. As we did so, we noted the need for diversity in unit sizes to accommodate women and their families of varying size.</p> <p>*This action builds on Action 2 in the section geared towards creating more housing for children.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, B.C. housing, and developers</p> <p><b>Housing Type:</b> Transitional, Social, and Affordable Rental Housing</p>	<p>The <a href="#">Austin Family Commons</a> in Winnipeg, Manitoba, includes multiple-size housing for families.</p>

	<p><b>Action 3: Continue to seek client input for future housing projects</b></p> <p>A common theme in the existing literature on satisfying women’s housing needs is the awareness that needs evolve and, ultimately, that the women being housed know their own needs best. As a result, it is important to build upon existing resident engagement techniques and allow for EFry residents to provide input on future programs and building designs.</p> <p>Ways of providing input could include: an anonymous drop box, a monthly meeting, a community board or an online forum to get insights from women living within EFry facilities.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actors:</b> EFry Staff</p> <p><b>Housing Type:</b> All</p>	<p><a href="#">EFry World’s Cafe Program</a> which annually allows for clients to drop in over a meal and share about their experiences living at EFry.</p>
	<p><b>Action 4: Develop a wet-facility for older women</b></p> <p>As raised during our staff engagement session, a notable gap in existing housing is low-income housing for older women overcoming substance addiction. Currently, there is no wet facility for older women aged 65+ within Metro Vancouver; therefore, developing a facility to fulfil this unmet need is essential.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, BC housing, and developers</p> <p><b>Housing type:</b> Transitional, Social, and Affordable Rental Housing</p>	<p><a href="#">Foxglove “Complex Care” Supportive Housing</a> gives clients access to enhanced health services, including onsite medication-assisted treatment and recovery coaching.</p>
<b>City-wide Recommendations</b>			
<p><b>Reduce stigma against non-market development</b></p> <p>In Burnaby, BC, despite city-wide and municipal support, there remains neighbour-level detest towards the development of affordable housing projects, including non-market housing.</p>	<p><b>Action 1: Develop a coalition across Burnaby in support of affordable housing between the sectors (non-profit, municipal government, indigenous partners and developers)</b></p> <p>As noted by the City of Burnaby staff we spoke with, coalitions are a valuable way of advocating for important causes, like affordable housing. Within such a coalition, spread awareness and advocate for affordable housing across Burnaby.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> EFry Staff, City of Burnaby, Developers and other non-market housing providers</p>	<p><a href="#">The Greater Victoria Coalition to End Homelessness</a> developed a Coalition across non-profit and developer groups to advocate for the importance of affordable and rental housing projects.</p>
	<p><b>Action 2: Municipal Zoning amendment to remove rezoning application process and public hearing for affordable housing projects</b></p> <p>Following the amendment of the Local Government Act in 2022, British Columbia now requires councils to opt into the public hearing process if the project complies with the city’s Official Community Plan. Therefore, locally, governments should forgo the affordable housing project requirement of a public hearing process to reduce the stigma and victimisation of low-income tenants and instead move forward with the project.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actor:</b> City of Burnaby</p>	<p>In 2022, the <a href="#">City of Victoria ‘Fast Lanes for Affordable Housing’</a> projects acted to omit all affordable housing applicants from rezoning process.</p>



