

Burnaby Housing Profile – 2016



September 2016



City of
Burnaby

PLANNING AND BUILDING

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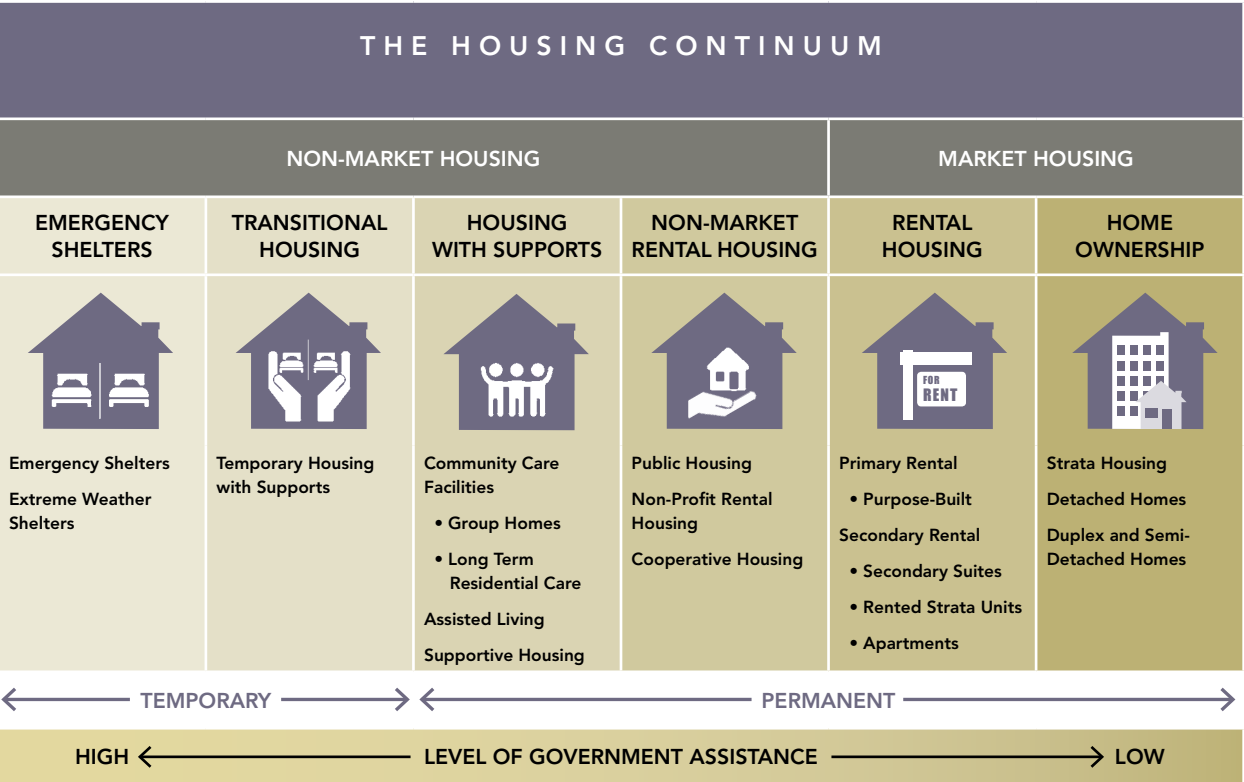
BURNABY'S HOUSING PROGRAM

The City of Burnaby takes a comprehensive approach to ensuring housing for its residents. There are four main pillars to Burnaby's Housing Program:

- **GROWTH MANAGEMENT AND DEVELOPMENT**
Burnaby regulates the location and type of housing that can be built in the City, within a framework that provides housing choice.
- **POLICY**
Burnaby supports the provision of affordable and special needs housing through specific policy initiatives.
- **PROGRAMS**
Burnaby implements programs that provide more affordable housing options.
- **ADVOCACY AND PARTNERSHIPS**
Burnaby advocates to senior levels of government and works with government, non-profit and private sector partners to deliver more housing.

BURNABY’S HOUSING HIGHLIGHTS

Burnaby’s Housing Program has been successful in providing homes and supporting housing affordability for Burnaby residents across the housing continuum.



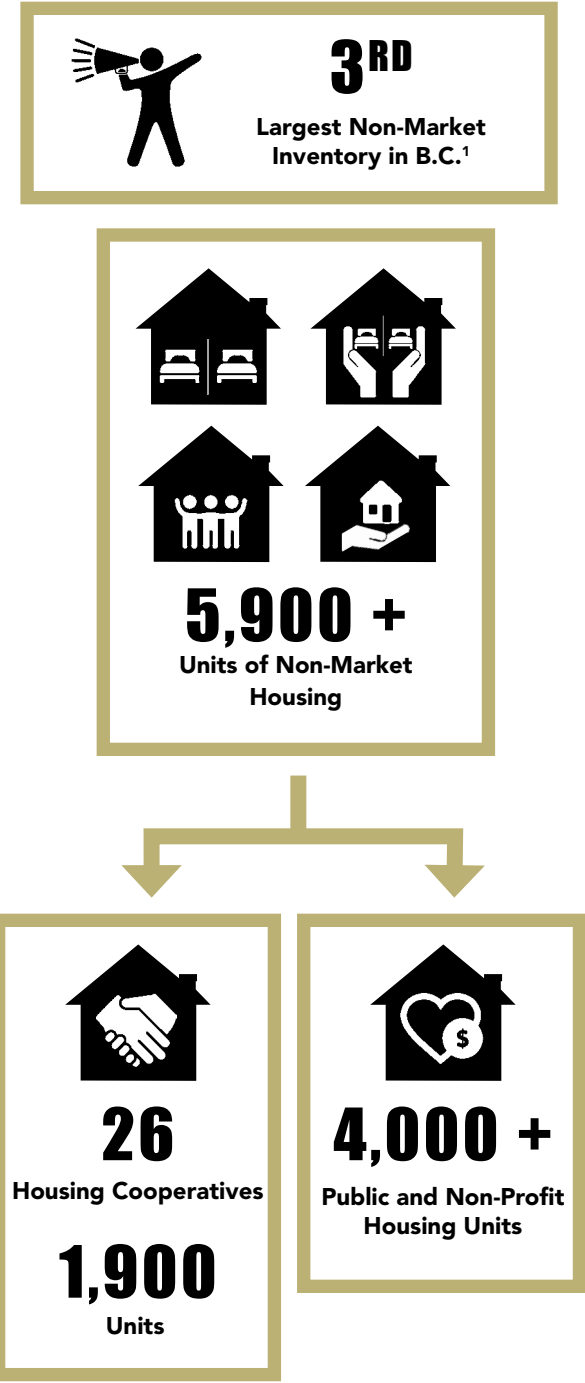
A “housing continuum” is an organizing framework for understanding the range of housing needs and options. It displays the housing types as a progression, based generally on length of stay, affordability, and income levels.

BURNABY’S HOUSING PROGRAM:

GROWTH MANAGEMENT AND DEVELOPMENT	POLICY	PROGRAMS	ADVOCACY AND PARTNERSHIPS
Burnaby has adopted guiding policy and an approvals process that provides the framework for permitting housing and expanding housing choice	Burnaby has adopted policy that supports the provision of affordable and special needs housing	Burnaby implements programs that provide more affordable housing options	Burnaby advocates to other levels of government and works with government, non-profit and private sector partners to deliver more housing
Official Community Plan that sets out residential framework for growth Regional Context Statement that supports accommodating regional growth Social Sustainability Strategy that supports housing to meet community needs Timely, efficient and transparent City development and building permit review process	Community Benefit Bonus Policy Affordable Units Policy for publicly owned lands Deferral of Development Cost Charges and Permit Fees Fast-Track Approvals Policy Comprehensive Development District Zoning Rental Conversion Control Policy Tenant Assistance Policy Adaptable Housing Policy Flex-Suites Policy	City Lands Program for Non-Market Housing Housing Fund Secondary Suites Program Area Rezoning Process	Working with partners to develop non-market housing at Cedar Place Support of Metro Vancouver’s Regional Affordable Housing Strategy Through UBCM /FCM, lobbied for: <ul style="list-style-type: none">• Zoning for rental housing• Development cost charges to replace affordable housing• Renewal of rent subsidies and supports for social housing and cooperatives• Better Provincial tenant assistance regulations• Development of National and Provincial Housing Strategies

NON-MARKET HOUSING

KEY FACTS:



ACTIONS TO SUPPORT NON-MARKET HOUSING AND LOW INCOME RESIDENTS:

- Partnership agreement with BC Housing and private developer for **181 non-market housing units** at Cedar Place:
 - **90 units** of new non-market family housing on the Southgate site
 - **91 units** of non-market seniors housing on existing Cedar Place site
 - Approximately **\$8.5 million** density bonus value
- **Over \$42 million** accumulated to date in the Housing Fund
 - Approximately **\$2 million** in grants has been allocated or disbursed to support non-market housing projects to-date
- **19 affordable and/or special needs housing units built**
 - Approximately **\$3.9 million** density bonus value
- **Affordable Units Policy** used at the Oaklands, George Derby, Cariboo Heights, and former Burnaby South School sites
 - **390 units** of non-market housing
- **Lease of City-owned lands** for 7 non-profit and cooperative housing projects
 - **302 units** of non-market rental units
- **Request for proposals** underway for the development of non-market housing on **two City-owned sites**
- **140 new non-market units** are under construction

MARKET RENTAL HOUSING

KEY FACTS:

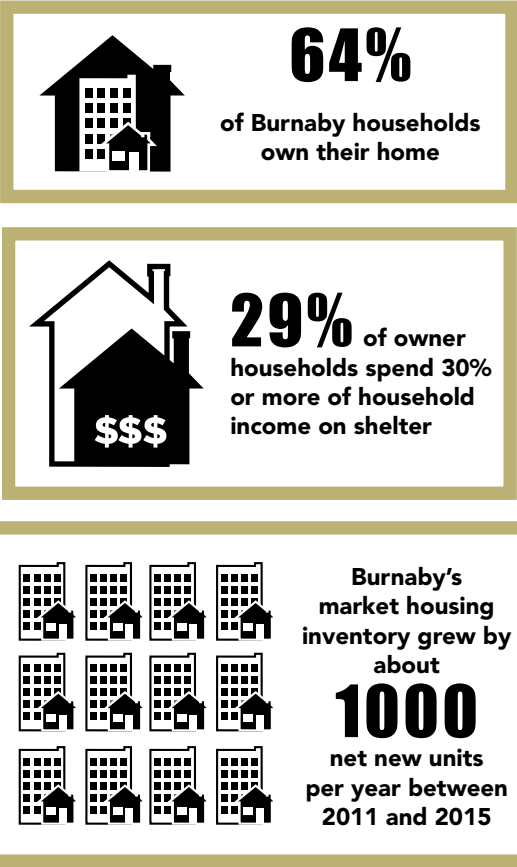


ACTIONS TO SUPPORT MARKET RENTAL HOUSING AND RENTAL HOUSEHOLDS:

- **559 purpose-built rental housing units** in the following stages of development:
 - 300 units at Brentwood Mall site (under construction)
 - 21 units at 3700 Hastings Street site (undergoing rezoning)
 - 238 additional units at Sussex Avenue/Grange Street site (undergoing rezoning)
- **Secondary Suite Program** adopted in 2014. Over 7,000 existing suites estimated. 359 new secondary suites have been added to the inventory. 515 more are in the building permit approval process.
- **Tenant Assistance Policy** introduced in 2015, providing stronger protection for Burnaby renters

MARKET HOME OWNERSHIP

KEY FACTS:



ACTIONS TO SUPPORT MARKET HOME OWNERSHIP AND OWNER HOUSEHOLDS:

- **4,975 new housing units** have been added to Burnaby's inventory in the past five years
- **4,361 new housing units** are under construction as of July 2016
- **Adaptable Housing Policy** supports Burnaby residents with disabilities and those wishing to age in place
- **Flex Suite Policy** and **Secondary Suite Policy** assist homeowner affordability by permitting a secondary unit for rental income
- **Area Rezoning Policy** allows neighbourhoods to petition for small lot and duplex zoning

LOOKING AHEAD

The City will continue to support Burnaby's Housing Program by reviewing foundational policy documents such as the Official Community Plan and reviewing the City's housing strategies to set out more specific goals and approaches to meet local housing demand. In addition, the City will continue to:



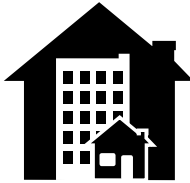
NON-MARKET HOUSING

- Review ways to expand the use of the Housing Fund
- Advance the City Lands Program for Non-Market Housing
- Seek new partnerships with government, the non-market sector, and industry



MARKET RENTAL HOUSING

- Work with the development industry to obtain new rental housing units
- Review ways to expand opportunities for accessory housing units
- Monitor tenant assistance efforts



MARKET HOME OWNERSHIP

- Review new strategic locations (e.g. transit accessibility) to accommodate growth and expand housing types
- Review opportunities for new housing types

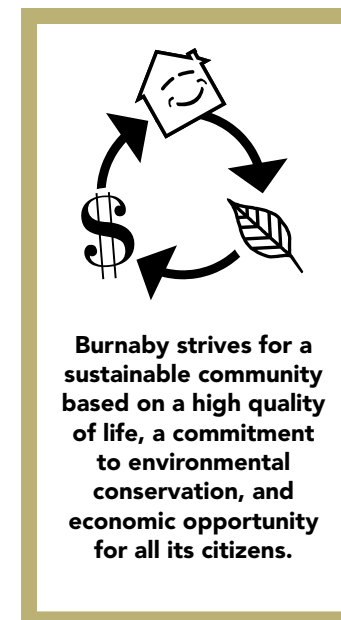
An aerial photograph of a city, likely Vancouver, with a dense residential area in the foreground and a city skyline in the background. A large white outline of a house is superimposed on the left side of the image. The house outline has a grid of 20 dark blue squares representing windows, arranged in 4 rows and 5 columns. The word "PLANNING FOR HOUSING" is written in large, bold, white capital letters in the upper right corner.

PLANNING FOR HOUSING

PART

PART 1

PLANNING FOR HOUSING



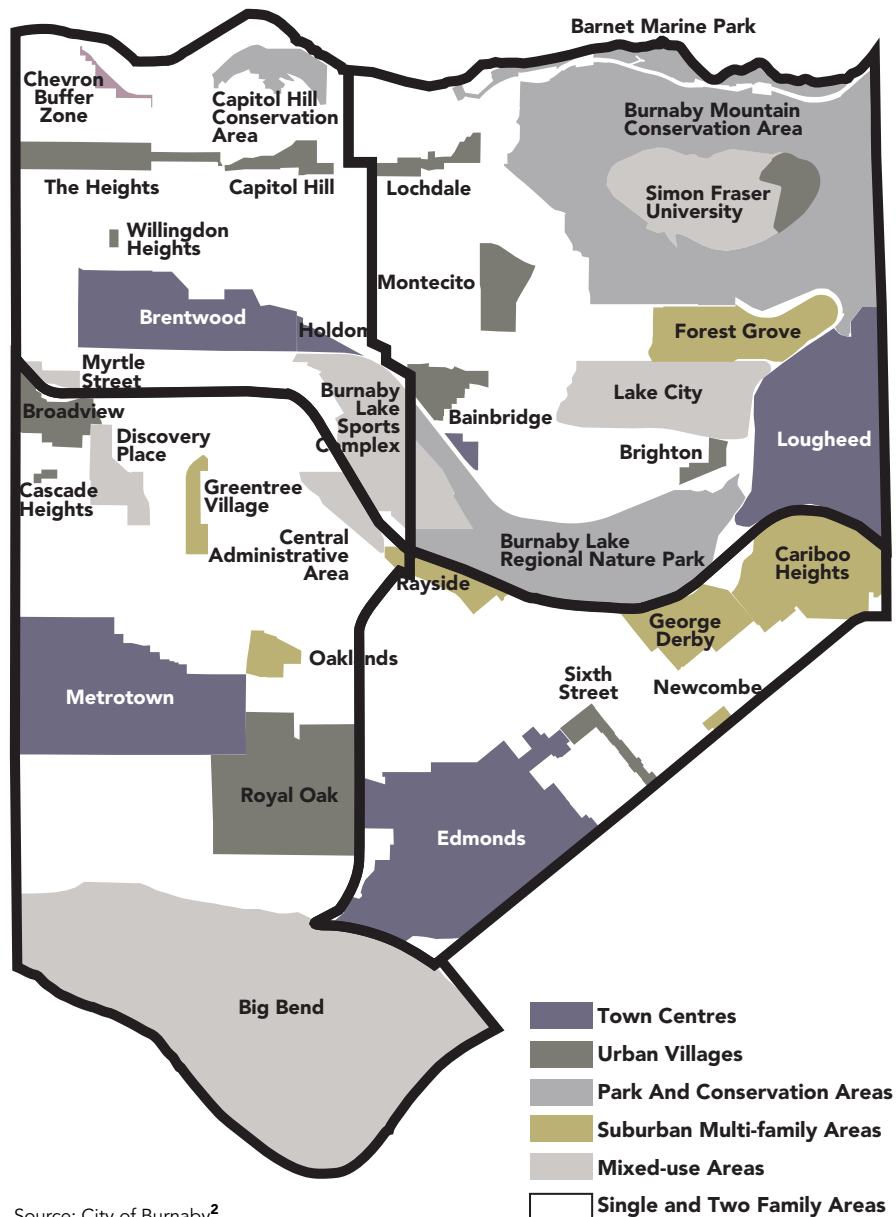
The City of Burnaby strives for a sustainable community based on a high quality of life, a commitment to environmental conservation, and economic opportunity for all of its citizens. Housing is a key aspect of this vision. To that end, Burnaby's goal is to provide a full range of housing opportunities that reflect these values and provide for current and future needs.

Burnaby's fundamental planning document, the *Official Community Plan*, supports that goal through its Residential Policy Framework. Based on both historical development patterns and future population growth, it divides the City into four quadrants, each served by a Town Centre. The four Town Centres – Metrotown, Brentwood, Lougheed, and Edmonds – mark the areas where commercial activity and high density development has been focused over the past 50 years. Given the urban character of these areas, and their proximity to amenities, services, and public transit, Town Centres are designed to accommodate high density development to house a growing population. Thirteen Urban Villages, such as the Heights and Sixth Street, are located throughout each quadrant and are characterized by more mid-range residential density, local commercial services and amenities, and public transit. Burnaby's traditional fabric of suburban low density multiple family, and single and two-family neighbourhoods complete the residential framework. Each quadrant therefore offers a range of residential housing choices, types, and tenures, with associated amenities and services that enable people to live in their community as their housing needs change over time.

It is within this land use and planning framework that Burnaby has defined a host of housing policies and programs to meet the range of housing needs in the community and address, within the confines of its mandate and resources, the issues of housing supply and

affordability. In doing so, Burnaby takes a broad view of housing policy and the growing need for housing supply at all pricing levels. This document reflects this vision and provides a comprehensive look at housing from a Burnaby perspective.

Map 1: City of Burnaby - Community Plan Areas



Source: City of Burnaby²

PART 1 1.0

ABOUT THIS REPORT

Housing is a complex topic: there are many types, forms, and styles of housing; many tenancy and ownership models; many levels of affordability; many housing providers; and many layers of housing policy at all levels of government. This report explores the range and complexities of housing in Burnaby.

Based on the most current available data, this report updates the information presented in Housing Profile 2015, which summarized City housing policies and programs, and provided an overview of Burnaby's housing inventory and population. This report also adds new features, including a snapshot history on different housing types, and a primer on housing issues.

This broader look provides readers with a more comprehensive understanding of housing in Burnaby and the issues and policies that continue to shape it.

WHAT IS IN THIS REPORT?

This report provides the following:

PART 1 - Planning For Housing

- An introduction to this report and a visual history of major housing types in Burnaby.

PART 2 - Housing Primer:

- An overview of core housing topics, issues, and questions. It outlines the housing continuum, built form, construction, cost, and the roles of government in the provision of housing.

PART 3 - Housing Policy:

- A description of Burnaby's housing policies, including guiding policies, community plans, and supporting policies.

PART 4 - Housing Profile:

- A description of Burnaby's demographics as they relate to housing and Burnaby's housing inventory.

PART 5 - Housing Actions:

- A look at on-going and future work, a history of Burnaby's advocacy efforts, and case studies of Burnaby's policies in action.

PART 6 - Conclusion:

- A short summary of Burnaby's approach to housing, the City's housing achievements, and future City actions on housing.

PART 7 - Appendices:

- Appendix 1: Existing Non-Market Housing Developments
- Appendix 2: Burnaby's Advocacy Efforts
- Appendix 3: Glossary
- Appendix 4: References and Endnotes

This report has been organized so as to present housing information in the order it appears on the housing continuum. For example, readers interested in market housing can read about market housing initially in **Part 2 - Section 1.2** and then skip to the related information on market housing policy in **Part 3 - Section 3.4** and the City's inventory in **Part 4 - Section 2.2**. This allows the reader to easily find the information which they are particularly interested in.

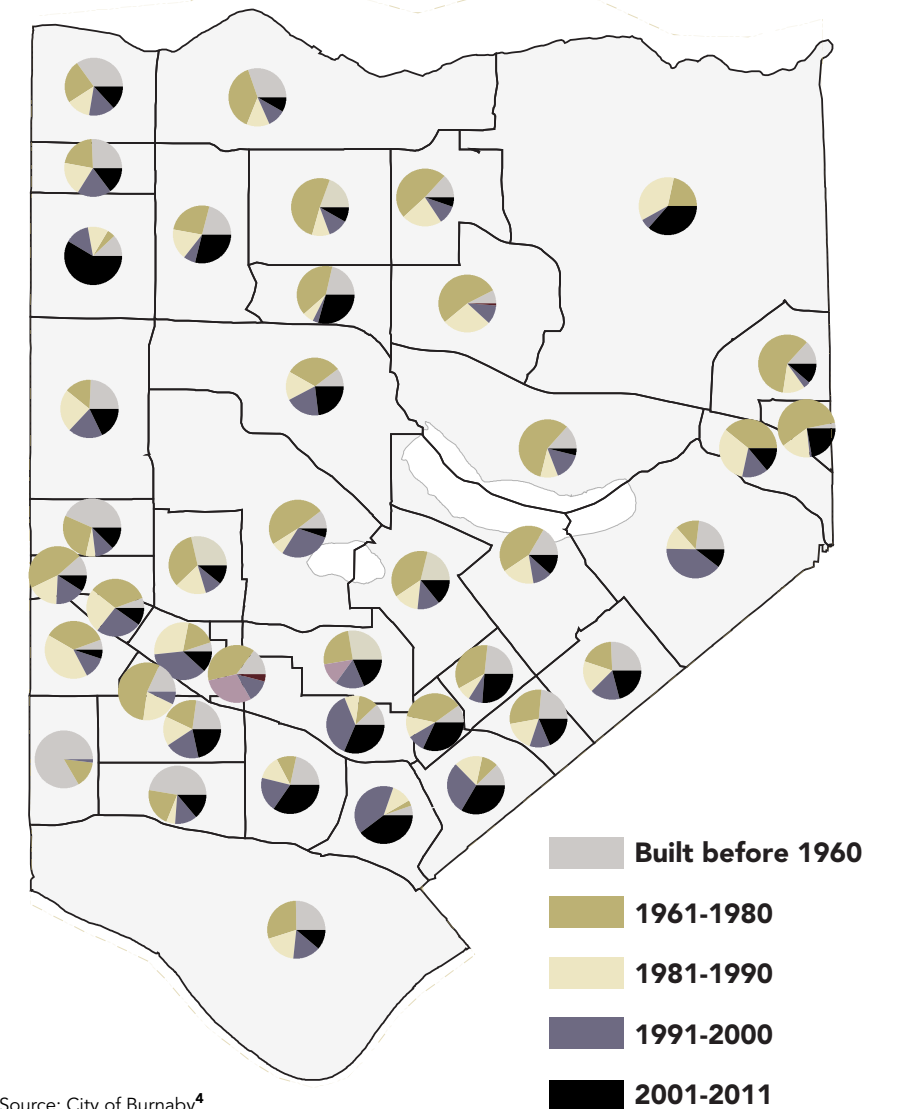
PART 1
2.0

HOUSING TYPES: A HISTORICAL SNAPSHOT

DID YOU KNOW?
Over 40% of Burnaby's residential towers are more than 25 years old.³

Burnaby's housing stock is a product of its history. From 100 year old farmhouses to brand new flex suites, housing types are built, maintained, and replaced within the context of social, economic, and cultural change in the community.

Map 2: Age of Burnaby's Housing Stock by Census Tract Area, 2011



Source: City of Burnaby⁴

2.1 SINGLE AND TWO FAMILY HOUSING



Pre - 19th C.

Burnaby's oldest homes date from the late 19th c., and are the farmhouses and lakeside mansions built by the City's founders.



Pre - WWII

A number of suburban bungalows built in the pre-WWII era, still remain today.



1950s

Many of Burnaby's single family neighbourhoods were developed in the post-war boom of the 1950s. A one-storey with basement form is typical of this era.



1960s - 1980s

The "Vancouver Special" house type found its way east to Burnaby in the 1960s, and continued to be built into the 1980s.



1970s - 1990s

The 1970s - 1990s saw new residential subdivisions in the Buckingham Heights, Squint Lake, and Cariboo Heights areas.



1980s

In the late 1980s, residents voiced concerns about the size of new detached houses. In response, Burnaby added new regulations for floor area, height, and bulk.



1990s

The R10 and R11 Residential Districts were established in 1991 and 1994 respectively, and allowed greater regulation of built form through neighbourhood-based "area rezoning" campaigns in areas such as Brentwood, Westridge, Cariboo Heights, Garden Village and the South Slope.



1990s

The R12 Residential District, established in 1994, permits higher density through the area rezoning process, including two-family dwellings on 9.15 m (30 ft) wide lots.



1990s - Present

Single and two family residential lots continue to be redeveloped, many with a more contemporary two-storey with cellar form.



2010s

Secondary suites are a feature of many single family homes; Burnaby adopted its Secondary Suites Program in 2014 to encourage construction of new suites and assist homeowners with upgrading existing suites.

FUTURE

2.2 MULTIPLE FAMILY HOUSING



1940s

Burnaby's oldest apartment buildings date from the 1940s. Most are small low-rise buildings, with ten or fewer units.



1960s

Many of Burnaby's apartment buildings date from the 1960s, when rising land prices and tax incentives encouraged redevelopment of single family lots with three-storey wood-frame apartment buildings.



1960s

From 1962 to 1968, Burnaby's apartment inventory more than tripled, from 1,699 units to 5,845. To accommodate this growth, the City adopted 17 "Apartment Study Area," plans that were precursors to the current OCP and Community Plans.



1970s

Burnaby's first housing cooperative, Norman Bethune Housing Cooperative, was constructed in 1975 in the Lyndhurst neighbourhood.



1970s

Burnaby's first residential tower, the 10-storey Brentwood Tower at 5050 Halifax Street, was built in 1970. Over the next four years, 19 more towers would be constructed, all of them purpose-built rental buildings, and five of them seniors housing.



1970s - 1980s

From 1975 to 1983, 42 more residential towers were constructed, most of them under strata ownership, a new form of ownership authorized under the 1969 Strata Titles Act. Burnaby's cooperative housing towers – 115 Place Towers in the Government Road area, and Post 83 Co-op near Central Park – were also built during this period.



1970s - 1980s

The 1970s and early 1980s also saw the construction of major townhouse complexes in the Forest Grove, Lyndhurst, Montecito, Edmonds, and Greentree Village areas.



1980s - 1990s

Twenty of Burnaby's 26 housing cooperatives were built with the support of senior government in the 10-year period between 1981 and 1990. All but two of these were townhouse or low-rise developments.



1980s - 2000s

Eight housing cooperatives, with a total of 283 units, were constructed near the Edmonds SkyTrain Station between 1988 and 1990. Burnaby's last housing cooperative was constructed in 2000.



1990s

The closure of Oakalla Prison in 1991 allowed redevelopment of the land for housing. From 1994 to 1999, 403 townhouse and apartment units, including 76 co-op and non-profit units, were constructed in this area.

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PREVIOUS PAGE



1990s

Although the earliest example dates from 1972, construction of residential towers in mixed-use environments, with commercial podiums containing retail and restaurant uses, has become more popular since the late 1990s. Some residential towers have business offices on lower floors or in adjacent buildings.



1990s - 2000s

Redevelopment in the 1990s and 2000s added over 2,500 apartment and townhouse units within blocks of the Edmonds SkyTrain station. Station Hill was redeveloped on a "City in the Park" model, with seven residential towers flanked by townhouse and low-rise units, and surrounded by green space.



2000s - Present

In the 2000s, the award-winning UniverCity development at Simon Fraser University introduced the flex-suites model and other innovative and sustainable design features. Development of the nearly 4,350 planned housing units continues, with over half completed to date.



2000s - Present

Three to five storey residential development above retail storefronts has been a popular form of development in Urban Village areas, such as Hastings Street and Royal Oak.



2000s - Present

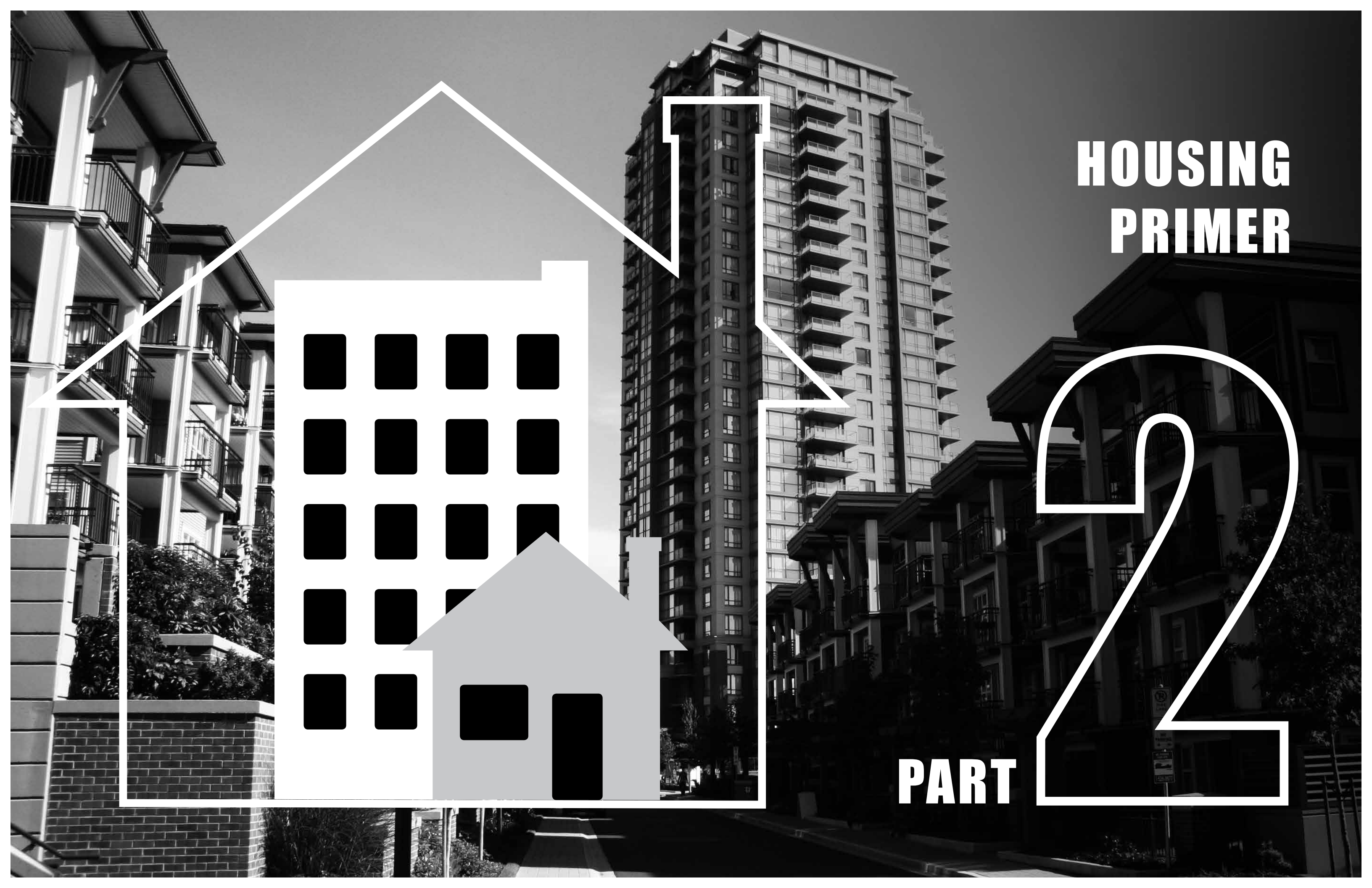
Since 2008, most residential tower developments have featured townhouse units at street level to improve City streetscapes and provide a human scale relationship between the building and public space.

FUTURE

HOUSING PRIMER

PART

2



PART 2

HOUSING PRIMER

Housing is a term that describes many things: a class of buildings, a basic need, a market commodity, and a government responsibility. More importantly, it describes the places that people live – where they eat, sleep, raise families, greet friends, and enjoy privacy and comfort. Although this report focuses on the more objective understandings of housing, housing is about people’s homes.

The provision of housing is both an economic activity and a social need. The majority of housing in Burnaby, and indeed across Canada, relies on market mechanisms such as rental, sales, and leasing. However, the cost of market housing can be too expensive for lower income households and populations with special housing needs. Government programs, including the provision of public housing, subsidies for non-profit housing, partnerships, and regulations are used to meet the array of housing needs in the community.

This section provides an overview of core housing topics, issues, and questions. It outlines the types of housing, organized by the housing continuum; the plans, legislation, and market forces that influence housing form, construction, and cost; and the roles of government in the regulation and provision of housing.

HOUSING CONTINUUM

A “housing continuum” is an organizing framework for understanding the range of housing needs and options. It displays the housing types as a progression, based generally on length of stay and affordability. The continuum extends from emergency shelters and other transitional housing to housing with supports, non-market rental housing, market rental housing, and lastly to home ownership. The continuum generally corresponds to income levels.

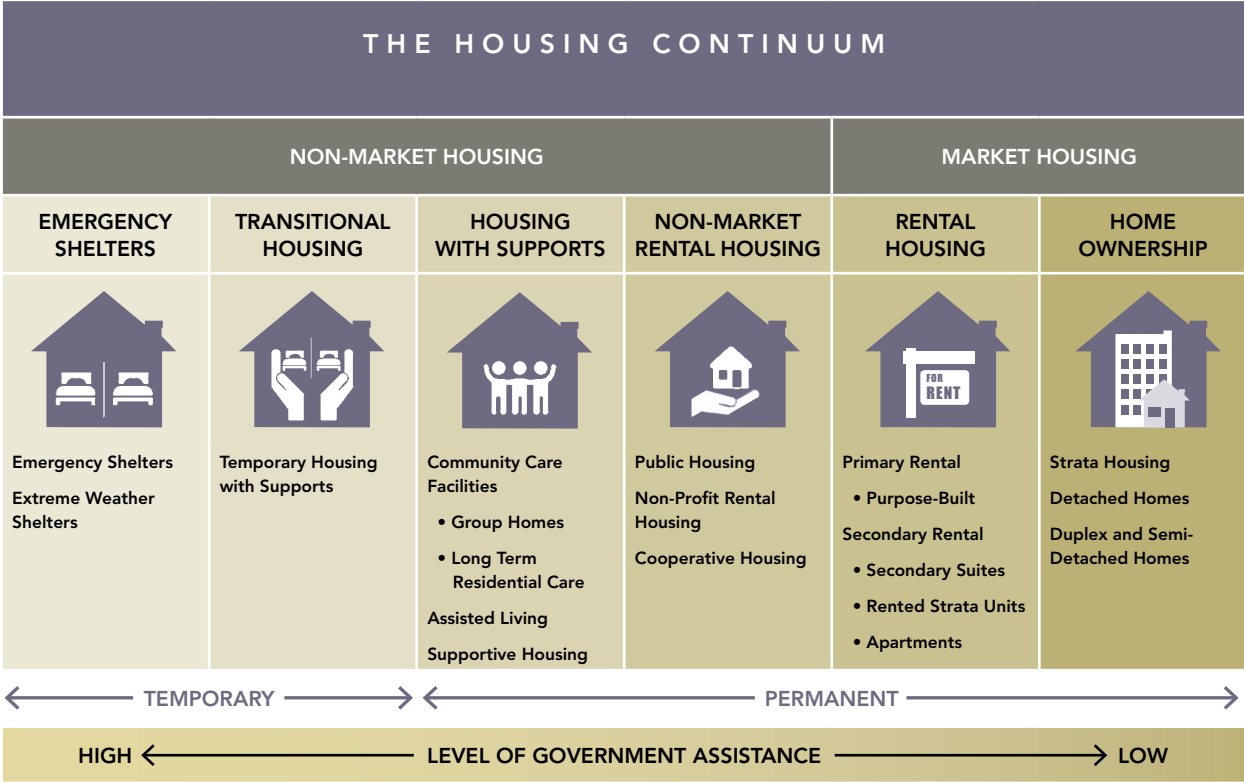
The housing continuum also illustrates the distinction between non-market and market housing. Non-market housing is made more affordable through government or non-profit or charitable funding. It includes most temporary housing, housing with supports, and non-market rental housing. Market rental housing and home ownership rely primarily on market forces including local housing supply, demand, age, size, condition and other market factors to determine price.

Burnaby’s Housing Continuum is illustrated in Figure 1.

There are a range of government programs that apply to points on the continuum, from construction and operation of shelters and public housing, to funding for non-market rental housing, to mortgage subsidies for home ownership.

As detailed in **Part 4 - Section 2.0** and **Part 7 - Appendix 1.0**, Burnaby contains most housing types in the continuum. A description of the specific housing types on the continuum is provided in the following sub-sections. Please note that these housing types are broadly defined, and in some cases, one or more categories may overlap.

Figure 1: Burnaby's Housing Continuum



1.1 NON-MARKET HOUSING

Non-market housing is housing that is provided at below-market rates, typically supported by government and/or non-profit organizations. Some types of non-market housing are entirely funded by government subsidy or charitable funding; others require rent, shares or other forms of payment. Non-market housing also includes special needs housing, which may be in individual rental units or shared housing, and community care facilities, which may operate in institutional settings or in home-based facilities in single and two family residential neighbourhoods.



EMERGENCY SHELTERS

These facilities provide temporary shelter for homeless individuals. Emergency shelters may be seasonal or year-round; many are operated by non-profit societies with government supports, such as funding for construction and/or operation. Some transitional housing, discussed below, may also provide space for an emergency shelter.



TRANSITIONAL HOUSING

Transitional housing provides temporary housing with a variety of supports and is intended to aid in the transition from homelessness, or risk of homelessness, to independent living in permanent homes. Some transitional housing specifically supports women and children fleeing violence; individuals with mental illness; or those recovering from drug or alcohol addiction. Transitional housing facilities may offer training, education, and health services depending on the client base. Many transitional housing facilities are operated by non-profit societies with government funding.



HOUSING WITH SUPPORTS

Some forms of non-market housing include support services for people with specific needs. This category of housing can range from long-term care facilities that provide palliative care to supportive housing residences where assistance is limited to light housekeeping, meals, and social programs for seniors living independently. The main types of housing in this broad classification are listed here:

- **Community Care Facilities** are Provincially licensed residences that provide ongoing care to three or more residents. Residents depend on caregivers for assistance due to age, family circumstances, disabilities, illness or frailty. Residents require at least three care services to help with daily living, such as meals, mobility, supervision, medication, grooming, or behavioural challenges. Community care facilities include:
 - **Group Homes**, which offer community living in a home-based setting. In Burnaby, group homes operate in single family homes in residential neighbourhoods.
 - **Long-term Residential Care Facilities**, which provide care in an institutional setting, generally for persons with chronic or progressive health issues, primarily due to aging. Long-term care facilities are located throughout Burnaby, on institutionally-zoned properties.
- **Assisted Living Residences** offer seniors and/or persons with disabilities housing, hospitality services and one or two care services, such as help with mobility or medication. Assisted living residences are registered with the Province, but not licensed, as the number of care services offered to residents is less than in a community care facility. Assisted living residences often serve as a bridge between supportive housing and long-term residential care.

WHAT IS A CARE SERVICE?

“Care” is a Provincial licensing term that refers to services provided to persons with specified needs.⁵

Under Provincial legislation, a “prescribed care service” can include:

- Assistance with activities of daily living (e.g., eating, mobility, personal hygiene);
- Assistance with medication;
- Management of cash and property;
- Monitoring of food intake;
- Behaviour management; or,
- Physical and/or psychosocial rehabilitation.

WHAT IS SUBSIDIZED HOUSING?

The BC Government and Federal programs offer subsidized housing for low-income households in non-market housing developments. Rents are geared toward income levels, and are kept to 30% of gross household income, above a set minimum rent. Annual household income cannot exceed set maximums, called “Household Income Limits (HILs)”; for instance, the HIL for a subsidized two-bedroom unit in Burnaby is \$52,000 annually.⁶



NON-MARKET RENTAL HOUSING

Non-market rental housing consists of a variety of housing opportunities, generally in multiple family residential developments such as townhouse complexes, low-rise apartments, or residential towers. These developments are considered “purpose-built” rental housing, as they are constructed with the intent of renting, not selling, the units.

- **Social Housing** is a catch-all term that refers to any type of housing that receives subsidy assistance from government agencies. Social housing includes public housing as well as non-profit and cooperative housing.
- **Public Housing** is purpose-built rental housing that is owned and operated by a government agency. Examples of public housing in Burnaby are Stratford Gardens in Capitol Hill area and Cedar Place in the Southgate area, both of which are operated by BC Housing.
- **Non-profit Rental Housing** is purpose-built rental housing that is operated by non-profit organizations, usually with government funding. These developments may serve a wide range of populations, such as families, singles or couples, seniors, and/or persons with disabilities. Some non-profit housing developments were constructed under Federal

and Provincial government operating agreements linked to the length of the mortgage. Other non-profit housing developments function without government subsidies, and may include a mix of market and below market units. Affordable rental housing may also be offered through a community land trust.

- **Cooperative Housing** developments (“Co-ops”) are a type of non-profit housing that is membership-based and that provides housing to its members. Most housing co-ops were constructed under Federal programs, and are subject to Federally supported operating agreements that supplement the income derived from rent and member shares to enable the cooperative to provide subsidies to its lower income members.

WHEN IS HOUSING CONSIDERED AFFORDABLE?

Housing is considered affordable when monthly housing costs (including property taxes, strata fees, and heating costs) consume less than 30% of gross household income.⁷

Although this definition of “affordable” is widely used, it is noted that many households must, or choose, to pay more than 30% of their income on housing costs.

1.2 MARKET HOUSING

Market housing includes both rental housing and home ownership, and is priced according to market rates, based on factors such as demand, age, size, condition, location, and what purchasers are willing to pay. Market rates can apply to all housing types, from detached homes in single family neighbourhoods to studio units in high rise towers. Accessory dwellings, such as secondary suites and flex suites, are also offered at market rates. Although market housing can benefit from government tax incentives and mortgage supports, and is subject to government regulation, residents and owners do not generally receive direct government subsidy.



MARKET RENTAL HOUSING

Market rental housing encompasses a range of housing types and affordability levels, and can be the primary purpose of a rental building, or a secondary use of an individually owned home. Market rents are subject to the *Residential Tenancy Act*, which limits annual rent increases for existing tenancies, but otherwise rents are set by the market based on supply, demand, age, size, and condition of rental units, and other factors. Provision of market rental housing is similarly subject to market considerations; in recent years, few projects have opted to construct or retain purpose-built rental housing given the favorable conditions for condominium development, the lack of Federal tax incentives for rental housing, and the challenging market conditions that affect the economic viability of such projects.

- **Primary or Purpose-built Market Rental Housing** is provided in buildings where the units are rented but not individually owned. Most primary rental housing is purpose-built, having been constructed with the intent of renting, not selling, the units. Any non-strata titled building consisting of three or more units is considered primary rental housing.

- **Secondary Rental Housing** is housing that is individually owned but rented to others. This category includes detached houses (single family or duplex), strata titled townhouse or apartment units, and accessory rental units such as secondary suites and flex-suites. The renting of individual rooms in a home, to students or other “boarders and lodgers,” is also a form of secondary rental.



HOME OWNERSHIP

Home ownership encompasses a range of options including strata, leasehold, or freehold/fee simple interest in a residential property.

Although it occupies the costlier end of the housing continuum, the affordability of home ownership can vary greatly depending on the size and nature of the residence, the status of financing, location and market demand, and the presence of secondary rental units.

- **Strata Housing** includes apartments, townhouses, and other multiple family residential developments that are held by a strata corporation. A strata corporation is comprised of the owners of individual housing units (“strata lots”) who also each own a share in the common property. Common property includes all parts of the property that lie outside of the individual housing units, such as roofs, hallways, outdoor areas, lobbies, recreational facilities, other amenities, and parking garages. Strata units may be rented depending on the rules adopted by the strata corporation.
- **Duplex Homes** contain two dwelling units stacked on top of each other, and **Semi-detached Homes** contain two units located side-by-side. Most duplex and semi-detached homes are held under “non-conforming strata” ownership, in which each unit is maintained separately by the individual owners,

with informal cooperation when repair of common elements, such as roofs, is necessary.

- **Detached Home** ownership applies to single family homes, which are generally held in freehold (with no fixed term) and fee simple (inheritable) ownership. Single family homes can also include a secondary suite for rental purposes.

THE CHALLENGE OF MARKET RENTAL

In the 1960s-1970s, Federal tax incentives promoted the construction of market rental housing, particularly purpose-built rental apartments.

Since the mid 1980s, when these incentives were removed, construction of purpose-built rental housing has slowed, redevelopment has focused on the more profitable condominium market, and land values have continued to rise.⁸

With the price of home ownership beyond reach for many, demand for rental housing has increased while the existing stock has aged.

Now, much of the City’s purpose-built market rental housing stock is 50 years old. Due to their age and condition, many of these older buildings offer more affordable rents. As these rental buildings reach the end of their lifespans, there is a need for new purpose-built rental apartments and other affordable options.

Recently constructed purpose-built rental units and secondary suites in various locations across the City help to fill the housing gap created through redevelopment of older buildings.

In addition, non-market rental housing, created through Federal, Provincial, and City incentive programs provide additional housing.

However, new Federal tax incentives and funding for affordable non-market housing is needed to meet the growing housing needs for new rental housing.

PART 2

2.0

HOUSING BUILT FORM

BUILDING FORM & TENURE

“Tenure” is a term that describes the financial basis for occupying a home.

Owner-occupancy and tenancy are the basic forms of tenure, with variations such as strata ownership, cooperative housing, public housing, and other forms of ownership or tenancy.

Housing is often built with a particular tenure in mind: owner-occupancy for detached homes and condominium units, and tenancy for purpose-built rental buildings. However, individually owned homes can be rented, and in some cases purpose-built rental buildings can be converted to strata ownership.

Although it may lend itself to either owner-occupancy or tenancy, building form does not determine tenure.

Housing comes in many shapes and sizes. The term “built form” is used to describe what a building looks like, how tall it is, how much of the property it occupies, how far it is set back from the street, and its architectural character or style.

BUILT FORMS AND DWELLING TYPES

Housing built forms generally reflect the number of dwelling units in a building. For instance, a detached house usually contains a single dwelling unit, while an apartment building contains many units. In order to regulate the density of development, most zoning bylaws characterize housing types by the number of dwelling units they contain, with the resulting “dwelling types” permitted in specific zone districts. Many also specify zone districts for particular built forms, such as townhouses or row houses.

The *Burnaby Zoning Bylaw* includes the following dwelling types and built forms:

- **Single Family Dwelling:** A free-standing residential structure that contains one principal dwelling unit. A single family dwelling can also be referred to as a single-detached dwelling, single-family residence, or a detached house or home. A single family dwelling may contain a secondary suite as an accessory dwelling unit. A single family dwelling may also be operated as a group home.
- **Two Family Dwelling:** A residential structure that contains two principal dwelling units, side-by-side, front to back, or one above the other, sharing a single property with separate entrances for each unit. Two family dwellings are referred to as duplexes, when the units are stacked, or semi-detached

homes, when the units are side-by-side. The built form of a two family dwelling is usually similar to that of a single family dwelling; however, many two-family dwellings demonstrate a greater symmetry, and the separation between the two halves of a semi-detached home may be more pronounced.

- **Multiple Family Dwelling:** A residential structure that contains three or more dwelling units. Multiple family dwellings include:
 - *Tri-plexes* – A residential structure that contains three dwelling units, side-by-side or one above the other, with separate entrances for each unit.
 - *Quadra-plexes or Four-plexes* – A residential structure that contains four dwelling units, side-by-side or one above the other or both, with separate entrances for each unit.
 - *Townhouses* – A row of any number of attached residential structures, with common walls between each house. Townhouses may have multiple floors, are commonly located side by side, and have their own separate entrances. A stacked townhouse is one townhouse sitting on top of another. A row house is similar to a townhouse, but is located on a separate lot that is owned independently.
 - *Apartment Building* – A residential structure with multiple dwelling units. There can be multiple dwelling units on each floor and multiple floors. They typically include separate entrances to each unit via internal hallways. Apartment buildings comprise a wide range of built forms, from low-rise complexes to residential towers.
- **Supportive Housing Facilities and Other Institutional Housing:** These facilities provide sleeping or living units along with dining facilities, meal service, amenities, and

WHAT IS LAND USE?

“Land use” is the purpose for which land is used, or intended to be used. “Use” in this sense can mean any activity or development.⁹

Some common land use categories include recreation, conservation, residential use, industrial use, commercial use, and institutional use. Developments are considered “mixed-use” when one or more land use categories are combined on one site or in a building.

Burnaby’s land use policy is outlined in the *Official Community Plan* and associated Community Plans (area-specific plans). These plans describe Burnaby’s land use categories and policies. They also include generalized maps that indicate suitable locations for different land uses.

The ability to designate land use is a Provincial power that is delegated to local governments under the *Local Government Act*.

varying levels of care and assistance to residents. Many housing facilities have an apartment-style built form, although some may require more institutional designs. As noted above, smaller scale housing, such as group homes, may operate in a single family dwelling.

Built form can also be described by building heights:

- Low-Rise: A structure between 1 and 4 storeys in height.
- Mid-Rise: A structure between 4 and 12 storeys in height.
- High-Rise: A structure of 12 storeys or more in height.

WHAT IS ZONING?

“Zoning” is the division of land into different districts, or “zones,” that are subject to specific land use and development regulations.¹⁰

Zoning regulations are compiled in a *Zoning Bylaw*, which includes detailed development regulations and a zoning map that outlines the location of each zone district.

Detached homes are typically permitted in different zone districts than apartments and townhouses. Most zoning bylaws permit detached homes in “Residential” or “R” zones (for example, R1 Residential District) and apartments and townhouses in “Multiple Family Residential” or “RM” zones (for example, RM5 Residential District). Generally, density increases with numbering, with R1 Districts requiring the largest residential lot sizes and RM1 Districts permitting the smallest number of units per hectare.

Each zone district permits specific land uses and establishes development standards, such as maximum building height and floor area, minimum building setbacks from property lines, and the amount of off-street parking required. Every property in Burnaby is located in a zone district.

Zoning bylaws are enacted by local governments, whose zoning powers are governed by Provincial legislation.

HOW DOES THE CITY REGULATE AND INFLUENCE BUILT FORM?

The City regulates residential uses and their built form through the *Official Community Plan*, the *Burnaby Zoning Bylaw*, and the *BC Building Code*:

- **Official Community Plan:** The City's *Official Community Plan* (OCP) provides a high level framework that establishes where residential development can occur and, more broadly, what forms it can take. The OCP also establishes Community Plan areas, with more detailed plans that shape development within those areas.
- **Burnaby Zoning Bylaw:** The City's *Zoning Bylaw* provides specific regulations for use and built form. It defines permitted uses, lot areas and coverage, height, setbacks, open space requirements, density, and parking requirements.
- **BC Building Code:** The *BC Building Code* is the Provincial regulation that governs how new construction, building alterations, repairs and demolitions are completed. This code establishes minimum requirements for safety, health, accessibility, fire and structural protection of buildings, as well as energy and water efficiency. The City administers the application of the *BC Building Code*.

The City also influences the built form and design of individual units through policies such as the *Adaptable Housing Policy* which encourages the provision of dwelling units that provide additional space and features that enable the units to be easily adapted to meet the needs of someone with permanent or temporary mobility issues. In addition, throughout the development process, the City encourages applicants to provide a mix of unit sizes, tenures, and floorplans to suit a variety of residential needs.

WHY DOES THE CITY ALLOW FOR MORE HIGH RISE BUILDINGS AND DENSITY?

Growth and development in Burnaby is directed by the City's *Official Community Plan* (OCP). The OCP locates the majority of new commercial and residential growth in the City's four Town Centres (Metrotown, Brentwood, Edmonds, and Lougheed) near transit and community services. This enables:

- the achievement of Metro Vancouver regional plan objectives to support and improve livability in the region;
- the protection of parks, conservation areas, industrial lands, and agricultural lands from the pressure of residential development;
- the creation of compact and complete communities offering diversity, choice, and convenience;
- the preservation of lower-scale single and two-family neighbourhoods; and,
- the availability of a greater variety of transportation options.

Burnaby is projected to accommodate nearly 125,000 additional people and approximately 60,000 jobs by 2041 through the *Metro Vancouver Regional Growth Strategy* (RGS) and the City's *Regional Context Statement*.¹¹ Burnaby has a finite amount of available urban land to accommodate its growing population. Building outwards is not an option as the City has both civic boundaries (with Vancouver, New Westminster, and Coquitlam) and natural boundaries (the Fraser River and the Burrard Inlet), and has committed to protecting parks, conservation areas, agricultural land, employment land, and industrial land. Building up and/or densifying lands through redevelopment is the only option. As noted previously, the City's OCP confines higher density development to the four Town Centres and Urban Villages in order to protect farmland, industry, green space, and single and two family neighbourhoods.

Concentrating residential growth in the four Town Centres and the



Urban Villages enables greater access to the public transit system, which not only increases the viability of public transit but also reduces congestion for automobiles and other transportation modes, and makes transportation more affordable for more people. A well-designed community includes a diverse mix of land uses and housing types with increased residential and employment densities to support local amenities and higher levels of transit service. Bringing more people closer to their destinations makes it possible for them to drive less and walk, cycle, and use transit more for their daily needs with less cost. See **Part 2 - Section 4.0** for the link between Housing Affordability and Transportation.

Higher density in Town Centres also contributes directly to construction of community amenities and affordable housing, through the City's density bonus provisions. In Town Centres, property owners can build additional density in exchange for providing a community benefit, including community amenities, affordable and/or special needs housing, or a cash contribution-in-lieu. These contributions improve the general livability of the City, by funding public gathering places, civic facilities, non-profit office spaces, cultural facilities, child care centres, public realm and environmental enhancements, and affordable housing. Burnaby's density bonus program, the *Community Benefit Bonus Policy*, is discussed in **Part 3 - Section 1.3** and **Part 3 - Section 3.3**.

PART 2 3.0

HOUSING DEVELOPMENT

The supply of housing – its quantity, quality, size, and price – changes as homes are constructed or demolished. This section examines the factors influencing housing construction and demolition, and answers some critical questions in the affordability debate.

WHAT DOES IT TAKE TO BUILD A DWELLING UNIT?