	<p><b>Action 3: Develop a Neighbourhood Forum for new affordable projects</b></p> <p>Neighbours and community members desire a space to provide input. Allowing a city-wide forum for neighbours and community members to provide feedback for new affordable housing facilities may proactively reduce conflict later in the project.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actors:</b> City of Burnaby, community members, non-profit housing providers such as EFry</p>	<p>The From House to Home (2019) EFry report arguing for the need to involve neighbours and community members input wherever possible.</p>
<p><b>Advocate for missing middle housing options</b></p> <p>The City of Burnaby continues to have restrictive zoning that prohibits multiple housing units on single-family lots across the community.</p> <p>It is important for nonprofits, developers, and the City to work towards adding missing middle housing options. Doing so will lower demand and provide more options for low- and middle-income residents.</p>	<p><b>Action 1: Zoning Amendment to allow for between two to six units, pending design guidelines on all single-family lot</b></p> <p>Reflecting shifting housing demand, the City of Burnaby has started considering amendments beyond exclusionary single-family zoning in order to increase housing stock. Missing Middle Housing Policy could allow for up to six units on all single-family lots across the municipality, increasing housing choice, stock, and affordability.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actor:</b> City of Burnaby</p>	<p>In 2022 the <a href="#">City of Vancouver approved six-plexes</a> across most single family lots across the city.</p>
	<p><b>Action 2: Adopt duplex zoning across all single-family lots across the city.</b></p> <p>As an intermediate step towards the missing middle policy, Burnaby should consider developing an outright zoning bylaw change that permits two units on any single-family lot.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actor:</b> City of Burnaby</p>	<p>In 2019 the <a href="#">City of Vancouver permitted outright duplex zoning</a> in Vancouver.</p>
	<p><b>Action 3: City to adopt select missing middle rezoning around significant transit lines and city centres</b></p> <p>As an alternative to outright zoning amendment, the City of Burnaby could consider spot rezoning to allow for up to six units per single-family lot and moderate apartments in areas of high demand throughout the city.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actor:</b> City of Burnaby</p>	<p>In Anderson's (2020) article <a href="#">Portland, Oregon provides missing middle housing</a> close to rapid transit stations.</p>
<p><b>Introduce Rent Subsidies</b></p> <p>The housing crisis in Burnaby caused by land speculation and the financialization of market housing have decreased the available market for low-end rental housing. Options to develop and maintain housing that is detached from market prices is key to women and their families entering the rental market.</p>	<p><b>Action 1: Rent-geared-to-income projects on city-owned land</b></p> <p>Develop a rent geared to income for low-income residents on city-owned projects with an emphasis on prioritising at-risk women and families accessing this subsidised housing option. Doing so will ensure these women and their families can be housed in adequate, affordable spaces.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> City of Burnaby, developers and non-profit housing providers such as EFry</p>	<p>The <a href="#">University of British Columbia has a rent-geared-to-income program</a> for employees and faculty in the Wesbrook village to charge 30% of their total income for their rent.</p>

	<p><b>Action 2: Omit Community Contribution Agreements for developers who provide affordable turn-key city-owned units.</b></p> <p>When possible, the City of Burnaby should allow on-site supportive housing instead of Community Contribution Agreements for developers. This action would allow for an increase in affordable units funded by the market units within that building. A third-party non-profit housing provider would administer the supportive housing units</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actors:</b> City of Burnaby</p>	The Mirabel Residences on Davie Street, in the West end of the City of Vancouver contains 68 affordable units that are rent-geared-to-income, non-profit operated units and which are financed by the market units within the development.
	<p><b>Action 3: Non-market Housing for target groups on city owned-land</b></p> <p>The City of Burnaby should look into modifying the development requirement of 20% non-market rental on city owned-land. In this policy, there should be an added clause requiring 5% of these units to have three or more bedrooms to support low-income families and children across Burnaby and 2% of these units to be designated for self-identifying indigenous women and their families. Currently, the BCA's elections platform has the policy development of requiring a percentage of three-bedroom non-market housing.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> City of Burnaby</p>	N/A
<p><b>Eliminate restrictive rental policies and bylaws</b></p> <p>In Burnaby, out-of-date bylaws and policies exist that limit renters from accessing existing housing.</p>	<p><b>Action 1: Abolish the definition of family from the Burnaby Bylaw</b></p> <p>Many other local governments, including Burnaby, have been undertaking steps towards the amendment or abolishment of the family definition due to changing family structures and cultural dynamics. Currently, in Burnaby, under B/L No. 14460-22- 07-25, only five unrelated non-transient tenants can live together legally. Working towards the amendment or abolishment of this bylaw is critical to legalising affordable rental housing options across Burnaby.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actor:</b> City of Burnaby</p>	The City of Saanich <a href="#">amendment to the Family Bylaw</a> increased the number of unrelated tenants in single-family lots from four unrelated people to six (Egan-Elliott, 2020).
	<p><b>Action 2: Ensure the City of Burnaby's Housing Choice Program is approved</b></p> <p>Currently, the Burnaby bylaw definition of "LANE" means a public thoroughfare or way may provide secondary access to a lot, at the side or rear of a unit. Therefore, it restricts laneway housing within the community.</p> <p>Burnaby's Housing Choices program, set for bylaw approval in the Summer of 2023, will allow for the introduction of laneway homes and suites in semi-detached houses into single and two-family zoned areas (City of Burnaby, 2023). This program will allow for the beginning steps of the increased diversification and increase in supply of housing choice across Burnaby.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actor:</b> City of Burnaby</p>	The City of Vancouver (2019) adopted a <a href="#">city-wide policy allowing laneways</a> on any single-family unit, pending design guidelines.