Housing construction is a complex process, particularly for large projects. Apart from the “nuts and bolts” of physical construction, planning for development includes:

- finding suitable land;
- calculating costs, pricing and returns;
- arranging financing, including investment, pre-sales, and loans;
- achieving rezoning, subdivision and other municipal approvals;
- designing the development as well as private and public services;
- translating building designs into working drawings and construction layouts;
- obtaining building permits and engineering approvals;
- completing legal documentation, registration, and ownership matters;
- building finishing and interior design; and,
- marketing and sales/rental.

To accomplish all of this, property owners, investors, and a multitude of professions, trades, and other occupations contribute to each

stage in the process. Developers, financial analysts, bank officials, marketing firms, architects, design consultants, structural, mechanical, and electrical engineers, land surveyors, interior designers, and a variety of consultants assist property owners in the development of a project. In addition, a variety of tradespeople and subcontractors are required to carry out the work, and municipal government is required to review the project. The production, distribution, and marketing of building materials is another industry closely tied to housing construction, as is the real estate industry.

It is within this context that the housing market operates, and financial decisions regarding housing construction and demolition are made.

WHO BUILDS HOUSING?

The building of housing is directed by property owners. Property owners can be individuals, developers, non-profit agencies, for-profit agencies or companies, pension and financial companies, or government agencies.

Most housing is built by the private market (individuals, developers, and for-profit agencies or companies) and falls into the housing continuum categories of market ownership or market rental. Given the intensity of the housing market within the Lower Mainland, much new market housing is geared towards middle and higher income earners based on private affordability levels.

Non-market housing is typically built by non-profit agencies, with funding from the Federal and/or Provincial government. Some non-market housing is built directly by senior governments. Historically, most non-market housing was constructed through Federal/Provincial partnerships with non-profit societies.

Municipalities in B.C. and other provinces do not generally build housing directly, given their legislative mandates, the structure of taxation policies, and population mobility in Canada.

WHY DO PROPERTY OWNERS REDEVELOP EXISTING HOUSING?

Typical reasons for redevelopment of existing residential structures include:

- **Financial:** In competitive housing markets, redevelopment is a means to renew investment in property and extend the use of land and structures into the future, while generating financial gain. This is true regardless of whether the property can be rezoned to a higher density. Factors that affect decisions to redevelop or re-invest in property include:
 - *Land Value:* As property values increase, taxes go up and profit margins from rents are reduced. Rents must rise to continue generating profit, or the property must be sold to provide a return on investment. The high value of the land is an incentive to sell, and an incentive for purchasers to recoup the cost by maximizing revenue from any redevelopment project.
 - *Tenure:* Given that land use and zoning cannot regulate tenure, property owners may demolish a rental building in order to build stratified residential units, which can be sold at a profit.
 - *Age:* Some property owners demolish a structure when it reaches the end of its useful and/or economic lifecycle – when the net cost to renovate or repair outweighs the cost of demolition and redevelopment.
 - *Densification:* Some properties have structures that were built with less density or no longer conform to the zoning and/or plan for the area. In these instances, the property owner can demolish the existing structure and build a new structure that achieves what is allowed under the zoning and plan for the area, achieving planned and desired community development. It is important to

note that the property owner must follow all City redevelopment processes and obtain all required permits.

- **Available Land:** Land is a finite resource. Within Burnaby, there are very few “green field” properties or properties that haven’t been developed in some way; therefore almost all new development is through redevelopment. New development is necessary to meet community needs, particularly as the City grows.
- **Safety:** Some structures become unsafe over time and are demolished as they are no longer suitable for use and occupancy.

WHY IS DEMOLITION PERMITTED?

Under the Provincial *Community Charter*, local government has no legal authority to withhold either a Demolition Permit that complies with local requirements, the *BC Building Act*, and the *BC Building Code*, or a Building Permit that complies with the local *Zoning Bylaw*, *BC Building Act* and the *BC Building Code*.¹²

CAN ZONING PROTECT OLDER BUILDINGS?

Cities have the authority to zone land within their boundaries. However, zoning has limited ability to prevent demolition. Maintaining existing zoning or “down-zoning” a property to a lower density cannot prevent redevelopment or renovation of the property. Zoning only determines use, density and the size and location of improvements on a property. It does not regulate cost of housing or the quality of finishings and design.

From a community planning perspective, new development with increased density permits more housing supply and smaller unit sizes that provide greater affordability and a variety of unit types to

support the community over the renewed life of the building. An increased supply of housing can also serve to moderate home prices, whereas limiting supply can decrease affordability. In this indirect way, zoning can influence housing affordability.

CAN CITIES PREVENT RENTAL HOUSING FROM BEING CONVERTED TO CONDOS?

Yes. Conversion of an existing rental building into a condominium, where apartments are individually owned, requires strata titling, which is a form of subdivision. Provincial regulations grant local government the power to regulate all forms of subdivision. Since 1974, Burnaby has enforced its Rental Conversion Control Policy, prohibiting strata titling of purpose-built rental apartment buildings.

CAN CITIES ZONE FOR RENTAL HOUSING?

No. Burnaby has asked the Provincial government to grant local government the authority to zone for rental housing; however, this request has yet to be granted. Burnaby continues to advocate for Provincial legislation that would permit rental-only zones.

WHY ARE SOME PROPERTIES REZONED?

Rezoning is a process to change the zoning district for a property. Rezoning is required when a proposed or planned development is not provided for in the existing zoning district. For instance, in order to construct an apartment building on a property in a commercial zoning district, the property would need to be rezoned to a multiple family residential zoning district.

Rezoning to the Comprehensive Development (CD) zoning district allows the zoning regulations for a property to be tailored to a particular plan of development. This approach is typical of larger,

more complex proposals and mixed-use projects that may combine uses permitted in different zoning districts. For instance, a residential tower with retail storefronts at street level could only be permitted in a Comprehensive Development (CD) zoning district based on both multiple family residential and commercial zoning districts.

WHAT IS THE REZONING PROCESS?

The rezoning process provides an opportunity for property owners to propose new types of development. It also provides the community the opportunity to evaluate and comment on proposed changes. The rezoning process includes the following generalized steps¹³:

- 1. **Pre-application (optional):** the property owner can discuss the proposal and receive feedback from Planning Department staff.
- 2. **Application:** the property owner submits an application outlining the proposed zoning change and provides supporting materials.
- 3. **Initial Report:** Council reviews a staff report that evaluates the proposal and recommends either further review or denial of the application.
- 4. **Proposal Refinement:** the property owner prepares a more detailed set of plans and addresses any concerns resulting from review of the Initial Report.
- 5. **Public Hearing Report:** Council reviews a report from staff detailing the proposal and providing recommendations for prerequisites to rezoning approval. Council may advance the associated rezoning bylaw to First Reading, and schedule the proposal for Public Hearing.

- 6. **Public Notice:** Ten days prior to the Public Hearing, notice is published in the local newspaper and sent to any property owners and occupants within 30 m of the rezoning site.
- 7. **Public Hearing:** any member of the public can speak to the proposal at the scheduled Public Hearing before Council, or submit written comments.
- 8. **Second Reading:** having considered all public comment, Council can reject the rezoning application, ask staff to review issues raised at Public Hearing, or give Second Reading and advance the proposal to the next steps in the process. If staff undertakes further review, a new report will be presented to Council and a second Public Hearing must be held before the proposal can move forward.
- 9. **Prerequisites:** once Second Reading is given, all prerequisites, such as submittal of servicing plans and preparation of legal documents, must be substantially met before scheduling of Third Reading by Council.
- 10. **Final adoption:** final adoption of the bylaw, which officially changes the Zoning Map, can only be provided by Council once all prerequisites are completely fulfilled.

WHAT IS THE BASIS FOR EVALUATING REZONING PROPOSALS?

Rezoning proposals must be consistent with the policies of the *Official Community Plan (OCP)*, the associated Community Plans, and all other City policies and applicable regulations. These policies have been adopted after considerable public consultation and reflect planning principles, legislation, community objectives, and other considerations. As such, they serve as a baseline for determining the appropriateness of any rezoning proposal.

In addition, proposals cannot exceed the density (floor space) permitted in the proposed zoning district(s), or vary the permitted uses.

For Comprehensive Development (CD) District rezoning proposals, some zoning regulations can be varied, such as height limits or setbacks from property lines; however, any proposed variations must be compatible with surrounding development and all applicable policies.

PART 2

4.0

HOUSING COST

WHAT ARE HOUSING COSTS?

Housing costs are defined as a household's gross monthly expenses on housing-related costs. For renters, this could include the monthly rent, the cost of utilities (electricity, heat, and water), and the cost of other municipal services such as garbage collection. For owners, this could include mortgage payments, the cost of utilities (electricity, heat, and water), and municipal services, property taxes, and condominium fees.¹⁴

Housing is typically one of the largest expenses a household has each month. In Canada, housing is considered affordable if it consumes less than 30% of a household's pre-tax income. In Burnaby, 29% of owner households and 46% of tenant households spent more than 30% of their total income on shelter costs in 2011.¹⁵

WHY IS HOUSING EXPENSIVE?

Housing is expensive for a range of inter-related reasons. In its most basic sense, housing is a product that is subject to the economic rules of supply and demand. In Burnaby, and in Metro Vancouver more broadly, the demand for housing outweighs supply. When demand rises more than supply, prices generally increase. When there is an oversupply and/or demand falls, prices generally decrease. The following factors can affect housing supply and demand:

- **Population Growth:** Metro Vancouver is a desirable place to live. People come to B.C. for economic opportunities, educational opportunities, lifestyle, climate, family, and many other reasons. Metro Vancouver is estimated to accommodate an additional 1 million people by year 2041 – that's an additional 36,000 people per year. This projected growth will require approximately half a million additional homes. Of that growth, Burnaby is forecasted to grow by 125,000 people, which would require approximately 50,000 new dwelling units (2,000 per year) by 2041.¹⁶ This population growth could lead to increases in housing price if supply doesn't keep up with demand.

- **Lack of Funding:** At the Federal and Provincial levels, adequate government funding for non-market housing, incentives for new rental apartments, and other housing policies have been insufficient for over two decades, making it more challenging for households to find affordable housing options.
- **Available Land:** Land is a finite resource. Within Burnaby, there are no “green field” properties or properties that haven’t been developed. The land itself is expensive – again the subject of a limited supply and a greater demand.
- **Location/Livability:** Burnaby is in a desirable location for business and trade with access to or proximity to port facilities, the Trans Canada Highway, major road networks, railways, and Vancouver International Airport. Burnaby’s local amenities, civic facilities, and access to transit are attractive and desirable to residents and businesses.
- **Demographics:** Statistics, including population growth, age, ethnicity, gender, income, and migration patterns, play an important role in how housing is priced and what types of housing are in demand.
- **Government Policies:** Taxes, incentives (subsidies, grants, programs, etc.), and other policies related to housing can impact the demand for and price of housing, as well as the types of housing that gets built and where.
- **The Economy:** The strength of the overall economy (based on GDP, employment data, etc.) can affect the value of housing. Typically, when the economy is doing well, so is the housing market and vice versa.
- **Jobs and Incomes:** As incomes rise, and the number of jobs increase, more people can afford to participate in the housing market, which then increases demand and price. However, if incomes are lower, and/or unemployment levels are high, fewer people can afford to participate in the

WHO CONTROLS THE HOUSING MARKET?

The housing market is a ‘free’ market and is not controlled by any one agency or government. Rather, it is influenced by an array of socioeconomic factors that affect supply, demand, and price.

WHAT ARE TRANSPORTATION COSTS?

Transportation costs include transit and personal vehicle expenditures. Transit costs can include cash fares or a variety of monthly and annual passes. Personal vehicle costs can include fixed items such as insurance, license and registration fees, financial charges, and depreciation, as well as operating costs such as maintenance and fuel.

Other transportation costs may include tolls or parking fees. Taxi fares, car rental and car-share fees are also components of transportation costs. The value of time is also a factor when determining the total cost of transportation.¹⁷

housing market, decreasing demand and price. This basic dynamic becomes more complex within the irregularities of most job and housing markets, and in the context of the many other factors influencing housing demand and price.

- **Interest Rates:** Changes in interest rates can greatly influence a person’s ability to purchase a residential property. As the interest rates fall, the cost to obtain a mortgage to buy a home decreases, which enables more people to purchase a home and increases the demand for housing, leading to increasing prices. Conversely, as interest rates rise, the cost to obtain a mortgage increases, thus lowering demand and in turn, price.

THE HOUSING AND TRANSPORTATION AFFORDABILITY LINK

Typically, housing is the largest expenditure that a household makes each month, and transportation is the second largest. The two costs are linked – as people move to more suburban locations to find more affordable housing, their transportation costs may increase if they are further away from their jobs, shopping, amenities, and services and are faced with fewer public transit, cycling, or walking options. As a part of the housing affordability equation, transportation costs should be considered as they can have an impact on overall household budgets.

Average Transportation Costs

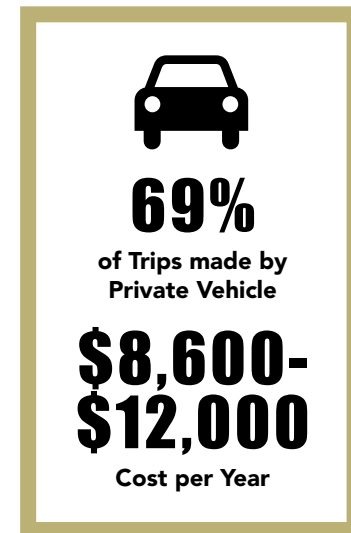
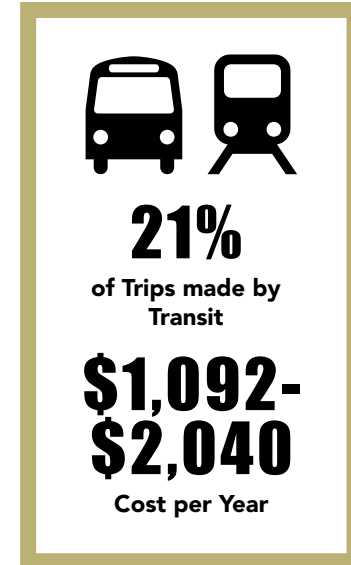
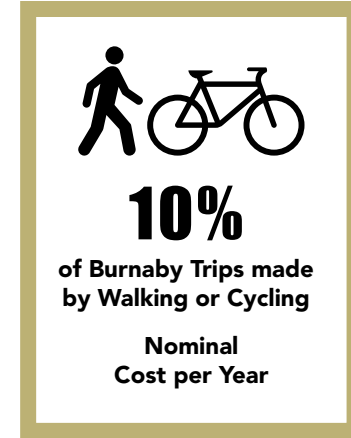
According to the Metro Vancouver 2011 Regional Trip Diary, 69% of trips by Burnaby residents are made by private vehicle, while 21% are by transit, and the remaining 10% walk or cycle to their destination.¹⁸

Driving a personal vehicle is the most expensive mode of travel. According to the Canadian Automobile Association, the cost of operating a personal vehicle (including depreciation, financing charges, licenses and registration, insurance, maintenance and repair) ranges from \$8,600 per year for a compact car to over \$12,000 for an SUV per year.¹⁹

The cost of commuting by transit ranges from \$1,092 to \$2,040 depending on the fare zones travelled.²⁰ Owning and riding a bicycle or walking are the least expensive modes with costs more easily controlled by the individual commuter.

For owner households in the Burnaby/New Westminster sub-region, the combined housing and transportation cost burden is 45% of the median income. For renter households, whose incomes are typically lower, the cost burden is 47% of the median income.²¹

Living near public transit, or within biking or walking distance to work and other daily needs, can reduce or eliminate household transportation expenditures. This is particularly important for renter households, whose incomes are typically lower than owner households. These transportation savings can help to offset the higher cost of rent or mortgage payments. In effect, the concentration of residential development near jobs, shops, and services increases affordability by reducing transportation costs.



PART 2 5.0

THE ROLE OF GOVERNMENT

TAX DOLLARS - WHO GETS WHAT?

Municipalities own over 60% of the country's infrastructure and deliver a broad range of local services and amenities but collect just eight to ten cents of every tax dollar paid in Canada, with the other 90 - 92 cents going to the Federal and Provincial/Territorial governments.²²



Government, particularly at the Federal level, plays a fundamental role in the development of both market and non-market housing. The housing system in Canada is based on Federal and Provincial legislation and programs governing financing, construction practices, land use, and other aspects of housing delivery and distribution.²³

Market housing is supported by Federal subsidies such as mortgage and tax incentives and homeowner assistance programs. Every housing unit that is constructed in Canada relies on Federal and Provincial legislation governing mortgage lending, taxes, building regulations, and professional practices.

Most non-market housing developments rely on subsidies, grants or low cost financing from senior levels of government. In some cases, non-market housing developments are operated by Provincial agencies. This is due to the greater taxation powers of senior governments and their ability to redistribute wealth more consistently and equitably than can be achieved on a city-by-city basis.

Regional governments provide housing policy direction and may also provide non-market housing through entities such as the Metro Vancouver Housing Corporation. Local governments determine land use and zoning under Provincial mandates, and play a supportive and facilitating role in housing delivery.

See Table 1 for a listing of areas of responsibility and the associated levels of government.

Table 1: Government Responsibilities

AREA OF RESPONSIBILITY	LEVEL OF GOVERNMENT	
	PRIMARY RESPONSIBILITY	SECONDARY / DELEGATED RESPONSIBILITY
Mortgage Regulation	Federal	
Homeowner Assistance Programs	Federal	
Funding for New Social Housing	Federal / Provincial	
Administration of Existing Cooperative Housing	Federal	Provincial
Administration of Existing Public and Non-Profit Housing	Federal / Provincial	Provincial
Landlord-Tenant Relations	Provincial	
Land Use Planning	Local / Provincial	
Housing Policy	All	
Building Construction and Safety	All	
Affordability / Income Assistance / Social Programs	Federal / Provincial	

FEDERAL GOVERNMENT

Through the *Canada Mortgage and Housing Corporation* (CMHC), the Federal government provides mortgage supports to homeowners, funding for affordable housing, securitization for lending institutions, and a variety of research and information programs.

Addressing the affordability of housing has been a Federal role since the 1930’s. Early Federal programs focused on supporting and subsidizing home ownership through mortgage and insurance regulations; in 1949, amendments to the *National Housing Act* permitted Federal and Provincial subsidies for public housing. From

1953 to 1993, Canada was a world leader in housing innovation and almost all non-market housing projects were funded under joint Federal/Provincial housing programs that provided capital and/or operating subsidies.²⁴ Much of Burnaby’s stock of non-market rental housing is the legacy of this involvement.

The provision of non-market housing, once a mainstay of Federal housing policy, has for the past two or more decades been largely downloaded to Provincial governments. In addition, while the Federal government has retained administration of most Cooperative Housing Agreements in BC, many of these agreements are due to expire. However, recent announcements, including the launching of consultations for a new *National Housing Strategy*, suggest that the Federal government may be renewing its commitment to housing supports for all income levels and tenures.

PROVINCIAL GOVERNMENT

BC Housing, a Provincial government agency, is the primary administrator and funding source for new and existing non-market housing developments in BC. Prior to 1993, affordable housing was primarily administered and funded by the Federal government, through the CMHC and NHA.

Generally, BC Housing policies and initiatives have focused on the provision of non-market and other forms of subsidized housing for lower income levels, and particularly on the provision of rent supplements rather than investment in the development of more housing units. Over two decades of chronic underfunding for non-market housing projects, these policies and initiatives have provided limited contributions over a narrow range of the housing continuum. Recently, however, increased Federal funding (\$365 million) has been announced to provide equity grants for construction of new affordable housing.

The Province is also responsible for tenant-landlord relations, including rent controls, and the maintenance of rental buildings, under the *Residential Tenancy Act* and *Public Health Act*.

Through the *Local Government Act* and *Community Charter*, the Province also determines land use and zoning powers, which it delegates to local governments. Burnaby’s ability to influence housing delivery through land use plans and zoning depends on the powers granted by this legislation.

The Province also is responsible for the *BC Building Code*, which provides uniform construction standards to ensure the safety of all buildings. The application of the *BC Building Code* is administered by local governments through the building permit process.

REGIONAL GOVERNMENT

Metro Vancouver, through collaboration with local governments, supports the development of housing, at the regional level through its roles in housing policy and delivery. Specific actions include:

- providing mixed income housing through Metro Vancouver Housing Corporation;
- setting policy direction through the *Regional Growth Strategy* and the *Regional Affordable Housing Strategy*;
- researching, collecting and analyzing data to support regional and municipal housing policy goals and promote best practices;
- convening municipal politicians and staff on housing issues of regional and local concern;
- advocating to senior governments for tools, policies and resources to support regional housing needs; and,
- using fiscal measures, such as the waiver of Greater Vancouver Sewerage and Drainage District (GVS & DD)

Development Cost Charges, to support affordable rental housing.

LOCAL GOVERNMENT

Local governments, including municipalities, can only exercise powers delegated to them by the Provincial government. In BC, under Provincial legislation for housing, local governments are responsible for land use planning and zoning, which affect the location and type of housing available in their communities. They are also responsible for ensuring adequate housing standards through application of the *BC Building Code*. Through their land use planning and zoning powers, local governments strive to ensure an adequate supply of residential land to meet housing demand. Through enforcement of building code requirements, they help to ensure that housing is liveable and safe.

The development of Burnaby’s housing stock is guided by the Residential Policy Framework of Burnaby’s *Official Community Plan* (OCP). This framework outlines the general types, density, and location of residential development, with the twin goals of accommodating regional population growth estimates and providing a varied range and choice of living opportunities in the City. The *Burnaby Zoning Bylaw* implements the residential framework of the OCP.

Local governments, including Burnaby, can designate an area within a zone for affordable housing or special needs housing, but only with the cooperation and consent of the property owner. They can also obtain a housing agreement from a developer on a voluntary basis, such as through density bonus provisions. However, local governments cannot zone for tenure; they cannot specify “rental housing” as a permitted use, as opposed to stratified condominiums. Burnaby has advocated to the Province for the ability to zone for rental housing, but this has been rejected.

Given the limits of its powers, Burnaby's role is to facilitate and support the provision of housing by housing providers, including senior levels of government, non-profit organizations, and the private market. Burnaby's wide range of housing policies and initiatives use available tools to encourage the development and protection of all types of market and non-market housing. Burnaby's adopted policies that support a variety of housing options are summarized in **Part 3 - Housing Policy**.

WHY DOESN'T THE CITY USE PROPERTY TAXES TO FUND SOCIAL HOUSING?

Different levels of government have different powers and responsibilities, and different sources of revenue.

City tax dollars come from property taxes and are intended primarily to provide local services, such as fire protection, policing, roads and sidewalks, water and sewer, parks, libraries, community centres, and other recreational facilities. Tax dollars are also used to support the necessary administrative functions of a City, such as land use planning, building permit approvals, business licensing, legislative activity, and community information.

The Federal and Provincial governments are responsible for income redistribution and social assistance and receives income tax revenue for that purpose. The Federal government transfers some of this revenue to the Provinces in the form of funding for social housing and other assistance programs. One of the reasons income redistribution and social assistance is a senior government mandate is that these measures are more workable on a universal basis. For instance, if the provision of basic income and housing needs were the responsibility of each municipality, varying levels of service could result in inequitable conditions and a patchwork geography of poverty and affluence. Senior government responsibility for social housing is therefore a matter of principle, as well as practicality.

For these reasons, the City advocates for senior government funding for housing, instead of using property tax dollars for a purpose other than intended. The City also funds affordable housing projects by allocating contributions from developers seeking additional density, and by leasing City-owned lands to non-market housing providers at nominal cost.

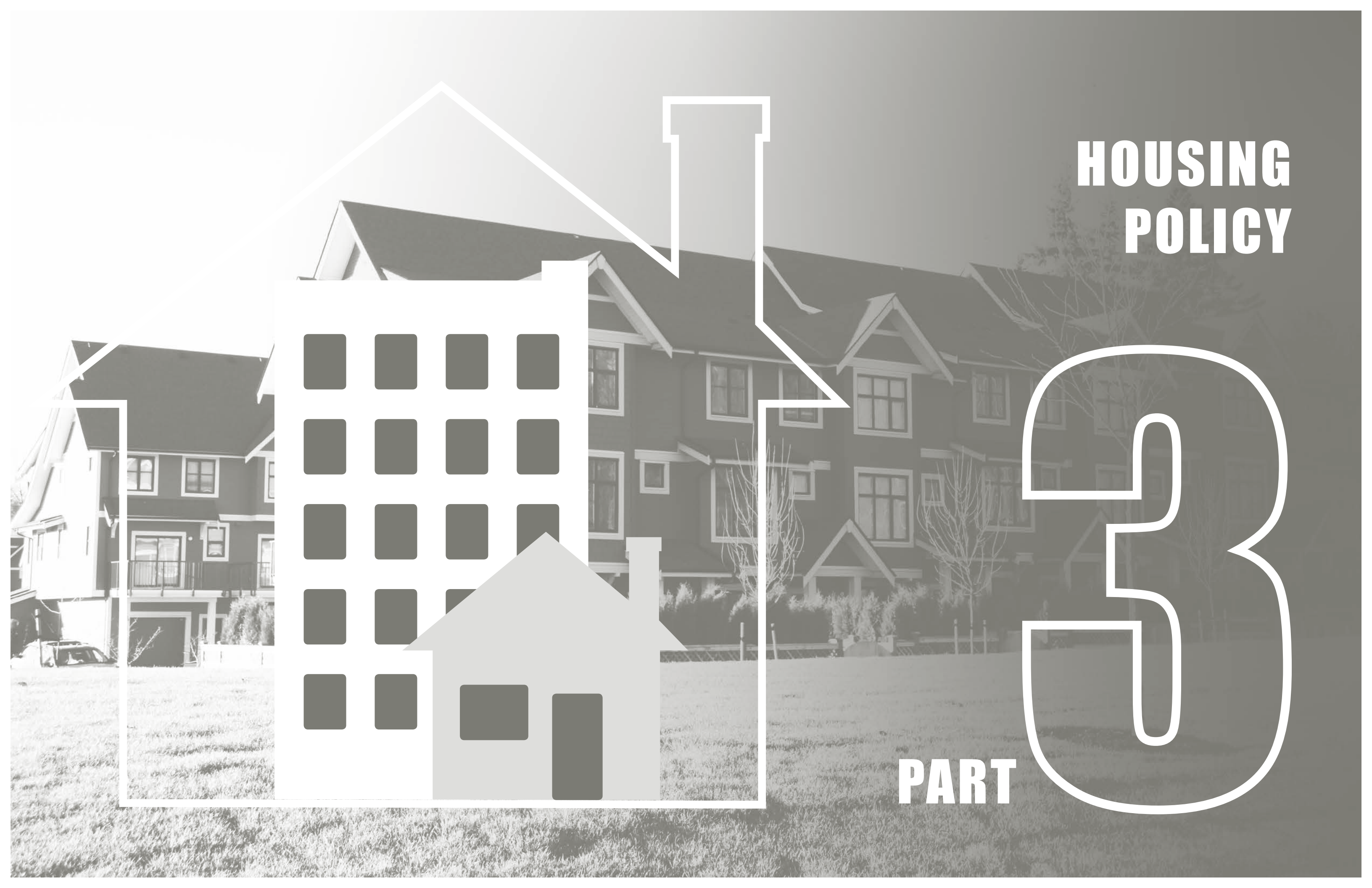
On a practical level, in order to construct social housing, Burnaby would need to increase the revenue derived from property taxes. The construction of just one housing project, which is a multi-million dollar endeavour, would require a significant increase in Burnaby's property tax revenue, and in every homeowner's property taxes. While this rate of increase could be afforded by some property owners, those with fixed incomes may find it difficult to afford and would be taxed unfairly. These homeowners have already paid income taxes for the purpose of social housing; this additional source of taxation for housing would be unfair and regressive for property tax payers.

Municipal tax dollars are a contribution from homeowners and have a direct impact on the affordability of their homes. For that reason, the City maintains that property tax dollars should only be spent on services and activities that the City has a mandate to provide.

HOUSING POLICY

PART

3



PART 3

HOUSING POLICY

DID YOU KNOW?