	<p><b>Action 3: Abolish Burnaby’s restrictive Group Home Policy</b></p> <p>The City of Burnaby currently restricts the number of people legally living within a group home to two to six people. The abolishment of this bylaw would allow more people to live in group homes together. Further, Burnaby could follow suit with other cities that have abolished this bylaw and now rely on the Provincial Group Home Policies to determine how many people can reside in a group home.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actor:</b> City of Burnaby</p>	<p>The City of North Vancouver has removed their group home policy and now refers to the <a href="#">Provincial Group Home Policy</a> to regulate occupancy within its municipality.</p>
<p><b>Establish a non-market housing fund</b></p> <p>The City of Burnaby currently has a housing reserve to cover (some) the costs of affordable projects, mainly with city-owned land. However, nonprofits and developers have yet to be able to capitalise on properties as they become available on the rental market.</p>	<p><b>Action 1: Multi-unit Residential Acquisition Fund</b></p> <p>Develop a Multi-Unit Residential Acquisition Fund that allows nonprofit housing providers and affordable housing developers to have the liquid asset purchase housing and compete with market developers as the property becomes available.</p>	<p><b>Timeline:</b> Long-term</p> <p><b>Actors:</b> City of Burnaby, EFry, other non-market housing developers and operators</p>	<p>In 2022 the <a href="#">City of Toronto</a> piloted the <a href="#">Multi-unit-Acquisition Fund</a> in communities across the City in partnership with local nonprofit housing providers.</p>
	<p><b>Action 2: Protect existing-purpose built rental housing with funding options</b></p> <p>Following the 2023 Provincial decree to develop the Rental Housing Fund to protect existing-purpose built rental housing, the City of Burnaby should work with nonprofit housing providers to upgrade and safeguard existing low-income rental housing and ensure tenant protection.</p>	<p><b>Timeline:</b> Medium-term</p> <p><b>Actors:</b> City of Burnaby, EFry and other non-market housing providers</p>	<p>The <a href="#">Government of British Columbia Rental Housing Fund (2023)</a> provides a one-time \$500 million fund to protect tenants and preserve existing rental housing, which can be utilised by nonprofit housing providers and supported by local governments across the province.</p> <p>The <a href="#">City of New West’s Rental Housing Replacement Policy</a> developed a guide for strata and mixed-use residential projects.</p>

# Appendix F: Resources for Women Seeking Housing



## Resources for Newcomers to Canada

- **MOSAIC: Settlement and employment services for newcomers**  
<https://mosaicbc.org/>
- **Progressive Intercultural Community Services Society**  
<https://pics.bc.ca/>
- **DIVERSECity**  
<https://www.dcrs.ca/>
- **S.U.C.C.E.S.S.**  
<https://successbc.ca/>
- **Options Community Services (Settlement and Integration Program)**  
<https://www.options.bc.ca/program/settlement-and-integration-program-sip>

## Resources for Women's with Children

- **YWCA - multiple housing sites for women and women and children across Metro Vancouver**  
<https://ywcavan.org/programs/short-term-transitional-housing>
- **Harmony Housing**  
<https://pics.bc.ca/programs/housing/harmony-house/>
- **Evergreen Transition House**  
<https://www.options.bc.ca/program/transition-houses>
- **Virginia Sam Transition House**  
<https://www.options.bc.ca/program/transition-houses>

## Resources for Women's Shelters

- **Powell Place**  
<https://www.thebloomgroup.org/our-work/women-children/>
- **Atira Women's Resources Society**  
<https://atira.bc.ca/>
- **Ried's Housing**  
<https://www.options.bc.ca/program/shelters-housing-services>
- **Springhouse Emergency Shelter & Second Stage Housing**  
<https://www.thebloomgroup.org/our-work/women-children/>