Burnaby's role is to facilitate and support housing through policies, programs, initiatives, and advocacy.

Local government's role is to support the provision of a diverse range of housing types, through its land use and zoning powers and other available means. To that end, Burnaby has developed a host of housing policies and programs.

Burnaby's policies facilitate opportunities across the housing continuum. Through a range of programs and partnerships, these policies encourage the development and protection of affordable rental housing, special needs housing, and other non-market and market housing to meet the community's needs. As the basis for regulating land use and development, policies such as the Official Community Plan (OCP) and associated area-specific Community Plans shape the location, amount, and types of housing available in the City.

Burnaby's housing policies can be divided into three categories: Guiding policies, discussed in **Part 3 – Section 1.0**, provide high level direction. Community plans, outlined in **Part 3 – Section 2.0**, further the policies of the OCP, including the Residential Framework. Supporting housing policies, outlined in **Part 3 – Section 3.0**, provide more specific programs, initiatives, and actions.

GUIDING POLICIES

Three primary documents guide all of the City's land use planning activities, including housing. These documents are:

- The Official Community Plan (OCP);
- The Regional Context Statement (RCS); and
- The Social Sustainability Strategy (SSS).

Housing policy is also informed by two major reports:

- Affordable Housing and Homelessness: A Response to Issues and Proposals (2007); and
- Growth Management and Housing Policies in Burnaby (2015).

In addition, the Community Benefit Bonus Policy / Program is a key component of Burnaby's housing policy.

Like the foundations of a house, these documents are less prominent than the more intricate work that they support: the programs, plans, and practices that shape the City on a daily basis, and the homes, neighbourhoods, and urban landscape that are the tangible result. However, like any groundwork, these policies determine the size, shape, location, quality, and sustainability of the overlying structure, and are worth a quick inspection.

For a more detailed look, these documents are available online at www.burnaby.ca, or from the Planning and Development Department at planning@burnaby.ca.

1.1 PRIMARY PLANNING DOCUMENTS

OFFICIAL COMMUNITY PLAN (OCP): A GENERAL FRAMEWORK

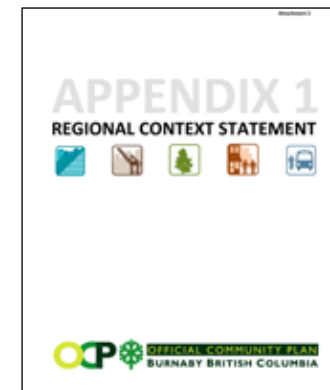
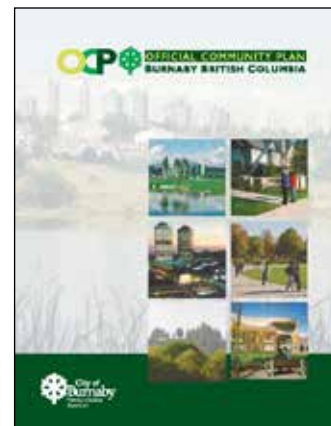
An *Official Community Plan*, or OCP, is a comprehensive policy statement that guides all land use and development in a municipality. Regarding housing, the goal of the Burnaby OCP is:

To provide a varied range and choice of living opportunities within the City.

To that end, the OCP includes a Residential Policy Framework that outlines the different levels of density (dwelling units per acre) in each of the City’s zone districts, and the locations where these zone districts and densities are generally supported. The OCP also supports area-specific Community Plans and provides the basis for evaluating the rezoning process.

A number of key OCP policies and the programs they support are outlined in the following table²⁵:

OCP HOUSING POLICY	RELATED PROGRAM / ACTION
Broaden housing options to allow more residents to stay in familiar neighbourhoods as they age	<ul style="list-style-type: none"> • Secondary Suites Program • Supportive housing in R Districts
Provide for new housing development above ground-floor commercial outlets as part of the expansion of “Urban Villages” in the City	<ul style="list-style-type: none"> • Creation of C9 Urban Village District • Support for mixed-use development rezoning applications
Organize multi-family development within designated Regional City Centre, Municipal Town Centres, Urban Villages and Suburban Multi-family areas	<ul style="list-style-type: none"> • Holdom Community Plan • Sixth Street Community Plan • Southgate Master Plan • Support for multi-family development rezoning applications
Provide for increased residential opportunities in appropriate locations along SkyTrain transit corridors	<ul style="list-style-type: none"> • Density bonus provisions • RM “s” subcategory zoning • Support for high-density residential rezoning applications
Seek new methods, regulations and partnerships to encourage the development of affordable and special needs housing	<ul style="list-style-type: none"> • Community Benefit Bonus Policy / Housing Fund • City Lands Program for Non-Market Housing • Adaptable Housing Policy



REGIONAL CONTEXT STATEMENT (RCS): PREPARING FOR GROWTH

In 2011, Metro Vancouver adopted the *Regional Growth Strategy* (RGS), a policy document that outlines the way the region will grow until 2040. Because Burnaby is a member government of Metro Vancouver, it was required to adopt a *Regional Context Statement* (RCS) demonstrating that the OCP is consistent with the RGS.

Regarding housing, the primary goals can be summarized as:

- Ensuring adequate housing supply to meet future housing demand.
- Concentrating growth in compact urban areas, with a range of housing choices, close to employment, amenities, services, and transit.

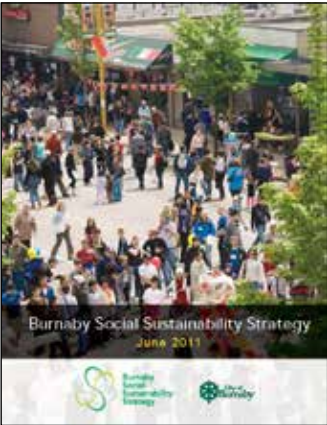
Through Burnaby’s *Regional Context Statement*, the City has committed to working towards these goals and other, more specific objectives including²⁶:

RCS OBJECTIVE	RELATED PROGRAM / ACTION
Increase the supply and diversity of the housing stock through infill developments, more compact housing forms and increased density	<ul style="list-style-type: none"> • Secondary Suites Program • Support for high-density residential rezoning applications
Help to increase the supply of affordable housing units, in collaboration with the Federal government and the province	<ul style="list-style-type: none"> • City Lands Program for Non-Market Housing • City land leases
Encourage affordable housing development through measures such as reduced parking requirements, streamlined and prioritized approval processes, below market leases of publicly owned property, and fiscal measures	<ul style="list-style-type: none"> • City Lands Program for Non-Market Housing • City land leases • Community Benefit Bonus Policy / Housing Fund • Reduced parking and other requirements through CD rezoning process • Fast-track approval process for non-market housing
Prepare and implement a Housing Action Plan	<ul style="list-style-type: none"> • Work underway
Encourage the supply of new rental housing and where appropriate mitigate or limit the loss of existing rental housing stock	<ul style="list-style-type: none"> • Community Benefit Bonus Policy / Housing Fund • City Lands Program for Non-Market Housing • Support for purpose-built rental housing through the rezoning process

**SOCIAL SUSTAINABILITY STRATEGY (SSS):
QUALITY OF LIFE**

The *Social Sustainability Strategy* is a policy document about people – their needs, communities, and quality of life. Adopted in 2011, the Strategy contains seven strategic priorities for creating a more inclusive, livable and resilient community.

Strategic Priority 1: Meeting Basic Needs calls for “access to a continuum of safe, accessible and affordable housing,” and includes several actions for promoting affordable and suitable housing²⁷:



SOCIAL SUSTAINABILITY STRATEGY ACTION	RELATED PROGRAM / ACTION
Consider developing or clarifying criteria for use of the City’s Housing Fund to fill gaps in the housing continuum	• City Lands Program for Non-Market Housing
Continue to lease City-owned properties for affordable non-market, supportive and transitional housing	• City Lands Program for Non-Market Housing • City land leases
Continue to add to Burnaby’s stock of adaptable/accessible housing through the Community Benefit Bonus Policy	• Community Benefit Bonus Policy / Housing Fund
Consider revising the Adaptable Housing Policy to ensure the construction of an adequate stock of adaptable housing units	• Completed in 2014
Seek opportunities to work with senior governments and the community to facilitate the development of housing that is suitable and affordable to specific target groups such as low- and moderate-income households, and those experiencing mental illness	• City Lands Program for Non-Market Housing • City land leases • Community Benefit Bonus Policy / Housing Fund • Reduced parking and other requirements for affordable housing through CD rezoning process • Fast-track approval process for non-market housing
Facilitate housing affordability for a wide range of Burnaby residents by considering a range of additional housing options including secondary suites, laneway housing and coach houses.	• Secondary Suites Program
Consider consolidating and updating the City’s housing policies and programs into a comprehensive Burnaby Housing Strategy	• Future Burnaby Housing Strategy

1.2 MAJOR REPORTS

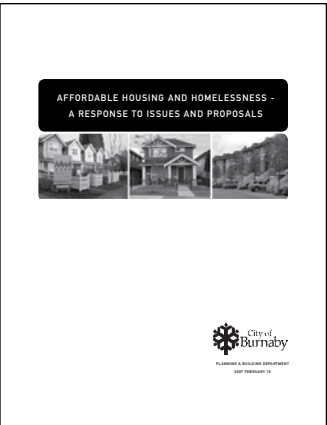
**AFFORDABLE HOUSING & HOMELESSNESS: A
RESPONSE TO ISSUES AND PROPOSALS**

Adopted in 2007, this report provides an overview of affordable housing issues and proposals to address them. It calls upon senior levels of government to uphold their responsibilities to fund non-market housing and encourages the Provincial government to grant municipalities the authority to zone for rental housing.

It also outlines City housing initiatives that existed at the time or have since been adopted, including²⁸:

- cooperating to make civic lands available to non-profit housing providers;
- reducing and/or providing grants for development cost charges, property taxes, and building permit fees for non-market housing;
- building flexibility in development standards;
- facilitating approval processes;
- supporting innovations in affordable housing types and forms;
- increasing densities; and
- creating innovative housing policies.

This Burnaby Housing Profile - 2016, together with the development of a future *Burnaby Housing Strategy*, will update and replace this policy document.

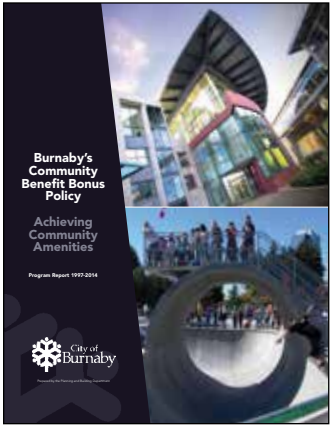


GROWTH MANAGEMENT AND HOUSING POLICIES IN BURNABY

Prepared in response to concerns about redevelopment of rental housing sites, this 2015 report reviews Burnaby’s approach to managing growth and development, specifically in regard to housing supply and demand, tenure, and affordability. It examines the following issues, particularly as they affect market rental housing²⁹:

- Burnaby’s policy framework for managing growth;
- The roles and responsibilities of local and senior levels of government;
- Burnaby’s contributions to market and non-market housing opportunities and affordability levels; and,
- The constraints faced by local governments to directly provide or influence the supply and affordability of housing.

This Burnaby Housing Profile – 2016 expands on many of the themes presented in the ‘Growth Management and Housing Policies in Burnaby’ report.



WHAT IS A DENSITY BONUS?

A density bonus is an increase in floor space that can be granted to a property owner in exchange for an eligible community benefit, such as community amenities, affordable and/or special needs housing, or a cash contribution-in-lieu. The value of the amenities, housing, or cash contribution-in-lieu must be equivalent to the increased land value generated by the extra density. In Burnaby, density bonuses are only available in Town Centres.³⁰

1.3 KEY POLICY

COMMUNITY BENEFIT BONUS POLICY

Adopted in 1997, the Community Benefit Bonus Policy is a tool for securing community amenities and affordable housing through a density bonus program. The policy allows property owners to achieve additional density in Town Centre areas in exchange for a community benefit.

A community benefit can be affordable and/or special needs housing, an amenity (such as a recreation facility, non-profit office space, or child care centre), a cash contribution-in-lieu, or a combination of any of the above. Cash contributions-in-lieu are collected and split in two accounts, with 80% put into the appropriate Town Centre account, and the remaining 20% into the City-wide Housing Fund. These contributions are saved for the provision of future community benefits.³¹

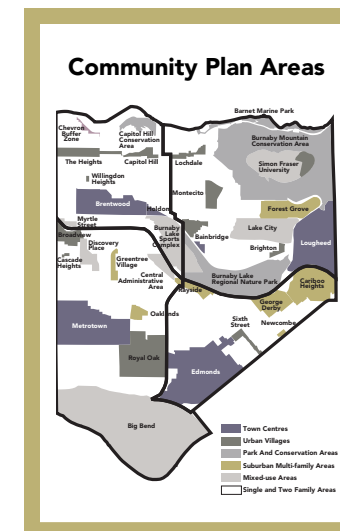
To date, the *Community Benefit Bonus Policy* and Housing Fund has achieved:

- 19 affordable and/or special needs housing units in three recent Brentwood Town Centre developments (Madison Centre, Renaissance, and Brentwood Gate), with a density bonus value of approximately \$3.9 million;
- Partnership agreement with BC Housing and private developer for 181 non-market housing units at Cedar Place, with a density bonus value of approximately \$8.5 million;
- \$2 million in housing grants to five non-market housing projects with a total of 276 housing units; and
- Over \$40 million saved in the Housing Fund for future housing projects and initiatives.

PART 3

2.0

COMMUNITY PLANS



Burnaby has 35 Community Plans that further the policies of the OCP on an area-specific basis. These plans guide future development and are the basis for evaluating rezoning and other development proposals.

Each Community Plan includes numerous policies, including residential densities and building forms that are appropriate for different locations in the plan area. These are depicted on a map that indicates, in a generalized manner, the land use designations for each parcel. These land use designations are consistent with specific zone districts provided in the *Burnaby Zoning Bylaw*. As such, Community Plans serve as a link between the broader policies of the OCP and the review of rezoning proposals.

Community Plan areas include Town Centres, Urban Villages, Suburban Multi-Family Areas, Mixed-Use Areas and Park/Conservation Areas. Land use in areas without Community Plans, such as most single and two-family residential neighbourhoods, is guided directly by the Residential Framework of the OCP.

Like the OCP, Community Plans require detailed planning and land-use analysis and undergo extensive public consultation. Community Plans are adopted by Council and can be amended to serve changing community needs.

PART 3

3.0

SUPPORTING POLICIES

The following sections describe the City's supporting housing policies and their accompanying programs, initiatives, and actions. These policies implement the direction provided by the guiding policies, resulting in significant achievements on the ground.

3.1 CITY-WIDE HOUSING POLICIES AND INITIATIVES

The following policies and initiatives are used across the City for all types of development.

Comprehensive Development (CD) District Zoning

The Comprehensive Development (CD) District provides flexibility in the design of multiple family residential developments. Under the *Burnaby Zoning Bylaw*, CD District developments can vary regulations such as building setbacks, building height, and parking requirements. These variances can decrease the cost of providing housing and increase the number of units built. As such, they provide valuable incentives that can assist in the development of both non-market and market housing. Because CD District zoning can only be achieved through the rezoning process, all variances are subject to public review.

Adaptable Housing Policy

An adaptable housing unit has features that can be easily modified to accommodate the changing accessibility requirements of residents over time. It is distinct from an accessible housing unit, which is customized to provide access, at the outset, for the majority of mobility limitations and/or other disabilities.

Burnaby's *Adaptable Housing Policy* applies to all new multi-family residential developments approved through the Comprehensive Development (CD) rezoning process. It requires adaptable design for at least 20% of single-level units that are accessed by interior corridors or exterior passageways. In purpose-built, seniors-oriented developments, the required percentage increases to 100%.

To encourage the development of adaptable housing units, the *Burnaby Zoning Bylaw* provides a 1.85 m² (approximately 20 sf) floor area exemption for every adaptable housing unit.

3.2 NON-MARKET HOUSING GENERAL POLICIES AND INITIATIVES

Burnaby provides policies and initiatives to support all types of non-market housing development, including:

Deferral of Development Cost Charges and Permit Fees

This policy allows for the deferral of applicable City development cost charges and permit fees for non-market housing projects for a period of up to 24 months commencing from the time of final development approval. This policy helps to defer costs early in the development schedule, recognizing that one of the most difficult periods in a project's establishment, from an operating budget perspective, is when the project is being constructed prior to the generation of cash flow.

Fast-Track Approvals Policy

This policy ensures that priority is given to processing applications for non-market housing during the development application review process.

Affordable Units Policy

This policy supports and encourages 20% of units in newly developing communities on senior government and publicly-owned lands to be developed for non-market rental housing. This policy, implemented in conjunction with senior government housing programs, has resulted in the development of 390 non-market housing units at Oaklands, George Derby, Cariboo Heights, and the former Burnaby South Secondary School Site in the Edmonds Town Centre.



3.3 NON-MARKET HOUSING POLICIES AND INITIATIVES BY HOUSING TYPE

Burnaby utilizes a number of policies and initiatives to support each type of non-market housing on the housing continuum:



EMERGENCY SHELTERS

The need for emergency shelters reflects a crisis in Canada's health and welfare system, and one of the outcomes is a lack of permanent housing to meet the needs of those vulnerable to homelessness. These include citizens with low incomes, and those experiencing mental illness, addiction, family violence, and other challenges. Burnaby's continued advocacy to both the Provincial and Federal governments emphasizes that emergency shelters are not a substitute for the permanent housing that they are mandated to provide.

Along with its advocacy work, Burnaby supports the work of the Burnaby Task Force on Homelessness and works with the Progressive Housing Society's Homeless Outreach Program to connect homeless residents with services and support. It also participates in the Civic Notification System for the Lookout Society's Extreme Weather Homeless Shelter.

Burnaby also supports the development of a combined emergency shelter, transitional housing, and supportive housing facility, which would help individuals move from homelessness to permanent housing. The City has developed locational guidelines for such a facility, in order to assist organizations in finding a suitable site in Burnaby.

For many years, the City advocated for construction of such a facility on Provincially-owned land at Willingdon Avenue and Canada Way,



TRANSITIONAL HOUSING

Transitional housing offers safety and support for those who wish to transition from an emergency shelter to a permanent place to live. Transitional housing makes an important contribution to the well-being of the community by helping individuals move out of homelessness into permanent housing. It is an appropriate first step in ensuring that the most vulnerable populations are housed.

Burnaby supports non-profit transitional housing developments through its *Community Benefit Bonus Policy* and Housing Fund as well as through the long-term lease of City land at nominal cost. These programs are discussed in more detail later in this section. The City also advocates for greater Provincial and Federal funding for transitional housing.



HOUSING WITH SUPPORTS



AND NON-MARKET RENTAL HOUSING

In the competitive housing market, non-market rental housing is an important way to manage the problem of affordability. Despite the many contributions made by non-profit organizations and lower levels of government, insufficient Federal and Provincial funding in

recent decades has resulted in an inadequate supply of non-market housing at a time when market conditions have increased housing costs and demand.

Burnaby has long advocated for more programs and funding, and in 2016 there have been indications that help may be on the way. The Federal government has begun consultation towards the development of a new *National Housing Strategy*, with the intent of increasing affordable housing. The Provincial government recently announced its Provincial Investment in Affordable Housing (PIAH) program that earmarks \$355 million for affordable rental housing partnerships, with the goal of creating over 2,000 units Province-wide.³² These efforts indicate a greater willingness among senior government to uphold housing mandates than has been seen in recent years.

Apart from its advocacy to senior levels of government, the City provides financial support to non-market housing projects, including housing with supports, under the following programs:

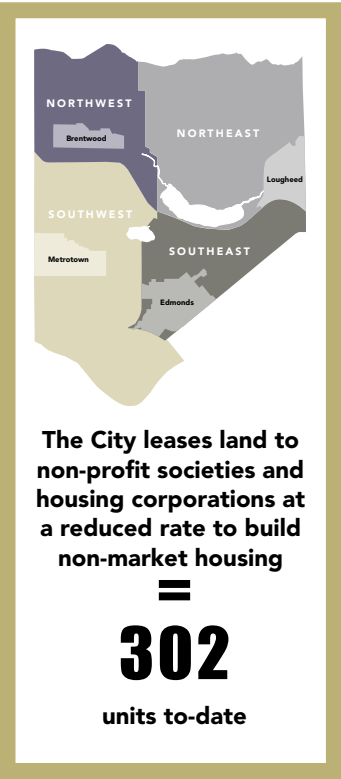
City Land Leases / City Lands Program for Non-Market Housing Projects Program

The City leases land that it owns to non-profit societies and housing corporations seeking to build non-market housing. Similar to a community land trust, the City offers long-term lease of its lands at a reduced or nominal rate. The lease of City-owned land significantly reduces the cost of non-market housing development and ensures that these lands provide affordable housing now and in the future.

To date, Burnaby has approved seven projects that have added 302 units of non-market rental, including housing with supports, to the City’s housing inventory.

The projects completed to date utilizing civic lands include:

- Lions Mulberry Place (65 units)



- Ridgelawn Gardens (70 units)
- Cariboo Heights Housing Cooperative (56 units)
- Chelsea Village (43 units)
- Garden Square Housing Cooperative (58 units)
- Filby Court (59 units)
- Dixon Transition House (1 unit)

The City has recently formalized this practice by adopting the *City Land Program for Non-Market Housing Program*. This program, adopted in November 2015, allows designated City lands to be leased at nominal cost to providers of non-market affordable housing, including non-profit and/or cooperative housing associations and other levels of government.

A Request for Expressions of Interest (RFEOI) for the first two designated sites, at 7898 Eighteenth Avenue and 3802 Hastings Street, was posted in June 2016, with the review process now underway. The intent of the program, like previous City land leases, is to help increase the stock of non-market rental housing in Burnaby.

Community Benefit Bonus Policy / Housing Fund

A range of non-market housing, including housing with supports, is generated through Burnaby’s *Community Benefit Bonus Policy / Program*. Property owners developing within Town Centres can achieve additional density in exchange for a community benefit. A community benefit can be a community amenity (such as a recreation centre, non-profit office space, child care space, or public realm enhancements), affordable and/or special needs housing, a cash contribution-in-lieu for future amenities or housing, or a combination of these benefits. Cash contributions-in-lieu are collected and split in two accounts, with 80% put into the appropriate Town Centre Account, and the remaining 20% into the City-wide Housing Fund.³³

The Housing Fund supports affordable and/or special needs housing through the provision of housing grants and the allocation of funding to support other housing initiatives. The Housing Fund may be used to support non-market housing operated by non-profit housing organizations, with or without senior government funding, as well as housing for people with special needs, such as physical or mental disabilities or recovery from violence. It may also be used to support guaranteed rental units, and price-controlled limited-equity units.

To date, the *Community Benefit Bonus Policy* and Housing Fund has achieved:

- 19 affordable and/or special needs housing units in three recent Brentwood Town Centre developments (Madison Centre, Renaissance, and Brentwood Gate), with a density bonus value of approximately \$3.9 million;
- Partnership agreement with BC Housing and private developer for 181 non-market housing units at Cedar Place, with a density bonus value of approximately \$8.5 million, to include:
 - 90 units of new non-market family housing on the Southgate site
 - 91 units of non-market seniors housing on existing Cedar Place site
- \$2 million in housing grants to five non-market housing projects including:
 - Canadian Legion 83, “Poppy Residence” (70 units)
 - Dixon Transition Society, “Wenda’s Place” (9 units)
 - Swedish Canadian Rest Home (64 units)
 - Vancouver Resource Society (11 units)
 - George Derby Care Society (122 units)
- Over \$40 million saved in the Housing Fund for future housing projects and initiatives.



3.4 MARKET HOUSING POLICIES AND INITIATIVES

The City supports a wide range of market housing through its land use planning and zoning powers. It supports property values by providing and maintaining a high level of local services, such as public safety services, roads and sidewalks, parks, community centres, recreational facilities, and other amenities. It also leverages the value of market housing development to provide funding for affordable housing initiatives and to encourage inclusion of affordable market rental housing in development proposals. As a municipal government supported by property tax dollars, Burnaby does not provide funding for the development of privately owned market housing.

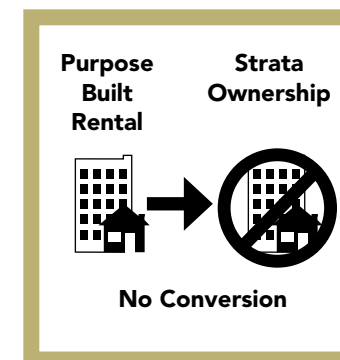


MARKET RENTAL HOUSING

The City supports the development and retention of market rental housing and enhances the rights of tenants impacted by redevelopment. The City also maintains its own inventory of rental properties, generally detached homes, which are rented on a month-to-month basis, pending their need to support other Community Plans and objectives. Specific policies that support market rental housing development include:

Rental Conversion Control Policy

Adopted in 1974, this policy upholds a moratorium on the strata conversion of existing multi-family purpose-built rental housing. The purpose of this policy is to maintain rental housing opportunities. Much of Burnaby’s purpose-built rental housing stock was built between the 1950s and 1970s, at a time when Federal government programs encouraged the construction of rental housing. The City adopted the *Rental Conversion Control Policy* in order to hold this rental stock for the life of the building.³⁴



Tenant Assistance Policy

This policy outlines the City's minimum expectations when tenanted buildings with six or more units are redeveloped through the rezoning process. The policy requires that property owners who are redeveloping a tenanted site submit a Tenant Assistance Plan that exceeds the minimum requirements of the Provincial *Residential Tenancy Act*. The policy includes the following guidelines to assist tenants in the relocation process:

- a minimum of three months' notice;
- a minimum compensation payment equivalent to three months' rent; and
- provision of information on other accommodation options for tenants seeking to relocate in the area.

Tenant Assistance Plans are a prerequisite to rezoning approval for all qualifying redevelopment proposals.³⁵

Secondary Suites Program

The *Secondary Suites Program*, adopted in 2014, allows secondary rental housing within a single family residence. Secondary suites offer a range of affordability, with many units priced below other types of market rental. They also offer renters the opportunity to live in single family neighbourhoods without renting an entire house.³⁶



Flex-Suites Policy

The *Burnaby Zoning Bylaw* permits accessory suites in multi-family dwelling units in the P11 zone. This zone encompasses UniverCity, a new Urban Village located adjacent to Simon Fraser University (SFU) on Burnaby Mountain. This innovative zoning provides opportunities for rental units within new strata buildings. Sometimes known as "lock-off units," these suites provide affordable housing for both university students and those wishing to live near campus.³⁷



HOME OWNERSHIP

Through the OCP, Burnaby supports a range of housing types, provides for adequate supply, and protects investment stability by providing a high level of local services and amenities and by maintaining the integrity of its land use plans when reviewing development proposals.

One of the policies supported by the OCP is the area rezoning policy, which allows homeowners to petition for higher density or greater restrictions on building forms in their neighbourhoods. This policy helps homeowners achieve neighbourhood character and form objectives and /or financial benefits through provision of additional residential lots or units, while increasing housing supply. It can also enhance homeowner's enjoyment of their neighbourhoods, and preserve views and other features that impact community livability.

In addition, Burnaby's secondary rental policies, such as the *Secondary Suites Program* and *Flex-Suites Policy*, provide financial benefit to individual homeowners, offer the flexibility to meet changing housing needs through different stages of life, and increase rental housing stock.

HOUSING PROFILE

PART

4

PART 4

HOUSING PROFILE

The result of Burnaby's history, its policies through the years, the varying levels of government funding, and the other forces that influence development is an inventory of housing that is constantly in flux. This changing stock of detached homes, apartments, townhouses, and other dwellings supports and reflects the people that it houses. It also reflects the cost of housing and the socioeconomic conditions that drive the housing market.

This section provides an overview of Burnaby's demographics and housing supply, in the following order:

- Demographics
 - Population
 - Household Characteristics
 - Housing Tenure
 - Housing Affordability
 - Housing Costs
- Housing Inventory
 - Non-Market Housing Supply
 - Market Housing Supply

Charts, tables, and maps throughout the section illustrate selected aspects of the data. Due to the availability of data, particularly census information, this profile is an approximation of current conditions. Future editions of this document will incorporate 2016 Canada Census statistics.

DEMOGRAPHICS

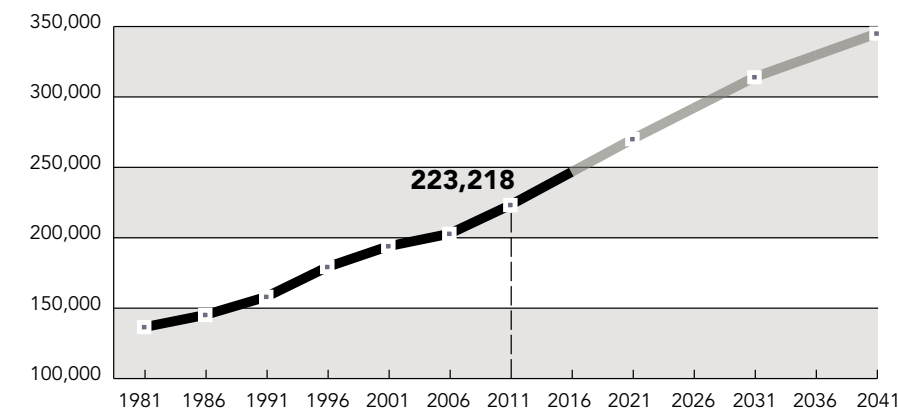
Demographics reflect the characteristics of a population, such as age, gender, household size, income, and family composition. The following subsections provide an overview of Burnaby's demographics, particularly as they relate to housing.

1.1 POPULATION

BC Stats estimates Burnaby's population to have grown to 238,209 in 2015.³⁸ The rate of growth has remained relatively steady, averaging 8.6% every 5 years, with the exception of rapid growth experienced in the years between 1991 and 1996, when Burnaby's population increased by approximately 13%.³⁹

Metro Vancouver's population is forecasted to grow to 3.4 million residents by 2041. Burnaby's population is projected to grow by nearly 125,000 people, to a total population of approximately 345,000 by 2041.⁴⁰ (See Figure 2)

Figure 2: Burnaby's Population Growth and Projected Growth, 1981 - 2041



Source: Statistics Canada and Metro Vancouver⁴¹

Population growth has generally been accommodated within the four Town Centres. In recent years, the Town Centres have experienced a population increase of 18,800 people between 2001 and 2011, or 64% of the population growth in Burnaby during those years.⁴² (See Table 2)

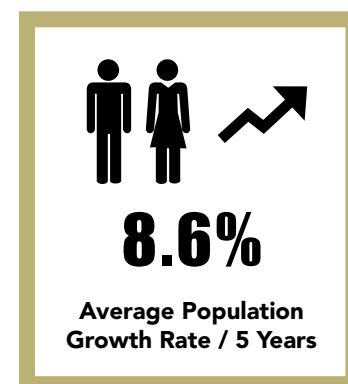
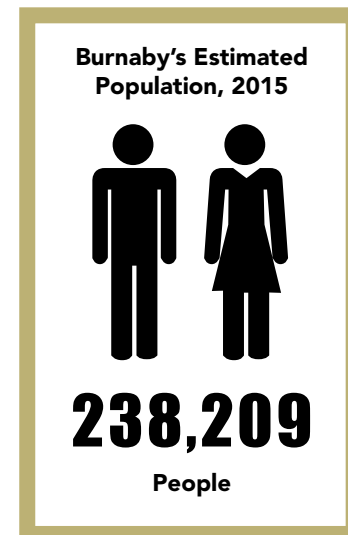


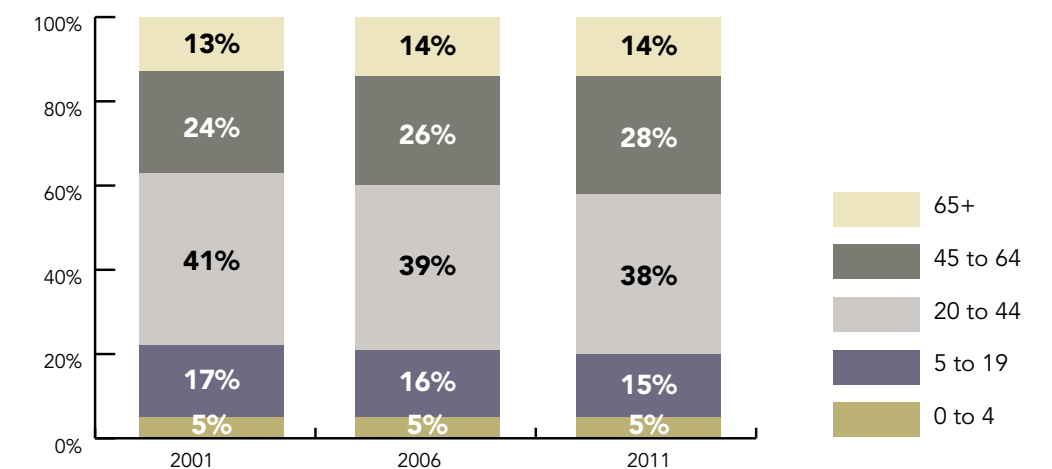
Table 2: Population Growth in the Town Centres, 2001 - 2011

	2001	2006	2011	% change 2001 - 2011
Metrotown	24,065	24,885	25,835	1,770
Brentwood	4,008	5,818	10,516	6,508
Edmonds	16,813	20,936	25,146	8,333
Lougheed	13,128	13,079	15,301	2,173
TOTAL	58,014	64,718	76,798	18,784
Burnaby	193,954	202,799	223,218	29,264
TC %	30%	32%	34%	64%

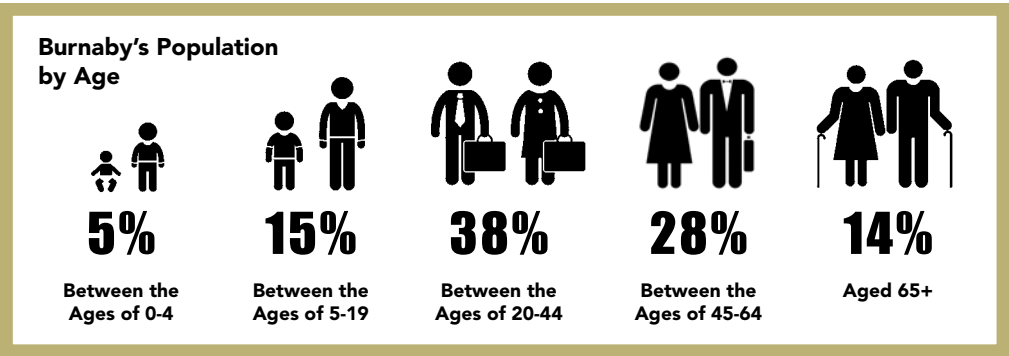
Source: Statistics Canada⁴³

Since 2001, Burnaby's population distribution by age has remained relatively stable. (See Figure 3) However, the proportion of school aged children has decreased slightly and the proportion of adults aged 45 to 64 has increased slightly.⁴⁴

Figure 3: Population by Age, 2001 - 2011



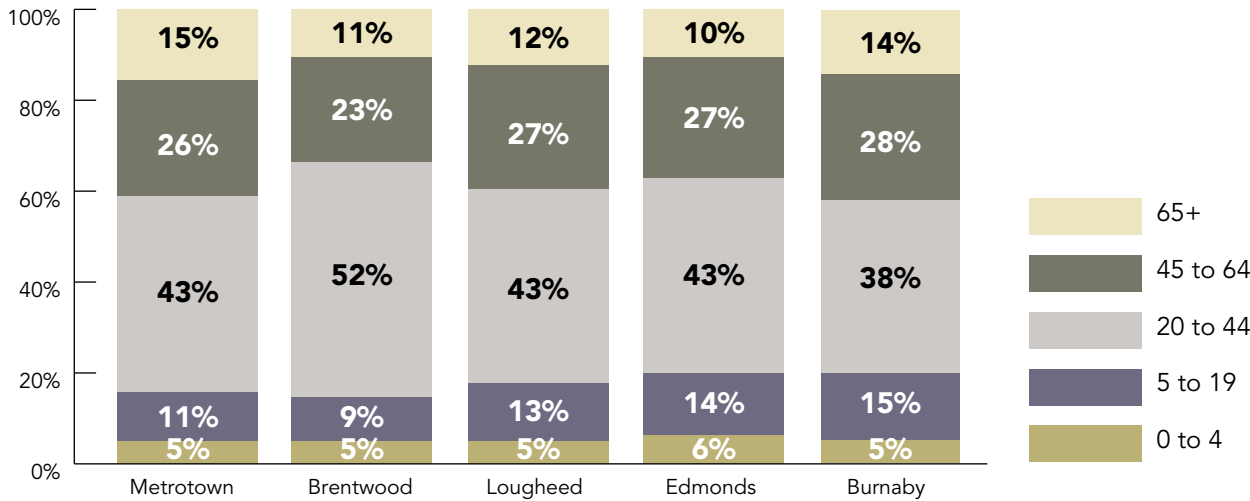
Source: Statistics Canada⁴⁵



The total population in each age category increased for all age ranges, with the exception of school children aged 5 to 19 years old, which remained stable. The greatest increase occurred in the adult population aged between 20 and 65. There was also a significant increase of 19% in the number of seniors aged 65 and over, between 2001 and 2011.⁴⁶

With the exception of Metrotown, the proportion of seniors living in Town Centres is lower than in Burnaby as a whole. The proportion of children aged 19 years and younger is also lower in Town Centres, with the exception of Edmonds.⁴⁷ (See Figure 4)

Figure 4: Population by Age: Town Centres, 2011



Source: Statistics Canada⁴⁸

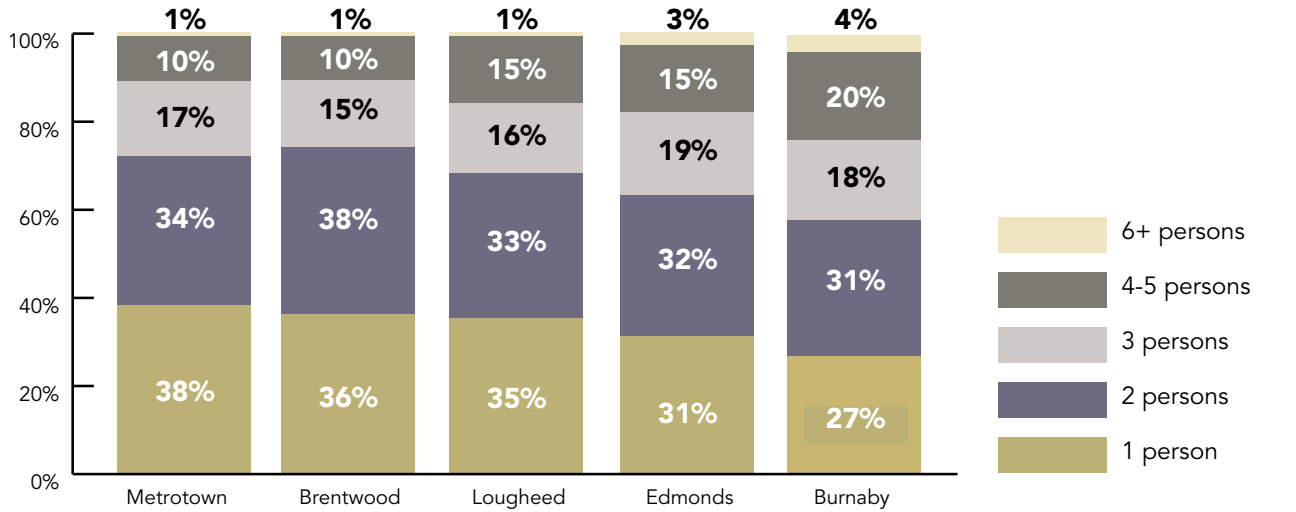
1.2 HOUSEHOLD CHARACTERISTICS



The number of persons per household varies within the City. For Burnaby as a whole, the average household size was 2.5 persons in 2011.⁴⁹ In Town Centres, that number decreases to a low of 2.0 persons per household in Brentwood, 2.1 persons per household in Metrotown, 2.2 persons per household in Lougheed and 2.4 persons per household in Edmonds.⁵⁰

Figure 5 shows the proportion of household size within each of the Town Centres and Burnaby as a whole. The data demonstrates that the Town Centres have a significantly higher share of one and two person households than Burnaby overall.

Figure 5: Household Size by Town Centre, 2011



Source: Statistics Canada⁵¹

1.3 HOUSING TENURE

In Burnaby, the rate of home ownership among residents has increased since 2001. Approximately 56% of all housing was privately owned in 2001 and grew to 64% by 2011.⁵²

Housing tenure varies throughout Burnaby, with areas such as Brentwood having higher levels of property ownership. Figure 6 shows the proportion of homeowners and renters in Burnaby as a whole, in each of the four quadrants, and in the four Town Centres.

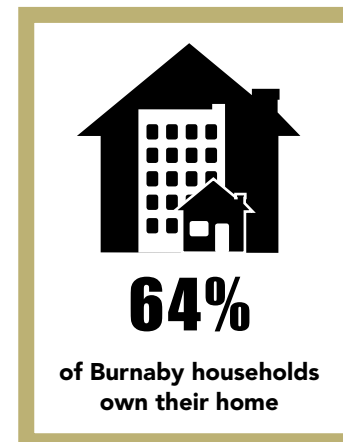
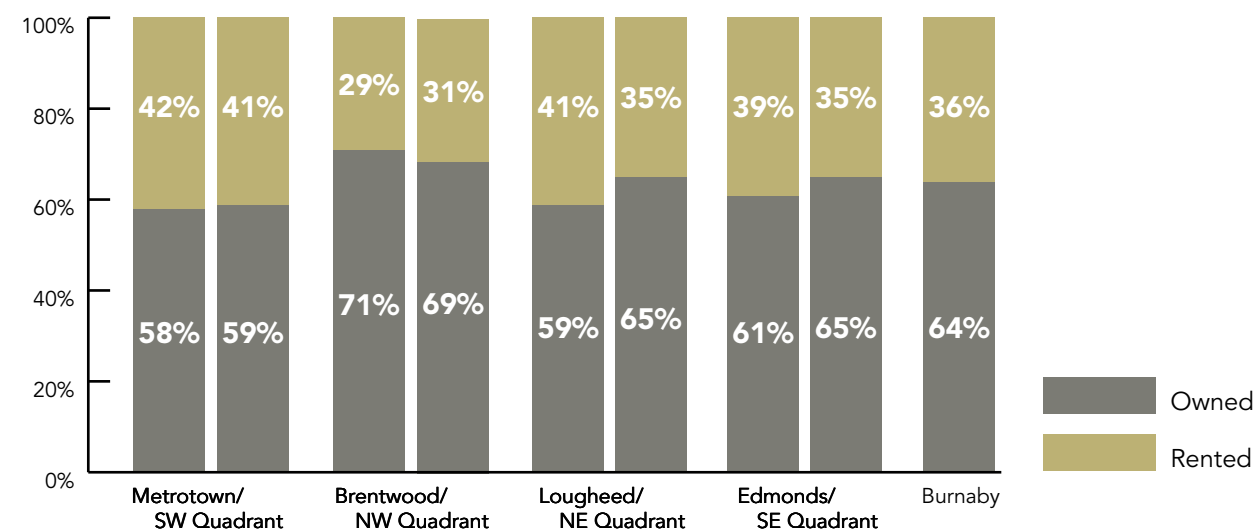


Figure 6: Housing Tenure by Quadrant and Town Centre, 2011



Source: Statistics Canada⁵³

The rate of home ownership tends to be lower in the Town Centres than in the quadrant where the Town Centre is located. The exception is in Brentwood Town Centre, which has the highest household ownership rate in Burnaby, at 71%. Household ownership is lowest in Metrotown Town Centre at 58%.⁵⁴

1.4 HOUSING AFFORDABILITY

Housing affordability is a complex issue with many influencing factors. From a statistical perspective, household income and housing costs are two factors that determine affordability.

HOUSEHOLD INCOME

In 2011, the median household income in Burnaby was \$56,136, up from \$45,062 in 2001, a 25% increase.⁵⁵ A similar increase is seen when median household income is broken down by different household types. (See Figure 7)

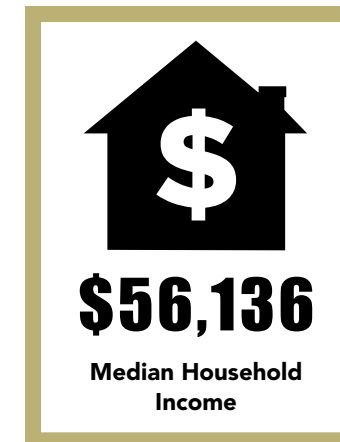
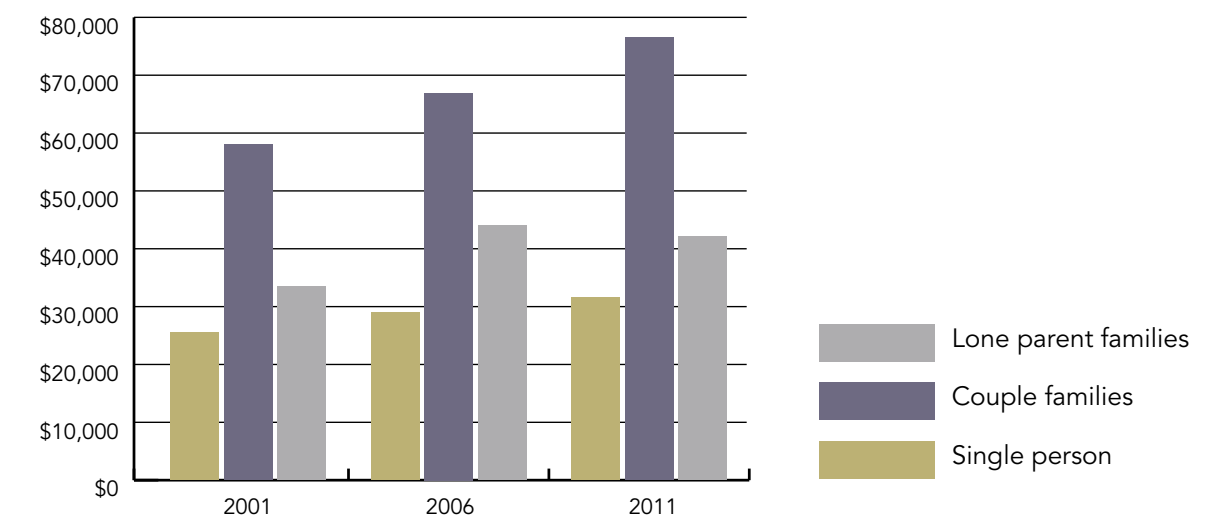


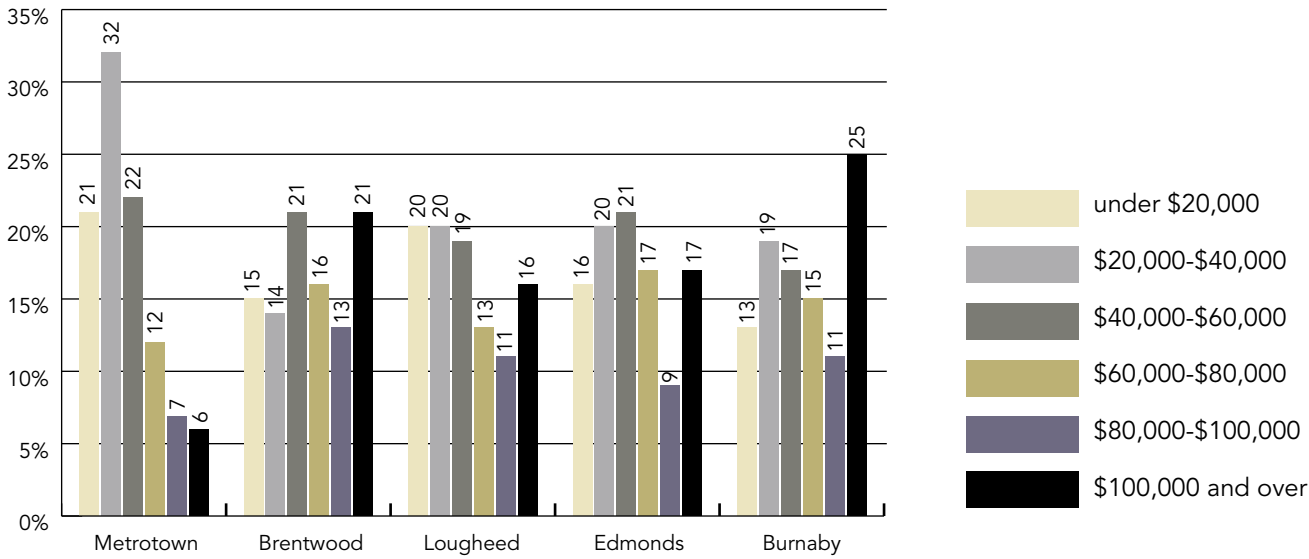
Figure 7: Median Income by Household Type, 2001 - 2011



Source: Statistics Canada⁵⁶

Income distribution varied significantly among the Town Centres, when compared to Burnaby as a whole. (See Figure 8)

Figure 8: Household Income Distribution in Each Town Centre, 2011



Source: Statistics Canada⁵⁷

HOUSING COSTS

Households that spend more than 30% of household income on housing costs are challenged with affordability. While incomes have risen, the proportion of households spending more than 30% of household income on housing has steadily increased since 2001. Nearly 32% of all households in 2001 fell into this category⁵⁸; by 2011, that percentage had increased to 35% of all households.⁵⁹ The proportion of tenant households spending more than 30% of household income on housing has been consistently higher than that of owner households. (See Table 3)

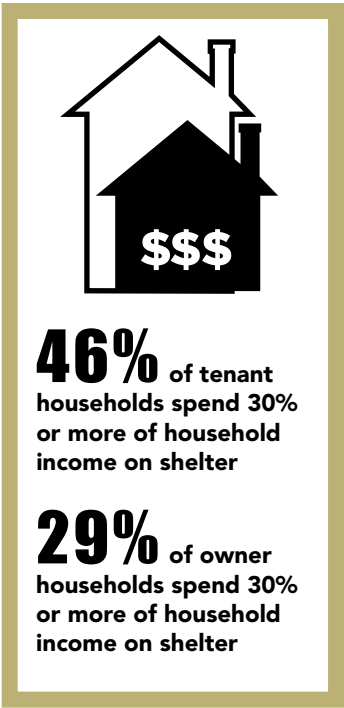


Table 3: Proportion of Tenant and Owner Households Spending More Than 30% of Household Income on Housing, 2001 - 2011

	2001	2006	2011
% Tenant households spending >30% on housing	43%	43%	46%
% Owner households spending >30% on housing	23%	27%	29%
TOTAL HOUSEHOLDS SPENDING >30% ON HOUSING	32%	33%	35%

Source: Statistics Canada⁶⁰

Households with low or very low incomes face greater challenges with housing affordability than higher income households in that their level of income makes it difficult to afford market housing costs. Households with higher incomes may choose to pay more than 30% of their household income and still live comfortably. Table 4 illustrates different income categories in Burnaby based on the 2011 median household income of \$56,136.

Table 4: Household Income Categories

HOUSEHOLD INCOME CATEGORIES	SHARE OF MEDIAN HOUSEHOLD INCOME MHI (\$56,136)	ANNUAL HOUSEHOLD INCOME RANGE	AFFORDABLE MONTHLY HOUSING PAYMENT
Very Low Income	<50% MHI	<\$28,000/yr	less than \$700/mo
Low Income	50% - 80% MHI	\$28,000 - \$45,000/yr	\$700 - \$1125/mo
Moderate Income	80%-120% MHI	\$45,000 - \$67,000/yr	\$1125 - \$1675/mo
Above Moderate Income	120% - 150% MHI	\$67,000 - \$84,000/yr	\$1675 - \$2100/mo
High Income	150% MHI plus	\$84,000 plus	\$2100/mo plus

Source: Statistics Canada and City of Burnaby⁶¹

COST OF HOME OWNERSHIP

The Housing Price Index (HPI) provides a benchmark for the cost of purchasing an average home within Metro Vancouver. The cost of an average single detached unit in Burnaby has risen significantly since 2007, with a particular spike in the first half of 2016.⁶² The cost of an average multi-family unit has also increased but at a lower rate over the same time period. (See Table 5)

Table 5: The HPI for Different Housing Structure Types in Burnaby, July 2016

HOUSING TYPE	HPI (July 2016)
Single detached	\$1,521,567
Semi-detached and Rowhouse	\$526,467
Apartment	\$515,400

Source: Metro Vancouver⁶³

Figure 9 illustrates the change in the cost of ownership by different structure types between 2007 and July 2016 .

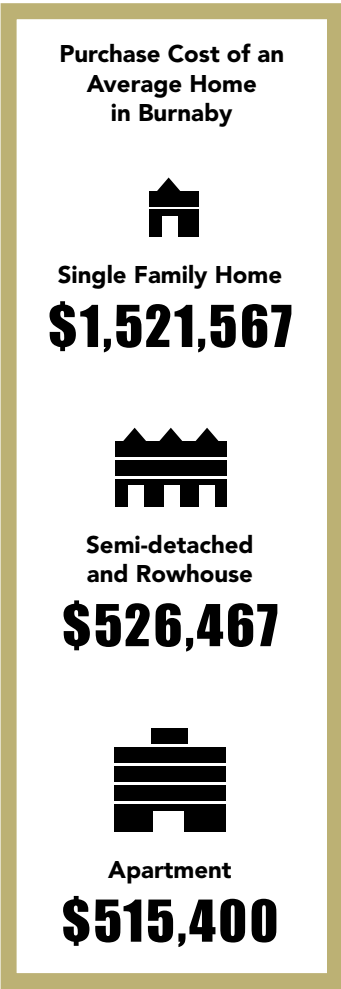
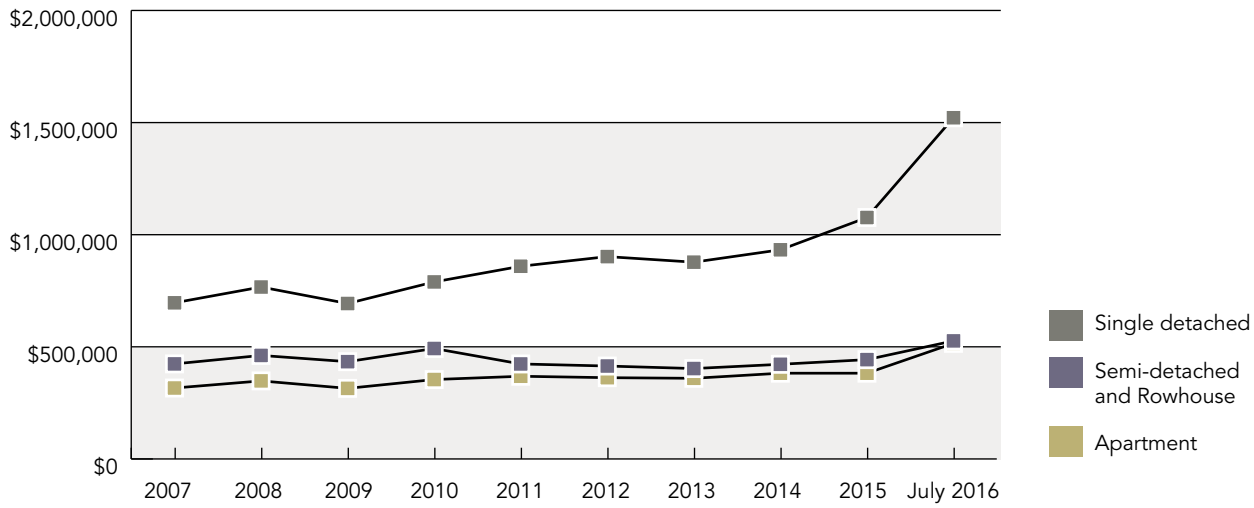


Figure 9: Housing Price Index by Structure Type, 2007 - 2016



Source: Metro Vancouver⁶⁴

COST OF MARKET RENTAL HOUSING

Canada Mortgage and Housing Corporation (CMHC) collects data on rental rates for purpose-built market rental housing. These data, which exclude secondary market rental units such as rented strata units, generally reflect the lower end of market rental rates. As such, they provide a benchmark for looking at trends in rental costs rather than reflecting the true cost of renting.

The cost of market rentals has steadily increased in Burnaby over the last 10 years. The median rental rate increased from \$750 per month in 2005 to \$950 per month in 2015, a 26% increase.⁶⁵ (See Figure 10)

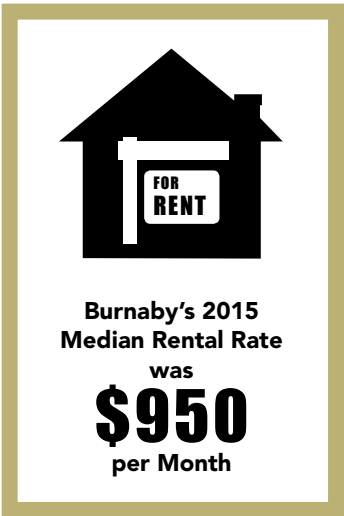
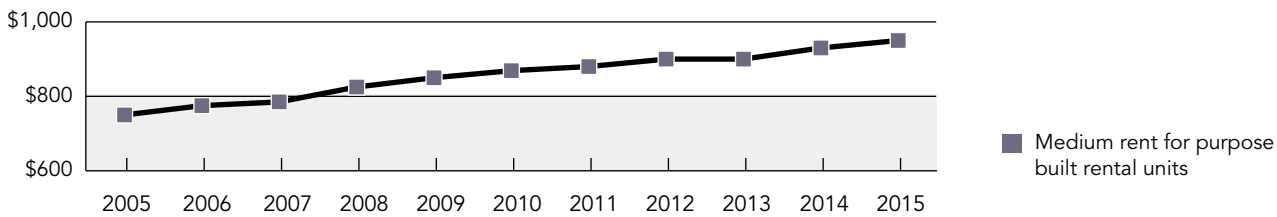


Figure 10: Median Rental Rate for Purpose-built Market Rental Units, 2005 - 2015



Source: Metro Vancouver⁶⁶

Median market rental rates are also collected by unit type. While rental rates are increasing across all unit types, some have seen greater increases than others, such as for 3 bedroom units.⁶⁷ (See Table 6)

Table 6: Median Rents for Purpose-built Rental Units By Unit Type, 2011 - 2015

	2011	2012	2013	2014	2015	% Increase 2011-2015
Bachelor	\$700	\$715	\$720	\$720	\$750	7.1%
1 Bedroom	\$850	\$850	\$870	\$880	\$899	5.7%
2 Bedroom	\$1,050	\$1,080	\$1,120	\$1,125	\$1,170	11.4%
3 Bedroom	\$1,150	\$1,200	\$1,250	\$1,200	\$1,360	18.3%

Source: Metro Vancouver⁶⁸

Cost of Non-Market Rental Housing

Rental rates for non-market rental housing are varied. Units are provided in a mix of rent geared to income, lower end of market and market rates typically based on the level of subsidy an operator receives from senior levels of government.

RENT SUPPLEMENTS

The Provincial government provides cash assistance to individuals and families who meet income threshold requirements and require assistance for rent payments in the private rental market. The current supplement programs include the Rental Assistance Program for working families with children (RAP), Shelter Aid for Elderly Renters (SAFER) and Homeless Rent Supplements. There are currently 1,747 Burnaby households receiving rent supplements to access market rental housing.⁶⁹ (See Table 7)

Table 7: Burnaby Households Receiving Rent Supplements

PROGRAM	HOUSEHOLDS
Homelessness	111
RAP/SAFER	1,636
TOTAL	1,747

Source: BC Housing⁷⁰



HOMELESSNESS

Households that experience significant challenges with housing affordability are at risk of becoming homeless. The Metro Vancouver Homeless Count is conducted every three years and in 2014 found 58 homeless individuals in Burnaby, down from a high of 86 individuals in 2008.⁷¹ On the day of the 2014 count, 44 individuals interviewed did not have shelter for the evening, while an additional 14 individuals had temporary shelter for the night at a homeless shelter, safe house, hospital, correctional facility, or other institution.⁷² Table 8 outlines Burnaby’s results in the Metro Vancouver Homeless Counts from 2005 – 2014.

Table 8: Metro Vancouver Homeless Count Results for Burnaby, 2005 - 2014

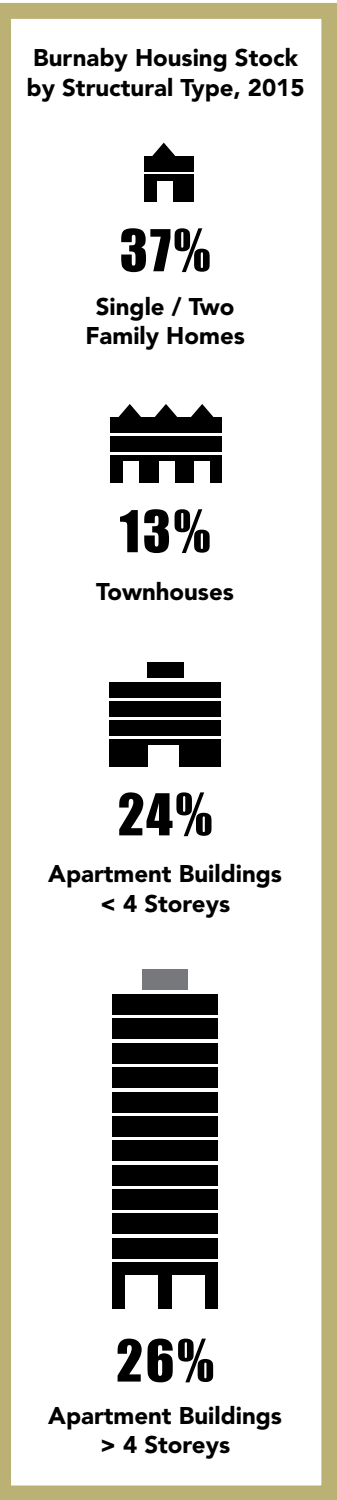
	2005	2008	2011	2014
Un-sheltered Homeless	38	77	70	44
Sheltered Homeless	2	9	8	14
TOTAL	40	86	78	58

Source: Metro Vancouver⁷³

PART 4

2.0

HOUSING INVENTORY



Burnaby’s housing supply is varied and extensive, ranging from small studio units to multi-level mansions. It also includes shared accommodation (or “beds”) in institutional settings, group homes, and transitional housing. The following sections outline Burnaby’s housing stock by structural type, and then by position on the housing continuum.

STRUCTURAL TYPES

In 2015, Burnaby’s housing stock consisted of 87,178 private dwelling units.⁷⁴ Table 9 shows Burnaby’s 2015 housing stock by structural type.

Table 9: Housing Stock by Structural Type, 2015 (excluding secondary suites)

TYPE	UNITS	%
Single/Two Family Homes	32,689	37%
Townhouses	11,042	13%
Low-rise Apartment (≤ 4 storeys)	20,779	24%
High-rise Apartment (> 4 storeys)	22,668	26%
TOTAL	87,178	100%

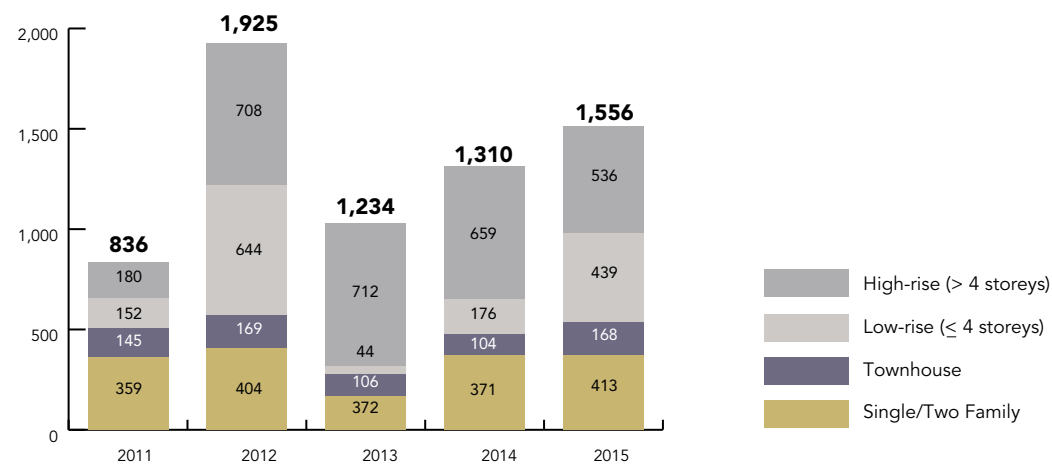
Source: City of Burnaby⁷⁵

Between 2011 and 2015, there were 6,861 new dwelling units constructed, resulting in approximately 4,975 net new dwelling units, excluding secondary suites.⁷⁶ The breakdown of structural type for all completed new units are: Single and Two-Family (28%), High-rise (41%), Low-rise (21%), and Townhouse (10%).⁷⁷

NEW CONSTRUCTION

Figure 11 shows the total new units constructed by structural type completed between 2011 and 2015. The location of the units constructed in 2015 are shown on Map 3.

Figure 11: New Units Constructed by Structural Type, 2011 - 2015



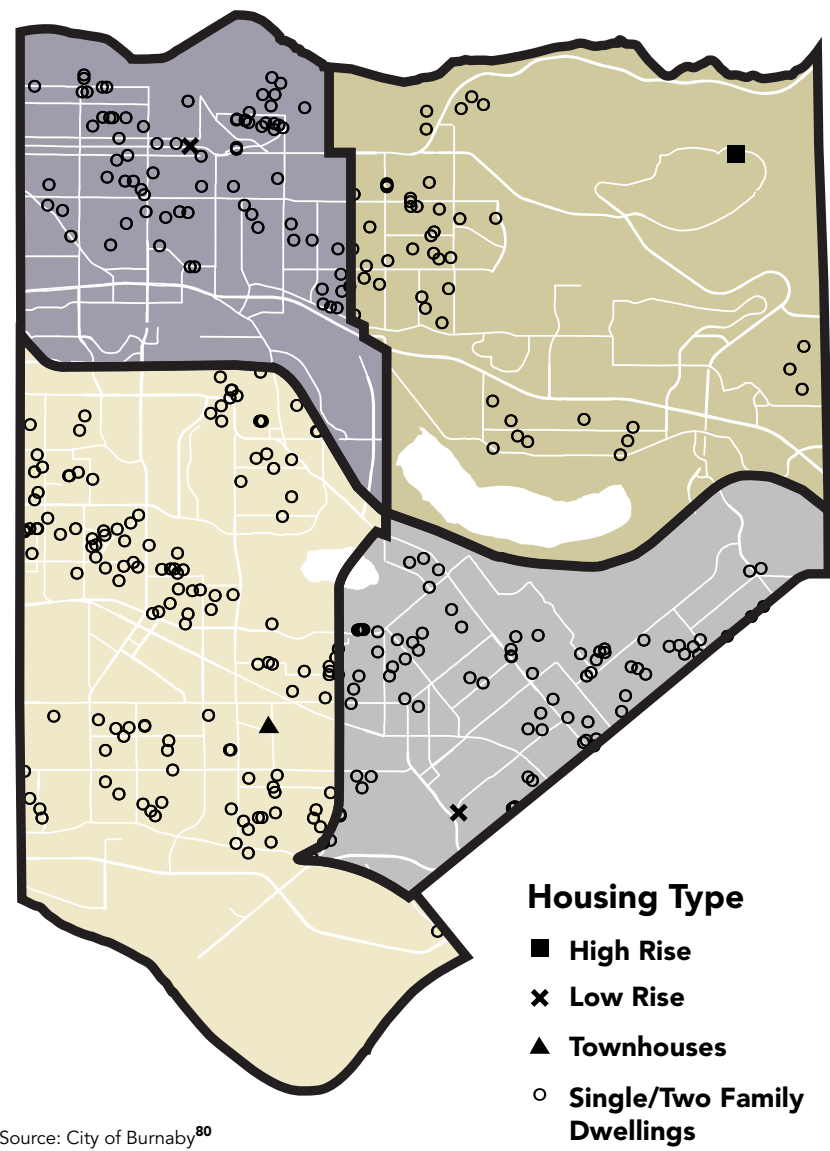
Source: City of Burnaby⁷⁸

Table 10: New Units Constructed by Structural Type, 2011 - 2015

	Single/Two Family	Townhouse	Low-rise (≤ 4 storeys)	High-rise (> 4 storeys)	YEARLY TOTAL
2011	359	145	152	180	836
2012	404	169	644	708	1,925
2013	372	106	44	712	1,234
2014	371	104	176	659	1,310
2015	413	168	439	536	1,556
TOTAL	1,919	692	1,455	2,795	6,861

Source: City of Burnaby⁷⁹

Map 3: Location and Structural Type of New Units Constructed, 2015



Source: City of Burnaby⁸⁰

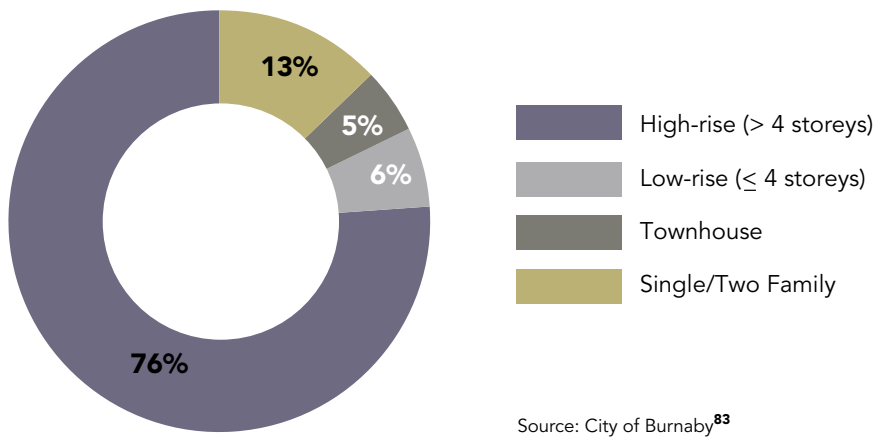
The majority of new dwelling units in Burnaby have been built in the four Town Centres. High-rise units continue to account for the majority of these new units. Additional growth also occurred in other growth areas of the City, including Urban Villages, Suburban Multi-family and Mixed Use areas.

Historically, the predominant housing type in Burnaby has been single and two family dwellings, which currently comprise 37% of the total housing stock. The number and percentage of multi-family units has been steadily increasing in recent years. Multi-family units increased from 50,200 units in 2011 (61% of total residential units in Burnaby) to 54,500 units in 2015 (63% of total residential units in Burnaby).⁸¹

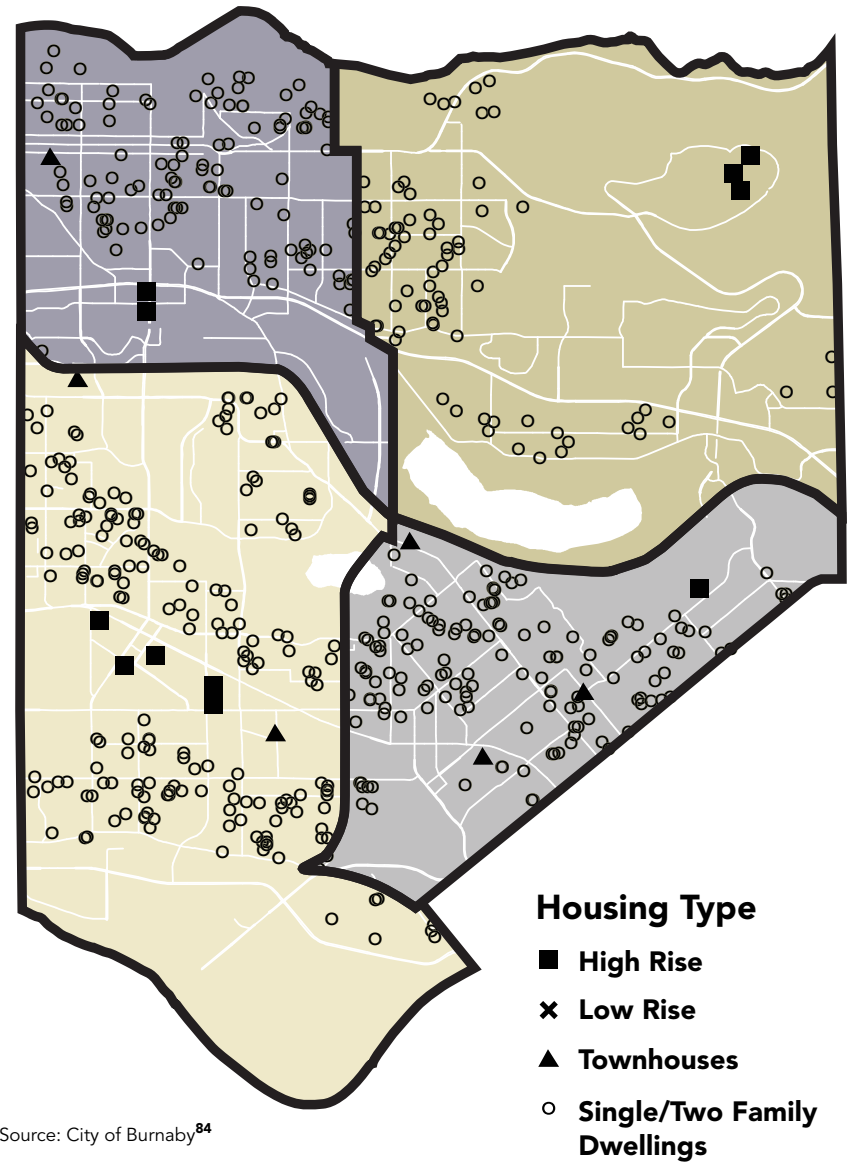
UNDER CONSTRUCTION

As of July 2016, a total of 4,361 units were under construction.⁸² Figure 12 outlines these new housing units that are currently under construction by structural type. The location of these units is shown on Map 4.

Figure 12: Residential Units Under Construction by Structural Type (Building Permits Issued)



Map 4: Location and Structural Type of New Units Under Construction, 2016



Source: City of Burnaby⁸⁴

2.1 NON-MARKET HOUSING INVENTORY

Non-market housing refers to housing that has ongoing government subsidy, or generates sufficient revenue through rents, grants, and donations that it is able to operate on a not-for-profit basis. This housing supply provides an alternative to market rental housing that is more affordable and/or provides needed services and supports for populations with special housing needs. The following sections outline different types of non-market housing that exist in Burnaby. At the end of this section, Map 5 illustrates the location of non-market housing in Burnaby. A list of existing non-market developments is contained in **Part 7 - Appendix 1.0**.



EMERGENCY SHELTERS

The Lookout Emergency Aid Society operates an Extreme Weather Shelter that temporarily provides emergency shelter beds during extreme weather conditions that threaten the safety and health of homeless individuals in Burnaby. For the 2015-2016 winter season the extreme weather shelter was open for 33 nights and provided shelter to 191 individuals (162 men and 29 women).⁸⁵ There is not currently a permanent emergency shelter in Burnaby.



TRANSITIONAL HOUSING

Transitional housing provides temporary housing with a variety of supports and is intended to aid in the transition from homelessness, or risk of homelessness, to independent living in permanent homes. Transitional housing facilities in Burnaby specifically support women



On **33** Nights
the Extreme Weather
Shelter was Open

Transitional Housing in Burnaby



6 Facilities
9 Units
38 Beds

and children fleeing violence; youth in transition; women involved in the justice system; individuals with mental illness; and those recovering from drug or alcohol addiction. (See Table 11)

Table 11: Transitional Housing Facilities in Burnaby

RESIDENCE TYPE	FACILITIES	UNITS	BEDS
Women and Children	3	9	15
Drug and Alcohol Recovery	1		15
Mental Health	1		3
Youth	1		6
TOTAL	6	9	38

Source: City of Burnaby⁸⁶



HOUSING WITH SUPPORTS

This broad category includes a number of housing types that provide support services for residents with special needs. These include group homes in single family residences, institutional long-term care facilities, assisted living residences, and supportive housing for seniors.

Community Care Facilities

- Group Homes** are smaller residences, typically located in single- or two-family dwellings, that are licensed by Fraser Health as community care facilities and provide a high level of care to the residents. There are 40 licensed group homes

in Burnaby that provide housing for persons with disabilities, acquired brain injuries, or mental health and substance use challenges.⁸⁷ (See Table 12)

Table 12: Group Homes in Burnaby

GROUP HOME TYPE	PROPERTIES	BEDS
Acquired Brain Injury	1	4
Community Living	34	149
Mental Health and Substance Use	5	40
TOTAL	40	190

Source: City of Burnaby⁸⁸

- **Long Term Care Facilities**, or residential care facilities, are collective residences that are licensed by Fraser Health and provide 24 hour care and assistance to seniors or persons with disabilities who are unable to live independently. There are 12 long term care facilities in Burnaby providing 1,444 residential beds.⁸⁹ (See Table 13)

Table 13: Long Term Care Homes in Burnaby

LONG TERM CARE TYPE	RESIDENCES	BEDS
Persons with Disabilities	1	5
Seniors	11	1,439
TOTAL	12	1,444

Source: City of Burnaby⁹⁰



Assisted Living Residences

Assisted living residences provide personal care and hospitality services, in addition to accommodation, for adults who cannot live independently, but do not require 24 hour care. All assisted living residences must register with the Provincial Assisted Living Registry. Accommodation is typically provided in studio or one-bedroom units with a kitchenette or full kitchen. A communal dining hall is provided where meals are available to residents. Four types of assisted living residences exist in Burnaby; those serving seniors (non-profit), those serving seniors (market), persons with disabilities, or persons with mental health issues. (See Table 14)

Table 14: Assisted Living Residences in Burnaby

RESIDENCE TYPE	RESIDENCES	UNITS	BEDS
Persons with Disabilities	1	20	
Seniors (Non-Profit)	5	296	
Seniors (Market)	1	40	
Mental Health	1		7
TOTAL	8	356	7

Source: City of Burnaby⁹¹



Supportive Housing

Supportive housing fills a gap in housing needs between independent living and assisted living. It provides ongoing supports and services to residents, but does not meet the level of care offered in an assisted living residence. (See Table 15)

Table 15: Supportive Housing in Burnaby

SUPPORTIVE HOUSING TYPE	UNITS	BEDS
Seniors (Market)	381	
Seniors (Non-Profit)	178	
Persons with Disabilities		20
Mental Health and Homelessness		10
TOTAL	559	30

Source: City of Burnaby⁹²



NON-MARKET RENTAL HOUSING

Non-market rental housing without supports typically consists of purpose-built rental apartments or townhouse units, in which households live independently. This type of housing falls into three main categories:

- Public housing, which is owned and operated by a government agency;
- Non-profit housing, which is operated by non-profit organizations, usually with government funding; and,
- Cooperative housing, which is a type of non-profit housing that is membership based and is able to provide subsidies through Federally supported operating agreements.

Public housing and non-profit housing, which share many characteristics, are discussed together below, followed by cooperative housing.

NEW NON-MARKET RENTAL PROJECTS

The following new non-market development projects are in the rezoning process or are under construction but not yet complete and are not included in the inventory:

Building Permits in progress:

- Derby Manor, 7550 Cumberland St, 122 seniors supportive housing units
- Teatro (former Dolphin Cinema site) 4551 Hastings St, 11 accessible units for persons with disabilities



3,408

Total Non-Profit and Public Housing Units in Burnaby

Non-Profit Housing and Public Housing

In Burnaby, non-profit housing is operated by a variety of non-profit societies; public housing is operated by the Provincial government through BC Housing. These housing developments provide rental units for independent living and offer a mix of subsidized and low-end of market rents.

There are 3,408 non-market rental units in 57 developments across Burnaby.⁹³ This housing stock is comprised of 2,656 units of non-profit housing and 752 units of public housing. It includes a mix of apartment and townhouse developments and offers a range of unit sizes. Over 70% of non-profit and public housing is located in the southern quadrants of Burnaby, with nearly half of the units in the southeast quadrant.

Demand for non-profit and public housing is greater than the current supply. BC Housing maintains a waitlist of households seeking subsidized units within the non-profit and public housing supply. In 2015, there were 1,199 Burnaby households on the BC Housing waitlist.⁹⁴



1,900

Total Co-op Units in Burnaby

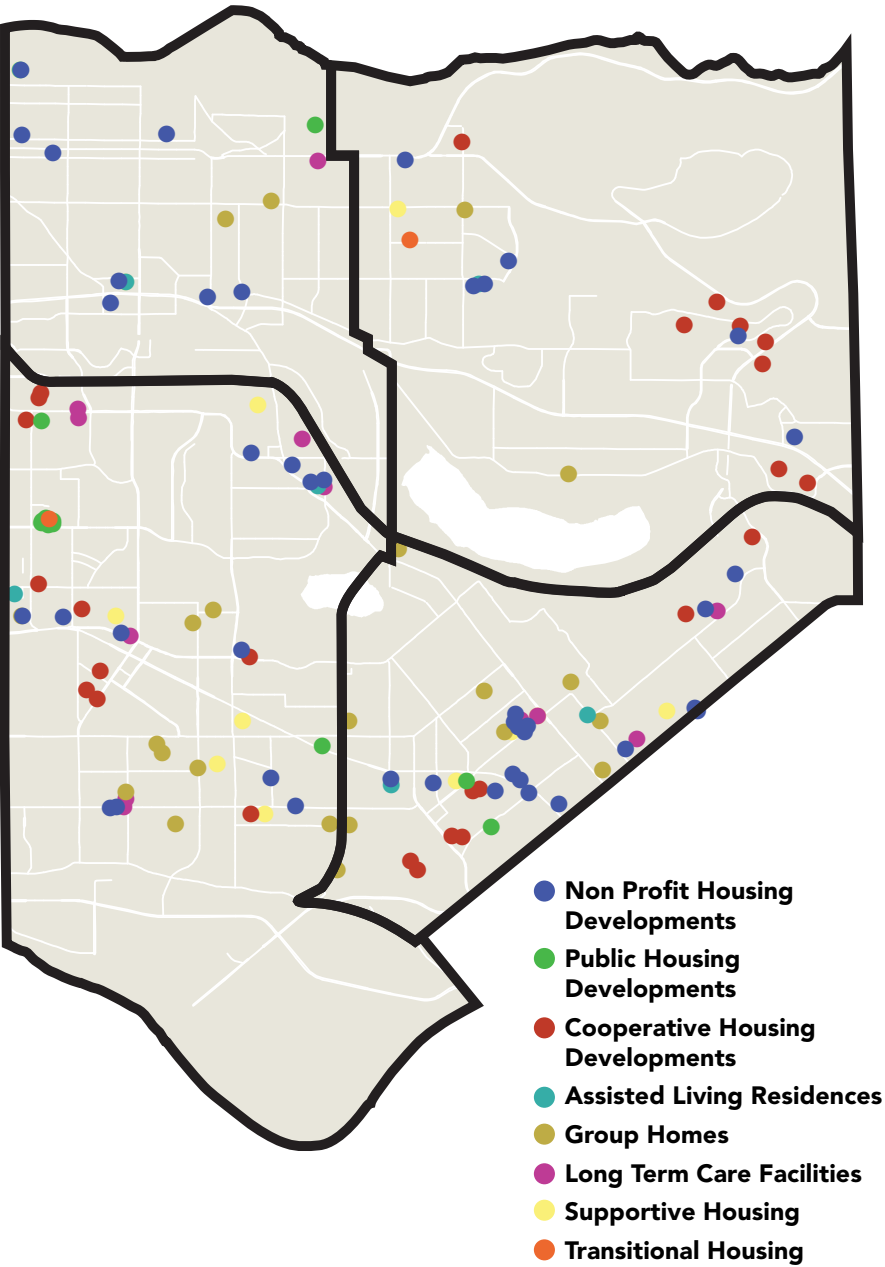
Cooperative Housing

Cooperative housing is another form of housing operated on a not-for-profit basis that offers affordable housing to members of a cooperative. The member-based cooperative owns and operates the housing development and is responsible for all maintenance of its buildings. Members are required to buy a membership in the cooperative to become a resident and pay a monthly housing fee, which is used to pay for the operation and maintenance of the development.

Burnaby has 1,900 cooperative units in 26 developments; the second largest supply of cooperative housing in Metro Vancouver.⁹⁵ Cooperative housing units in Burnaby can be apartment or

townhouse units depending on the development. There is high demand for cooperative housing and many individual cooperatives maintain a waitlist of people wishing to become members and live in one of the cooperative housing developments. The majority of cooperative units are located in Burnaby's northeast quadrant.

Map 5: Location of Non-Market Housing in Burnaby



Source: City of Burnaby⁹⁶

Note: Some locations withheld at operator's request

2.2 MARKET HOUSING INVENTORY

There are two forms of market housing: Market Ownership and Market Rental. Market housing is owned by private individuals or companies rather than government or non-profit entities. The cost of market housing is influenced by factors related to supply and demand.



MARKET RENTAL HOUSING

Market rental housing is an important part of the housing continuum and is made up of several different components that serve diverse groups of Burnaby residents. Market rental housing is comprised of:

- Primary market rental: Secured, purpose-built market rental units under single ownership; and,
- Secondary market rental: Unsecured rental units that individual homeowners choose to rent to tenants.

Demand for market rental housing remains high, as indicated by continued low vacancy rates. As the City grows, demand for a diverse rental housing supply is expected to remain.

It is estimated that Burnaby’s stock of market rental housing is comprised of approximately 32,400 units.⁹⁷ This rental housing stock includes single family dwellings (10%), secondary suites (22%), two family (duplex) dwellings (3%), multi-family purpose-built rental units (38%) and multi-family strata rental units (27%).⁹⁸ (See Table 16)

NEW PURPOSE-BUILT RENTAL PROJECTS

Three new purpose-built market rental buildings are in the process of development:

Rezoning pending:

- 238 unit tower to be added to the existing 254 unit tower at 4769 and 4758 Hazel Street
- 21 unit apartment building with ground floor commercial at 3700 Hastings Street

Under construction:

- 300 unit tower component at 4567 Lougheed Highway in Brentwood

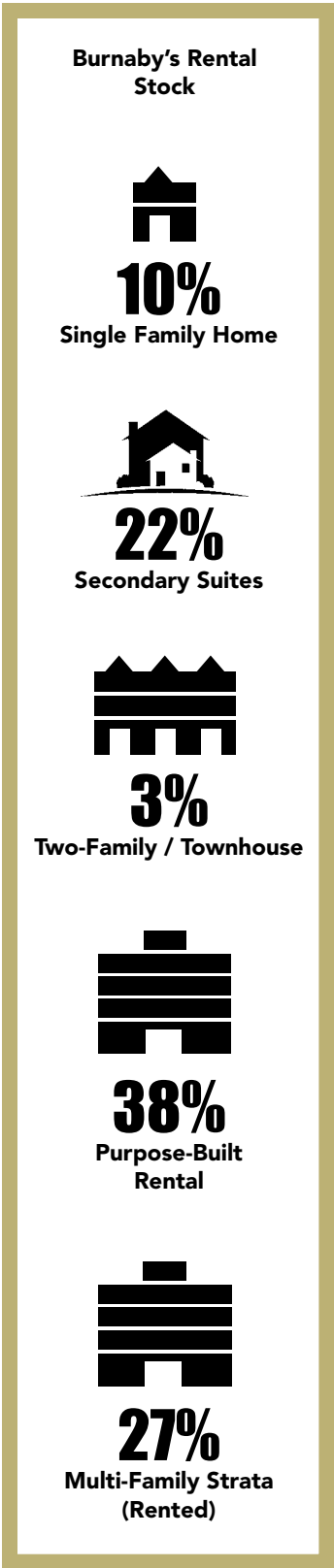


Table 16: Estimate of Market Rental Housing Stock, 2015

RENTAL HOUSING TYPE	ESTIMATED RENTAL UNITS	% OF TOTAL
Single Family Dwelling	3,100	10%
Secondary Suites	7,000	22%
Two Family Dwelling / Townhouse	1,000	3%
Purpose-Built Rental	12,400	38%
Multi-Family Strata (Rented)	8,900	27%
TOTAL ESTIMATED UNITS	32,400	100%

Source: City of Burnaby⁹⁹

Single and Two Family Dwellings

At the end of 2015, there were approximately 28,000 single family dwellings in the City.¹⁰⁰ It is estimated that 3,100 of these single family dwelling units were rented.

In 2015, there were approximately 4,700 two family dwellings in the City.¹⁰¹ It is estimated that 1,000 of these two family dwellings were occupied by renters.

Secondary Suites

Since 2014, the Zoning Bylaw has permitted secondary suites in all single family dwellings. BC Assessment estimates that there are over 7,000 secondary suites in Burnaby.¹⁰²

Since 2014:

- 359 new secondary suites have been completed;
- 515 secondary suites are in the building permit process; and
- 523 licensed in-law suites grandfathered under the previous program.¹⁰³

Purpose-Built Rental

Burnaby has the second largest supply of purpose-built rental housing in Metro Vancouver, comprised of 12,400 units.¹⁰⁴ Purpose-built rental housing is secured for use as rental for the lifetime of the building. The stock of purpose-built rental housing is aging, making it attractive for building owners to redevelop these properties. Figure 13 shows the breakdown of purpose-built rental stock by decade of construction. The City's purpose-built rental housing stock is:

- primarily located in the City's four Town Centres (76%); and,
- mainly located in south Burnaby, with over 54% located in the southwest quadrant.¹⁰⁵

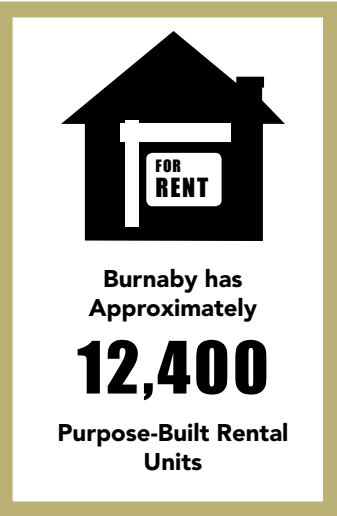
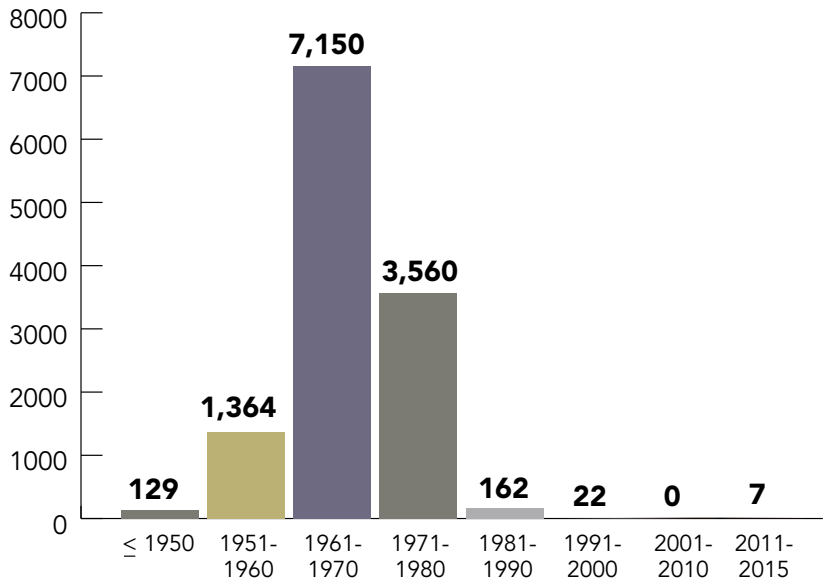
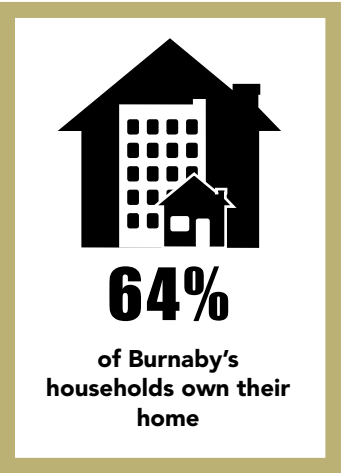
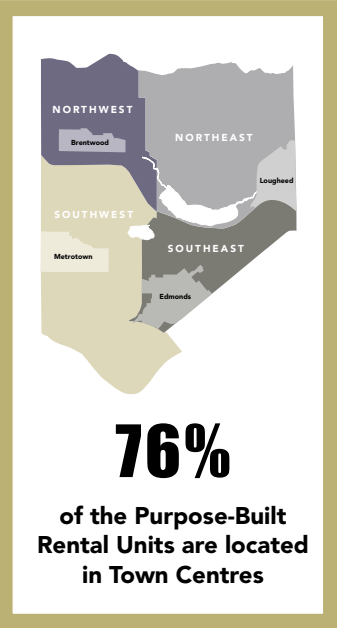


Figure 13: Purpose-built Rental Units by Decade of Construction



Source: City of Burnaby¹⁰⁶

The majority of purpose-built rental housing is among the oldest housing in the City. Most of this housing was built between 1951 and 1980.¹⁰⁷



Between 2011 and 2015, a total of 18 demolition permits involving 365 purpose-built rental units were issued; 309 of these rental units were located in Metrotown.¹⁰⁸ It is noted, however, that these sites have since been developed to create a total of 1,558 new strata units added to the City's housing stock.¹⁰⁹ It is estimated that 25% of these (390 units) will be utilized as secondary market rental units.

Multi-Family Strata Rental

Burnaby currently has over 35,000 multi-family residential strata units.¹¹⁰ The percentage of stratified units that are rented to tenants is conservatively estimated at 25%, or approximately 8,900 strata rental units in the City.¹¹¹ Multi-family rental strata housing is:

- evenly distributed across the four quadrants: NW (20%), NE (25%), SW (31%), SE (24%);
- primarily located in the Town Centres (73%); and,
- newer than the purpose-built rental housing stock.¹¹²



HOME OWNERSHIP

The 2011 National Household Survey indicated that 64% of Burnaby's private households own their home.¹¹³

HOUSING ACTIONS

PART

5



PART 5

HOUSING ACTIONS

Policies come to life when they are put into action. Burnaby's housing actions are numerous and diverse, ranging from the day-to-day processing of secondary suite applications to the granting of multi-million dollar Housing Fund requests for the construction of non-market housing. The result of these actions can be seen around the City, in the many forms of housing that make up the City's inventory.

This part includes three sections that highlight Burnaby's housing policies in action:

- **Part 5 - Section 1.0** outlines many of the actions that Burnaby is undertaking now - or in the near future - including major reviews and ongoing work.
- **Part 5 - Section 2.0** reviews Burnaby's housing advocacy efforts, an ongoing pursuit that has brought needed changes from senior levels of government and has raised awareness and support among fellow local governments. This summary of resolutions, letters, and reports chronicles the City's position, through the years, on important housing issues.
- **Part 5 - Section 3.0** provides case studies showing the types of developments that the City's housing policies support. These include non-market rental housing, special needs housing, and market rental housing developments in a variety of locations.

WORKING TOWARDS THE FUTURE

The City, in addition to the ongoing implementation of the policies outlined in this report, is undertaking a number of housing actions. These include:

- **Official Community Plan Update:** The Burnaby Official Community Plan (OCP) was adopted in 1998. Under the Metro Vancouver Regional Growth Strategy (2011) and the City's Regional Context Statement (2013), the City has committed to updating the OCP. This update will include review of the City's Residential Land Use Framework, as well as other policies and directions related to housing.
- **Sustainability Strategies:** In recent years, the City has adopted two sustainability strategies, the Economic Development Strategy (2007) and the Social Sustainability Strategy (2011). A third strategy, the Environmental Sustainability Strategy, is in final draft form and is expected to be completed in late 2016. All three strategies address different aspects of providing housing within Burnaby. These strategies influence housing actions and will inform the development of an updated OCP.
- **Burnaby Housing Strategy:** Under the Metro Vancouver Regional Growth Strategy, the Regional Affordable Housing Strategy, and the City's Regional Context Statement, the City has committed to creating a 'Housing Action Plan' to demonstrate how the City plans to address local priorities for housing supply, diversity, and affordability. This Plan will be developed in the future in conjunction with the Official Community Plan update.

- **Review of Community Plans:** The City undertakes reviews of Community Plans to manage growth and continue to build complete communities.
- **Rezoning and Development Processes:** Through each rezoning and development process, staff work with property owners to achieve a mix of housing unit types and encourage a mix of tenures.
- **Community Benefit Bonus Policy / Housing Fund:** Through this density bonusing policy/program, the City will continue to create additional affordable and/or special needs housing units and cash contributions-in-lieu for the Housing Fund. The Housing Fund will continue to provide grants that help to reduce the costs of constructing new affordable and/or special needs housing.
- **Secondary Suites:** The City will add to its growing inventory of secondary suites by continuing to assist homeowners who wish to construct suites in new homes, or renovate an existing home to include a suite.
- **City Lands Program for Non-Market Housing:** The City will continue the selection process for development of non-market housing at the initial two sites (3802 Hastings Street and 7898 Eighteenth Avenue), with the goal of finalizing selection in early 2017.
- **Research:** The City is continuing to research Burnaby's housing profile to better understand the needs and gaps within the City's housing stock, as demonstrated in this report.
- **Partnerships:** The City continues to work with other levels of government, non-profits, the development industry, and other agencies to achieve housing for vulnerable populations.

- **Advocacy:** The City continues to advocate to higher levels of government and seek new methods, regulations and partnerships to encourage the development and protection of affordable and/or special needs housing in the City. More information on Burnaby's advocacy efforts can be found in the following section.

PART 5
2.0

BURNABY'S HISTORY OF ADVOCACY

The City continues to advocate for the development and protection of affordable and/or special needs housing in the City. The following tables outline many the City's advocacy efforts to-date, including UBCM resolutions, FCM resolutions, letters, as well as reports and motions.

UBCM RESOLUTIONS

DATE	SUBJECT	TO	DESCRIPTION	OUTCOME
1988	Property maintenance standards for residential rental buildings	Ministry of Municipal Affairs, Recreation and Culture	A request to amend the Municipal Act to authorize municipalities to enact bylaws establishing the regulation of minimum standards of property maintenance for residential rental buildings occupied by tenants.	Not Endorsed by UBCM
1990	Standards of maintenance and occupancy for buildings and sites	Provincial Government	A petition to amend the Municipal Act to provide municipalities with the authority to enact a Standards of Maintenance Bylaw similar to what the City of Vancouver is enabled to do under the Vancouver Charter.	Endorsed by UBCM
1990	Development of rental housing	Ministry of Municipal Affairs, Recreation and Culture	A request to amend the Municipal Act to authorize municipalities to enact land use legislation to regulate residential rental tenure through zoning and other measures.	Endorsed by UBCM
1992	Community care facilities and database of established facilities	Provincial Government	Request for appropriate ministries to consult with local governments on plans to establish group homes and other community based residential facilities; and assistance from provincial government to develop and maintain a comprehensive database on group homes, foster homes, and other community based residential developments throughout B.C.	Endorsed by UBCM
2000	Replacement of affordable housing	Provincial Government	Request to amend the Local Government Act to authorize municipalities to levy a development cost charge for replacement affordable housing as deemed necessary by local governments.	Endorsed by UBCM
2007	Development of new rental housing	Provincial Government	Request to amend the Local Government Act to authorize local governments to enact land use regulations that would regulate residential rental tenure through zoning and other measures.	Endorsed by UBCM

2008	Development of new rental housing	Provincial and Federal Governments	Urge federal and provincial governments to work together to prepare National and Provincial Housing Strategies and address housing and homelessness issues over the long term through the provision of an adequate continuum of housing, income and support; to allocate funding to support the development and maintenance of affordable housing, including non-market housing units; and to establish incentives for the private sector construction of new rental housing.	Endorsed by UBCM
2009	Payment of development cost charges for non-profit housing	Provincial Government	Recommend amendment to the Local Government Act to permit the deferral of development cost charges for non-profit housing projects.	Endorsed by UBCM
2013	Subsidies, rent supplements and other supports for operating agreements with social housing	Federal Government	Call to assess, examine, and renew the subsidy, rent supplements, or other supports for operating agreements set to expire; and collaborate with provincial, territorial and municipal governments, and non-profit housing providers and other housing stakeholders to ensure the viability and sustainability of all social housing stock through a national action plan on housing for Canada.	Endorsed by UBCM
2014	Subsidies, rent supplements and other supports for operating agreements with social housing	Federal Government	Endorse the FCM housing campaign “Fixing Canada’s Housing Crunch,” and urge the minister of employment and social development to develop a long-term plan for housing that puts core investments on solid ground, increases predictability, protects Canadians from the planned expiry of \$1.7 billion in social housing agreements and ensures a healthy stock of affordable rental housing for Canadians.	Endorsed by UBCM
2016	National Housing Strategy	Federal Government	Urge the federal government to expedite the development of a National Housing Strategy.	Endorsed by UBCM
2016	Tenant Assistance	Provincial Government	Urge the provincial government to amend the Residential Tenancy Act to include an improved and standardized approach to tenant assistance, particularly in relation to tenancy dissolution and/ or relocation as a result of building demolition.	Endorsed by UBCM

Source: UBCM¹¹⁴

FCM RESOLUTIONS

DATE	SUBJECT	TO	DESCRIPTION	OUTCOME
2014	Subsidies, rent supplements and other supports for operating agreements with non-profits	Federal Government	Call on the federal government, through the Federation of Canadian Municipalities and other avenues as appropriate, to assess, examine, and renew the subsidy, rent supplements, or other supports for operating agreements set to expire; and to collaborate with provincial, territorial and municipal governments, and non-profit housing providers and other housing stakeholders to ensure the viability and sustainability of all social housing stock through a national action plan on housing for Canada.	Adopted
2015	Rental assistance for Housing Cooperatives	Provincial and Federal Governments	Urge the federal and provincial governments to work together to reduce the uncertainty for vulnerable members of housing cooperatives by ensuring that long-term, cost-shared rental assistance programs are in place as federal cooperative housing agreements expire.	Adopted

Source: FCM¹¹⁵

LETTERS

DATE	SUBJECT	TO	DESCRIPTION
2004	Continued Funding for National Homelessness Initiative	Federal Minister of Labour and Housing	Request to continue funding for the National Homeless Initiative beyond its 2006 end date.
2006 May 16	Condition and maintenance of purpose built rental building and review of Residential Tenancy Branch processes	Provincial Government	Request, on behalf of the tenants of a purpose built rental building, that the Residential Tenancy Branch provide prompt attention to the concerns of tenants regarding the condition and maintenance of the building and that the accessibility, effectiveness and efficiency of the Residential Tenancy Branch's process for assessing and resolving complaints be reviewed and enhanced.
2006 July 26	Rent Supplements and Housing Allowances	Provincial Government (and forwarded to UBCM member municipalities)	Expressing opposition to the Province's introduction of rent supplements and requesting that its budget be reallocated towards the development of new social housing units.
2006 July 26	Provincial Funding for Safe Houses	Provincial Government	Request that Provincial funding for safe houses in Burnaby and on the North Shore be restored.
2007 October 10	204 Alpha and 205 Beta – Response to Delegation Request	Provincial Government	Request that BC Housing maintain the housing in said development as family housing despite its purchase under the Provincial Homelessness Initiative.
2008 December 16	Support for Social Housing Projects in Burnaby	Provincial Government	Request that BC Housing reverse its decision to revoke funding for two social housing projects, which included transitional and supportive housing for women in two existing apartment buildings on Hastings Street, which had successfully completed the Public Hearing process. The Elizabeth Fry Society's proposed projects could not proceed without provincial funding.
2009 July 10	Application of Property Transfer Tax to Non-Market Housing	Provincial Government	Support for a non-profit society's request for an exemption from the Provincial Property Transfer Tax. The tax was proving to be a financial barrier for the advancement of a seniors' housing development.
2009 October 22	City Housing Initiatives/Property Transfer Tax Issue	Provincial Government	Request once again that the Province address the financial barrier to the advancement of a seniors' housing development in Burnaby caused by the Provincial Property Transfer Tax.

Source: City of Burnaby¹¹⁶

REPORTS AND MOTIONS

DATE	SUBJECT	TO	DESCRIPTION
2002 December 09	Information Guide for Tenants	Provincial Government (Residential Tenancy Office); the Tenants’ Rights Action Coalition; the Fraser Health Authority, Environmental Health Services (Burnaby Office); and the Society for the Prevention of Cruelty to Animals (Burnaby Shelter)	Council adopted recommendation that the City forward an Information Guide for Tenants developed by the Metrotown Interagency Council to relevant government and non-government agencies for information. The Information Guide for Tenants includes contacts for tenants to call for information or assistance with a range of tenancy related problems.
2006 October 16	Homelessness	Burnaby and BC Members of Parliament and Members of the Legislative Assembly, as well as UBCM member municipalities and Federation of Canadian Municipalities	Council adopted motion urging a meeting between Council and Burnaby’s MPs and MLAs to demand that Provincial and Federal governments provide meaningful funding and programs to establish affordable housing initiatives, provide rehab and treatment centres for addiction, provide supportive permanent housing for those suffering mental illness, and provide adequate income support for the poor.
2006 October 30	Site Review – Transitional and Supportive Housing	Provincial Government	Council adopted recommendation to send a letter to BC Housing indicating support for the partnership amongst Progressive Housing Society, Lookout Emergency Aid Society, and BC Housing in planning for transitional and supportive housing and that the City will assist the partnership by reviewing potential sites that may be appropriate for the proposed development.
2007 February 20	Affordable Housing and Homelessness – A Response to issues and Proposals	Provincial and Federal Governments, and Burnaby Members of Parliament and Members of the Legislative Assembly	Council adopted recommendations to forward the comprehensive report to the above mentioned senior government politicians requesting that the proposed federal and provincial initiatives outlined in the report be addressed.

2008 April 18	Recommended City Initiatives – Affordable Housing and Homelessness	Federal and Provincial Governments	Council adopted recommendations for the City to pursue a tri-party agreement amongst the City of Burnaby, and Federal and Provincial governments so that each party provides its share of the public lands in the eastern portion of 3800 block of Hastings Street in support of development of non-market supportive housing. And that the City pursue discussions with the Provincial Government in support of developing a comprehensive land use concept for the future use of provincial lands at Willingdon/Canada Way that would include an emergency shelter and transitional housing development.
2011 July 11	Urban Renewal Site – 3802 Hastings Street: Advancement of Proposals for Non-Market Housing	Provincial and Federal Governments, and Burnaby Members of Parliament and Members of the Legislative Assembly	Council adopted recommendations to submit a renewed request to Provincial and Federal Governments to support the development of non-market housing on the jointly held urban renewal site at 3802 Hastings Street. The City requests that all ownership partners in the property cost share the preparation of a pro-forma for such a project.
2014 February 03	Development of a Long- Term Plan to Fix Canada’s Housing Crunch	Federal and Provincial Governments and Burnaby Members of Parliament	Council adopted resolution endorsing the Federation of Canadian Municipalities’ housing campaign, “Fixing Canada’s Housing Crunch” and urging the federal government to develop a long-term plan for housing that puts core investments on solid ground, increases predictability, protects Canadians from the planned expiry of social housing agreements and ensures a healthy stock of affordable rental housing for Canadians.
2015 May 04	BC Housing Non-Profit Asset Transfer Program	Premier, Provincial Government, and Burnaby Ministers of Legislative Assembly	Council adopted recommendations requesting that the Premier and Minister Responsible for Housing provide a long-term plan to maintain public ownership of lands and buildings for non-market housing to meet current and future community needs in the province.

Source: City of Burnaby¹¹⁷

CASE STUDIES

The following case studies highlight the types of development supported by the City's housing policies. These developments are either already completed, under construction, or proceeding through the rezoning approvals process. The case studies primarily feature non-market housing developments supported by the *Community Benefit Bonus Policy*, *City Land Leases policy*, and/or other policies. In addition, some recent market rental development projects are also presented.

3.1 NON-MARKET HOUSING CASE STUDIES

The provision of affordable and special needs non-market housing is a fundamental objective of all of Burnaby's major policy documents. This section provides examples of non-market housing developments that meet those objectives, and were supported by the City under one or more policy programs.¹¹⁸

All of these projects utilize the Comprehensive Development (CD) rezoning process, and are consistent with all applicable Community Plans.

RENAISSANCE



LOCATION:	2088 Madison Avenue
QUADRANT:	NW Quadrant Brentwood Town Centre
CITY POLICY / INITIATIVE:	Constructed by developer under the Community Benefit Bonus Policy
TYPES OF HOUSING:	Non-market Family Rental Housing: <ul style="list-style-type: none">• 9 adaptable units• 1 and 2 bedroom units• 753 m² (8,100 sf)• For individuals, couples and families with unique access requirements• Owned by City of Burnaby• Operated by Burnaby Association for Community Inclusion• Rents set to the level for shelter under the BC Benefits Program• Rents are secured by covenant Market Ownership Housing: <ul style="list-style-type: none">• 371 units
ADDITIONAL INFORMATION:	2 blocks from Brentwood SkyTrain station Adjacent to Brentwood Community Resource Centre
BUILT FORM:	Stacked townhouse as part of a residential tower development
STATUS:	Completed in 2005
AMENITY VALUE:	\$2 million

BRENTWOOD GATE



LOCATION:	4878 Brentwood Drive
QUADRANT:	NW Quadrant Brentwood Town Centre
CITY POLICY / INITIATIVE:	Constructed by developer under the Community Benefit Bonus Policy
TYPES OF HOUSING:	Non-market Family Rental Housing: <ul style="list-style-type: none">• 6 units• 2 bedroom units• 457 m² (4,920 sf)• For individuals, couples and families who require subsidized housing• Owned by City of Burnaby• Operated by the Metro Vancouver Housing Corporation, a non-profit agency wholly owned by Metro Vancouver.• Rents set to the level for shelter under the BC Benefits Program Market Ownership Housing: <ul style="list-style-type: none">• 661 units
ADDITIONAL INFORMATION:	2 blocks from Brentwood SkyTrain station
BUILT FORM:	Stacked townhouse as part of a residential tower development
STATUS:	Completed in 2009
AMENITY VALUE:	\$1.3 million

SWEDISH
CANADIAN
REST HOME



LOCATION:	7230 Halifax Street
QUADRANT:	NW Quadrant
CITY POLICY / INITIATIVE:	Community Benefit Bonus Policy - Housing Fund Grant
TYPES OF HOUSING:	Seniors Non-market Assisted Living: <ul style="list-style-type: none">• 64 units• 46 subsidized units• 5,346 m² (57,546 sf)• Owned and operated by the Swedish Canadian Rest Home Association• Subsidies are for low income seniors through the independent Living BC program
ADDITIONAL INFORMATION:	Served by 144 transit route
BUILT FORM:	Three-storey apartment
STATUS:	Completed in 2012
CITY CONTRIBUTION:	<ul style="list-style-type: none">• \$355,000 Housing Fund Grant to offset costs of development• Successfully advocated to the Province for a reduction in the property transfer tax for the development

TEATRO



LOCATION:	4555 Hastings Street
QUADRANT:	NW Quadrant The Heights Urban Village
CITY POLICY / INITIATIVE:	Community Benefit Bonus Policy - Housing Fund Grant
TYPES OF HOUSING:	Accessible Non-market Rental Housing: 11 units <ul style="list-style-type: none">• 1 and 2 bedroom units• 951 m² (10,236 sf) Market Ownership Housing: <ul style="list-style-type: none">• 20 units• Studio, 1 and 2 bedroom units• 1,402 m² (15,088 sf)
ADDITIONAL INFORMATION:	Project of the Vancouver Resource Society, a non-profit society that specializes in providing accessible housing for persons with disabilities
BUILT FORM:	Low-rise apartment development, four storeys, with street level commercial
STATUS:	Completed
CITY CONTRIBUTION:	\$95,157 Housing Fund Grant to offset costs of development

CEDAR PLACE



LOCATION:	7121 Fourteenth Avenue and 7201 Eleventh Avenue
QUADRANT:	SE Quadrant Edmonds Town Centre Southgate Master Plan Area
CITY POLICY / INITIATIVE:	Community Benefit Bonus Policy
TYPES OF HOUSING:	Non-market Family Housing – Public Housing owned and operated by BC Housing <ul style="list-style-type: none">• 90 units• 9,261 m² (99,683 sf)• On land obtained by the developer (Ledingham McAllister) Non-market Seniors Housing <ul style="list-style-type: none">• 91 units, owned by BC Housing• 6,488 m² (69,840 sf)• On land obtained by BC Housing Market Ownership Housing <ul style="list-style-type: none">• 606 units• 44,046 m² (474,117 sf)• On land sold to the developer (Ledingham McAllister)

ADDITIONAL INFORMATION:	<ul style="list-style-type: none">• Currently, there are 90 family housing units at Cedar Place, which are owned and operated by BC Housing. These would be replaced by 90 new public housing units on adjacent property owned by Ledingham McAllister.• Existing residents of Cedar Place could stay in their homes until the 90 new units are constructed. They would then have the option of moving to the new units, located across the street.• Once the residents are relocated to the new housing, the old Cedar Place development would be demolished and construction of the 91-unit non-market seniors housing and the 606-unit market housing development would commence.• Developed through a collaborative partnership with the Province, Ledingham McAllister, and the City.• Demonstrates what can be accomplished with senior government participation and funding• Sale of a portion of the current Cedar Place property would generate funding for development of the new non-market housing• Proceeds from the sale would stay in the same community and be used to provide improved accommodations for existing tenants and double the amount of people housed• Value was also generated through support for the rezoning of the Cedar Place site to a higher density multiple family district
BUILT FORM:	Low to mid-rise apartment development, four to six storeys
STATUS:	Undergoing Rezoning
CITY CONTRIBUTION:	Approximately \$8.5 million through the density bonus program, and about \$28.5 million in indirect funding through the value created by the proposed rezoning of the Cedar Place site

DIXON
TRANSITION
SOCIETY



LOCATION:	Withheld at Operators Request
QUADRANT:	
CITY POLICY / INITIATIVE:	Community Benefit Bonus Policy - Housing Fund Grant City Land Lease
TYPES OF HOUSING:	Safe House for women and children fleeing abusive relationships: <ul style="list-style-type: none">• 10 beds• 24 hour support and advocacy in a secure environment• 30 day stays Wenda’s Place - Transitional Housing: <ul style="list-style-type: none">• 9 units• support, advocacy and life skills in a secure environment• Average of 1 year stays, maximum stay 18 months
ADDITIONAL INFORMATION:	
BUILT FORM:	
STATUS:	Safe House - Opened 1985 Wenda’s Place - Opened 2009
CITY CONTRIBUTION:	Safe House: <ul style="list-style-type: none">• 41 year lease of City lands for lump sum of \$11,995 (approx. \$293/year) Wenda’s Place - Transitional Housing: <ul style="list-style-type: none">• \$100,000 Housing Fund Grant

3.2 MARKET RENTAL HOUSING
CASE STUDIES

Purpose-built rental housing, offered at market rates, is an important part of the housing continuum, particularly for low to middle income earners that are unable to purchase homes. As such, encouraging the supply of new rental housing is supported by Burnaby’s major policy documents, as a way to maintain diversity in its housing stock and provide an affordable housing option for many households.

This section provides examples of recent purpose-built market housing projects currently under development.

All of these projects utilize the Comprehensive Development (CD) rezoning process, and are consistent with all applicable Community Plans.

THE AMAZING
BRENTWOOD –
TOWER 1



LOCATION:	7230 Halifax Street
QUADRANT:	NW Quadrant
TYPES OF HOUSING BEING CREATED:	<div>Purpose-built market rental housing:<ul style="list-style-type: none">• 300 units• 1 and 2 bedroom units• ~19,224 m² (206,925 sf) plus shared 1,363 m² (14,672 sf) amenity space• Rental tenure secured by covenant</div> <div>Market ownership housing<ul style="list-style-type: none">• 291 units• 1, 2, and 3 bedroom units• ~27,726 m² (298,441 sf) ~19,224 m² (206,925 sf) plus shared 1,363 m² (14,672 sf) amenity space</div>
BUILT FORM:	53-storey apartment tower
STATUS:	under construction

3700 HASTINGS
STREET



LOCATION:	3700 Hastings Street
QUADRANT:	NW Quadrant, Heights Community Plan area
TYPES OF HOUSING BEING CREATED:	<div>Purpose-built market rental housing:<ul style="list-style-type: none">• 21 units• Studio, 1 and 2 bedroom units• 1,757 m² (18,914 sf)• 4 units are adaptable• Rental tenure to be secured by covenant</div>
BUILT FORM:	three-storey apartment building over street-level commercial
STATUS:	undergoing rezoning

PARKVIEW
TOWERS/
SUSSEX



LOCATION:	4769 Hazel Street/4758 Grange Street/6050 Sussex Avenue
QUADRANT:	SW Quadrant, Metrotown Town Centre
TYPES OF HOUSING BEING CREATED:	Purpose-built market rental housing: <ul style="list-style-type: none">• 232 apartment units• 6 townhouse units• Studio, 1 and 2 bedroom units• 16,287 m² (175,311 sf) plus 823 m² (8,858 sf) amenity space• 46 units are adaptable• Rental tenure to be secured by covenant
ADDITIONAL INFORMATION:	To be added to two existing rental apartment towers on site
BUILT FORM:	31-storey apartment tower and 3-storey townhouses
STATUS:	undergoing rezoning

UNION

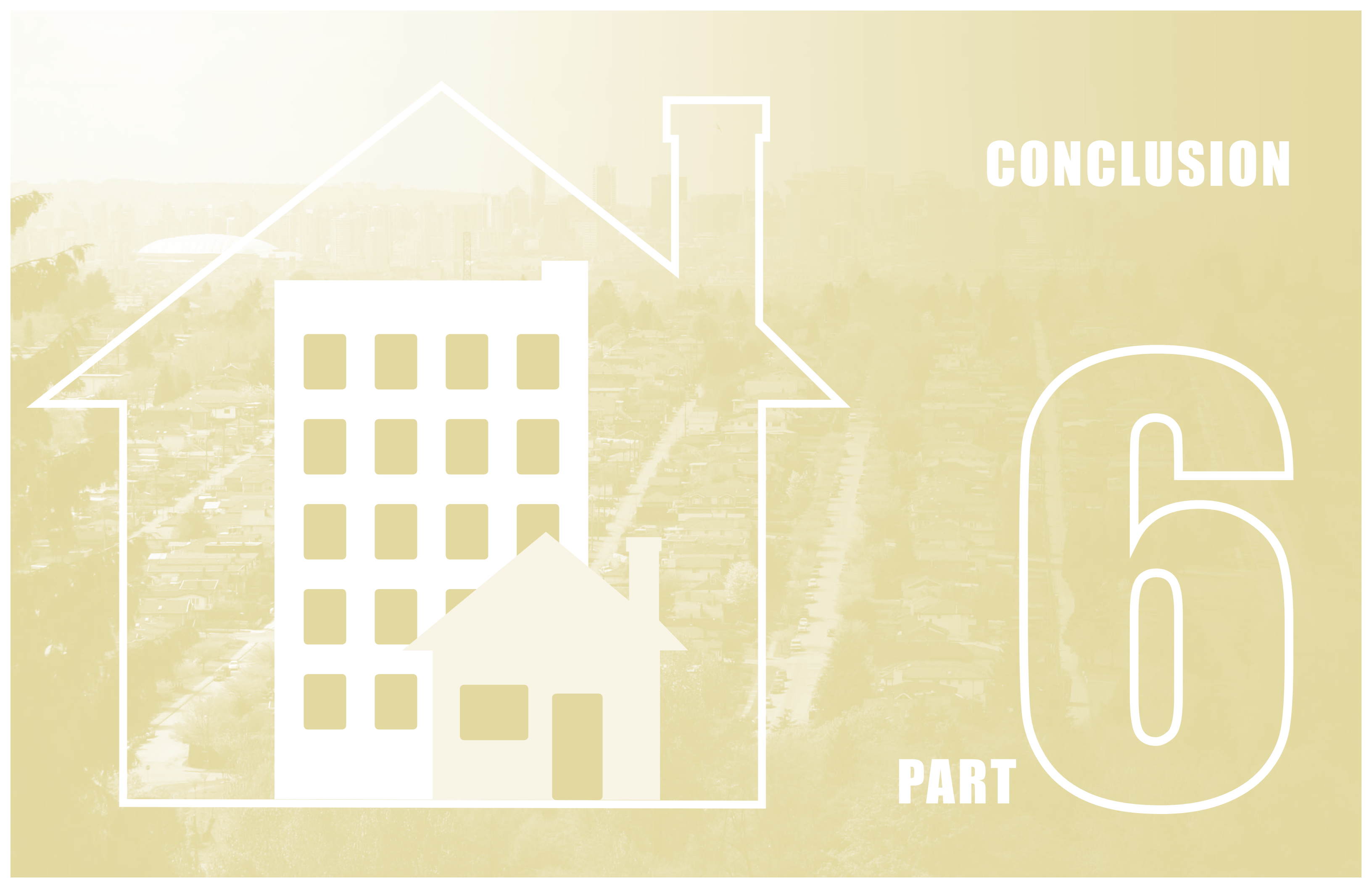


LOCATION:	4310 Hastings Street
QUADRANT:	NW Quadrant, Heights Community Plan area
TYPES OF HOUSING BEING CREATED:	Purpose-built market rental housing: <ul style="list-style-type: none">• 7 apartment units• Studio, 1 and 2 bedroom units• 543 m² (5,846 sf)• Rental tenure at 95% of fair market rental value secured by covenant Market ownership housing: <ul style="list-style-type: none">• 48 apartment units• Studio, 1, and 2 bedroom units• 3,867 m² (41,627 sf)
BUILT FORM:	Built form: 5 storey apartment building over ground floor commercial
STATUS:	completed in 2011

CONCLUSION

PART

6



PART 6

CONCLUSION

This Burnaby Housing Profile provides an overview of housing topics, issues and questions, and explains the programs, policies, and actions Burnaby undertakes to improve housing affordability and choice. Burnaby's housing landscape is complex and operates within the context of the Metro Vancouver regional market, which is characterized by rising prices, increased demand and limited supply. It is also affected by senior government policies and funding for housing.

Burnaby's approach to housing has been multi-pronged:

- Support non-market housing through funding (Housing Fund, leasing City-owned lands at no cost), facilitating development (deferring fees and charges, fast-tracking), and advocacy and partnerships.
- Support rental housing and renters by encouraging supply (development of market rental housing, *Secondary Suites Program, Flex-Suites Policy*), protecting renters (*Tenant Assistance Policy*) and advocating to senior governments for stronger tenant protection and financial support for rental housing.
- Support Market Housing through a strong planning framework that accommodates growth (*Official Community Plan, Regional Context Statement*), programs that support affordability (*Secondary Suites Program, Flex-Suites Policy*), and a streamlined development process.

Burnaby, like other cities in Metro Vancouver, is grappling with increased housing demand and rising affordability challenges. However, our long-term approach to housing has facilitated positive outcomes across the housing continuum:

- Agreement to construct 181 new units of non-market seniors and family housing at Cedar Place, with an approximately \$8.5 million density bonus value;
- Over \$42 million contributed to the Housing Fund over the life of the fund;
 - \$2 million of which has been allocated or disbursed in Housing Fund grants to five non-profit organizations to support 276 non-profit units;
- Lease of City lands to seven non-profit and cooperative housing projects to support 302 units;
- Request for proposals to develop two City-owned sites for non-market housing;
- *Affordable Units Policy* to secure 390 units of non-market housing on public lands;
- Approval of 575 new purpose-built rental housing units in 3 projects;
- Permitting of 359 new secondary suites, adding to the existing inventory of over 7,000 units;
- Protection of renters through the *Tenant Assistance Policy*;
- Addition of nearly 5,000 units of new market housing in the past 5 years;
- Support for people aging in place through the *Adaptable Housing Policy*; and,
- Assistance for homeowners by permitting suites and flex suites.

Looking ahead, the City will continue to support all aspects of the housing program and will consider ways in which to build upon its foundations. Burnaby will support non-market housing by reviewing the use of the Housing Fund, advancing the City Lands Program for Non-Market Housing, and by seeking new partnerships with senior levels of government, the non-profit sector, and industry. The City will continue to support the rental housing market and

renters by facilitating the development of rental housing, reviewing ways to increase the number of accessory units (e.g. *Secondary Suites and Flex-Suites Programs*), and helping tenants through the *Tenant Assistance Policy*. Burnaby will also review its guiding policy documents, including the *Official Community Plan*, which manages growth and sets the residential framework, and review the City's housing strategies to set out more specific goals and approaches to meet local housing demand.

By building a solid housing foundation, the City can achieve its goals of developing a sustainable community that provides a high quality of life for all who call Burnaby home.

APPENDIX

PART

7



PART 7

APPENDIX

The following appendices provide additional information:

Appendix 1: Existing Non-Market Housing Developments

Appendix 2: Glossary

Appendix 3: References and Endnotes

EXISTING NON-MARKET HOUSING DEVELOPMENTS

A list of existing non-market developments in Burnaby is provided in this appendix under the following categories:

- Transitional Housing
- Housing with Supports
 - Group Home
 - Long Term Care
 - Assisted Living
 - Supportive Housing
- Non-Market Rental Housing
 - Non-Profit Housing Developments
 - Public Housing Developments
 - Cooperative Housing Developments



TRANSITIONAL HOUSING

TRANSITIONAL HOUSING

OPERATOR	DEVELOPMENT NAME	SERVICE TYPE	QUADRANT	UNITS	BEDS
<i>Withheld at Operator's Request</i>	Dixon Transition House	Women & Children			10
<i>Withheld at Operator's Request</i>	Wenda's Place	Women & Children		9	
Elizabeth Fry Society of BC	Inman House	Women & Children	SW		5
<i>Withheld at Operator's Request</i>	Fraserdale Short Stay Program	Mental Health	SW		3
Charlford House Society for Women	Charlford House	Mental Health and Substance Use	NE		15
<i>Withheld at Operator's Request</i>	Victory House	Youth			5
TOTAL TRANSITIONAL HOUSING UNITS / BEDS				9	38



HOUSING WITH SUPPORTS

GROUP HOMES

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	CLIENT BASE	QUADRANT	BEDS
Community Living Society	Sidley Street	Acquired Brain Injury	Acquired Brain Injury	SW	4
PosAbilities	Altesse	Community Living	Persons with Disabilities	NW	3
PosAbilities	Buckingham House	Community Living	Persons with Disabilities	SE	4
<i>Withheld at Operator's Request</i>	Carson House	Community Living	Persons with Disabilities		4
PosAbilities	Claude House	Community Living	Persons with Disabilities	SE	3
<i>Withheld at Operator's Request</i>	Clinton House	Community Living	Persons with Disabilities		3
Community Living Society	Community Living Society - Neville House	Community Living	Persons with Disabilities	SW	4
Community Living Society	Crest	Community Living	Persons with Disabilities	SE	3
<i>Withheld at Operator's Request</i>	Cumberland House	Community Living	Persons with Disabilities		5
<i>Withheld at Operator's Request</i>	Deer Lake House	Community Living	Persons with Disabilities		5
<i>Withheld at Operator's Request</i>	D's Place	Community Living	Persons with Disabilities		4
Community Living Society	Duthie Avenue	Community Living	Persons with Disabilities	NE	3
Community Living Society	Eastlawn	Community Living	Persons with Disabilities	NW	4
<i>Withheld at Operator's Request</i>	Edmonds House	Community Living	Persons with Disabilities		5
L'Arche Foundation of Greater Vancouver	Emily House	Community Living	Persons with Disabilities	SW	5
FraserSide Community Services Society	FraserSide Residence	Community Living	Persons with Disabilities	SE	4
Community Living Society	Gilley House	Community Living	Persons with Disabilities	SW	4
<i>Withheld at Operator's Request</i>	Goodlad House	Community Living	Persons with Disabilities		4
Vancouver Resource Society	Gray House	Community Living	Persons with Disabilities	SW	5
Community Living Society	Holly	Community Living	Persons with Disabilities	SE	4
Strive Living Society	Kerrywood House	Community Living	Persons with Disabilities	NE	4
<i>Withheld at Operator's Request</i>	Marine Drive	Community Living	Persons with Disabilities		4

GROUP HOMES - CONTINUED

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	CLIENT BASE	QUADRANT	BEDS
L'Arche Foundation of Greater Vancouver	Nazirah House	Community Living	Persons with Disabilities	SW	5
Community Living Society	Nelson Avenue	Community Living	Persons with Disabilities	SW	4
<i>Withheld at Operator's Request</i>	Neville House	Community Living	Persons with Disabilities		5
<i>Withheld at Operator's Request</i>	New Britton House	Community Living	Persons with Disabilities		4
<i>Withheld at Operator's Request</i>	Oakland	Community Living	Persons with Disabilities		5
PosAbilities	Randall House	Community Living	Persons with Disabilities	SE	4
Community Living Society	Rosewood	Community Living	Persons with Disabilities	SE	4
<i>Withheld at Operator's Request</i>	Sardis House	Community Living	Persons with Disabilities		4
<i>Withheld at Operator's Request</i>	Sardis New Chaffey	Community Living	Persons with Disabilities		4
L'Arche Foundation of Greater Vancouver	Shiloah	Community Living	Persons with Disabilities	SW	12
L'Arche Foundation of Greater Vancouver	The Crossing House	Community Living	Persons with Disabilities	SW	4
Community Living Society	Twelfth Avenue	Community Living	Persons with Disabilities	SE	3
PosAbilities	Vista House	Community Living	Persons with Disabilities	SW	4
Pioneer Community Living Association	Adrian House	Mental Health and Substance Use	Adults	NW	10
Coast Foundation Society	Forglen 5450	Mental Health and Substance Use	Adults	SW	5
Coast Foundation Society	Forglen 5452	Mental Health and Substance Use	Adults	SW	5
<i>Withheld at Operator's Request</i>	Millers Way	Mental Health and Sustance Use	Adults		10
MEI Enterprises Ltd.	Rainbow Lodge	Mental Health and Substance Use	Adults	SE	10
TOTAL GROUP HOME BEDS					190

LONG TERM CARE FACILITIES

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	CLIENT BASE	QUADRANT	BEDS
Chartwell Ltd.	Carlton Gardens Care Centre	Long Term Care	Seniors	SW	128
Dania Society	Dania Home	Long Term Care	Seniors	SW	102
Fair Haven Vancouver	Fair Haven United Church Homes	Long Term Care	Seniors	SW	100
Fraser Health Authority	Fellburn Care Centre	Long Term Care	Seniors	NW	110
Finnish Canadian Rest Home Association	Finnish Manor	Long Term Care	Seniors	SW	60
George Derby Society	George Derby Centre	Long Term Care	Seniors	SE	300
Agecare Investments BC Ltd.	Harmony Court Care Centre	Long Term Care	Seniors	SE	80
New Vista Society	New Vista Care Home I	Long Term Care	Seniors	SE	236
Norwegian Old People's Home Association	Normanna Rest Home II	Long Term Care	Seniors	SE	100
Vancouver Resource Society	Rotary House	Long Term Care	Persons with Disabilities	SW	5
St. Michael's Centre Hospital Society	St. Michael's Centre	Long Term Care	Seniors	SW	128
The Pinnacle Care Group	Willingdon Care Centre	Long Term Care	Seniors	SW	95
TOTAL LONG TERM CARE BEDS					1444

ASSISTED LIVING RESIDENCES

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	QUADRANT	UNITS	BEDS
Park Place Seniors Living	Courtyard Terrace (Market)	Seniors	SW	47	
Dania Society	Dania Manor	Seniors	SW	50	
<i>Withheld at Operator's Request</i>	Fraserdale Long Stay Program	Mental Health			7
Howe Sound Rehabilitation Services Society	Liberty Place	Persons with Disabilities	SE	20	
Nikkei Seniors Health Care and Housing Society	Nikkei Home	Seniors	SE	59	
Sienna Seniors Living	Rideau Retirement Residence (Market)	Seniors	NW	40	
Action Line Housing Society	Seton Villa	Seniors	NW	76	
Swedish Canadian Rest Home Association	Swedish Assisted Living Residence	Seniors	NE	64	
TOTAL ASSISTED LIVING UNITS / BEDS				356	7

SUPPORTIVE HOUSING

OPERATOR	DEVELOPMENT NAME	SERVICE TYPE	QUADRANT	UNITS	BEDS
Action Line Housing Society	Seton Villa	Supportive Housing Seniors (Non-Profit)	NW	88	
AgeCare	Harmony Court Estate	Supportive Housing Seniors (Market)	SE	133	
Sienna Seniors Living	Rideau Retirement Residence	Supportive Housing Seniors (Market)	NW	102	
Atira Women's Resource Society	Margaret's Housing for Older Women (Maggie's)	Supportive Housing Seniors (Non-Profit)	NE	20	
Burnaby Association for Community Inclusion	Eastburn House	Persons with Disabilities	SE		5
Burnaby Association for Community Inclusion	Orchard Heights	Persons with Disabilities	SW		5
Burnaby Association for Community Inclusion	Southview	Persons with Disabilities	SW		4
Pacific Arbour Retirement Communities	The Mulberry	Supportive Housing Seniors (Market)	SE	146	
PosAbilities	Norfolk House I	Persons with Disabilities	SW		6
Progressive Housing Society	Holly House	Mental Health/ Homelessness	SE		5
Progressive Housing Society	Rumble House	Mental Health/ Homelessness	SW		5
Royal Canadian Legion	The Poppy Residences	Supportive Housing Seniors (Non-Profit)	SW	70	
TOTAL SUPPORTIVE HOUSING UNITS / BEDS				559	30



NON-MARKET RENTAL HOUSING

NON-PROFIT HOUSING DEVELOPMENTS

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	STRUCTURE TYPE	QUADRANT	UNITS
Action Line Housing Society	Seton Villa	Seniors	Apartment	NW	53
Affordable Housing Charitable Association	Sunset Court	Family	Apartment / Townhouse	SW	48
Affordable Housing Non-Profit Rental Association	Heritage Heights	Family	Apartment	NW	21
Affordable Housing Societies	Chaffey Lane	Seniors	Apartment	SW	37
Affordable Housing Societies	Concordia Court	Seniors / Family	Apartment / Townhouse	SW	100
Affordable Housing Societies	Burnaby Court I & II	Seniors / Family	Townhouse	SE	86
Affordable Housing Societies	Ridgelawn Gardens	Seniors / Family	Townhouse	NW	70
Burnaby Association for Community Inclusion	Madison	Persons with Disabilities	Townhouse	NW	4
Burnaby Association for Community Inclusion	Stride Place	Persons with Disabilities	Apartment	SE	45
Burnaby Association for Community Inclusion	Renaissance	Persons with Disabilities	Apartment	NW	9
Burnaby Association for Community Inclusion	Filby Court	Persons with Disabilities	Apartment	SW	9
Burnaby Lougheed Lions Housing Society	Lions Mulberry Place	Family	Townhouse	SE	65
Burnaby Lougheed Lions Housing Society	Lions Thurston Place	Seniors / Family	Apartment	SW	40
Burnaby Lougheed Lions Housing Society	Lions Kingsway Terrace	Seniors / Family	Apartment	SE	32
Central Park Citizen Society	Kingsway Court	Seniors / Family	Apartment	SW	116
City of Burnaby (formerly Action Line Housing Society)	City managed (Irmin Street properties)	Family	Apartment	SW	20
Community Living Society	City Club Development	Persons with Disabilities	Apartment	SE	10
Dania Society	Carl Mortenson Manor	Seniors	Apartment	SW	49
Fair Haven United Church Homes	Fairhaven apartments	Seniors	Apartment	SW	55
Fair Haven United Church Homes	Fairhaven cottages	Seniors	Townhouse	SW	20
Metro Vancouver Housing Corporation	Greystone Village	Family	Townhouse	NE	96
Metro Vancouver Housing Corporation	Ran Beamish Place	Family	Townhouse	NE	122

NON-PROFIT HOUSING DEVELOPMENTS - CONTINUED

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	STRUCTURE TYPE	QUADRANT	UNITS
Metro Vancouver Housing Corporation	Eastburn Square	Family	Townhouse	SE	30
Metro Vancouver Housing Corporation	Brentwood Gate	Family	Apartment	NW	6
More than a Roof Mennonite Housing Society	Lake Park Village	Family	Townhouse	SE	43
New Chelsea Society	Chelsea View	Family	Townhouse	SW	20
New Chelsea Society	Chelsea Heights	Family	Townhouse	NW	38
New Chelsea Society	Chelsea Terrace	Seniors	Apartment	SW	209
New Chelsea Society	Chelsea Village	Seniors / Family	Apartment / Townhouse	NW	43
New Vista Society	Douglas Manor	Seniors	Apartment	SE	51
New Vista Society	Grace MacInnis Place	Seniors	Apartment	SE	24
New Vista Society	J.S. Woodsworth	Seniors	Apartment / Townhouse	SE	38
New Vista Society	Margaret Bacchus Manor	Seniors	Apartment	SE	39
New Vista Society	New Vista Place	Seniors	Apartment	SE	174
New Vista Society	E. Winch Tower	Seniors	Apartment	SE	174
New Vista Society	J.S. Woodsworth Court	Seniors / Family	Apartment / Townhouse	SE	40
Nikkei Seniors Health Care and Housing Society	Sakura-So	Seniors	Apartment	SE	34
PosAbilities	Ridgeview Heights	Persons with Disabilities	Apartment	NE	40
Red Door Housing Society	Catherine Anne Court	Seniors / Family	Townhouse	SE	45
Society for Christian Care of the Elderly	Salishan Court	Seniors	Apartment	NE	188
SUCCESS	Hillside Gardens	Family	Apartment	SE	162
Swedish Canadian Manor Society	Swedish Canadian Manor	Seniors	Apartment	NE	63
Swedish Canadian Rest Home Association	Gustav Wasa Place	Seniors	Apartment	NE	80
Vancity	The Union	Seniors / Family	Apartment	NW	7
TOTAL NON-PROFIT UNITS					2,656

PUBLIC HOUSING DEVELOPMENTS

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	STRUCTURE TYPE	QUADRANT	UNITS
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Cedar Place	Family	Townhouse	SE	90
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Inman & Lister	Family			2
BC Housing Management Commission	Stratford Gardens	Seniors	Apartment	NW	127
BC Housing Management Commission	Laurelynn Place	Seniors	Apartment	SW	70
BC Housing Management Commission	Hall Tower & Hall Tower Extension	Seniors	Apartment	SE	324
BC Housing Management Commission	Douglas Drummond Manor	Seniors / Family	Apartment	SW	125
TOTAL PUBLIC HOUSING UNITS					752

COOPERATIVE HOUSING

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	STRUCTURE TYPE	QUADRANT	UNITS
115 Place Housing Cooperative Association	115 Place Housing Association	Co-op	Apartment	NE	244
Andras Place Housing Cooperative	Andras Place Housing Cooperative	Co-op	Apartment	SW	94
Antrim Place Housing Cooperative	Antrim Place Housing Cooperative	Co-op	Apartment	SW	38
Avalon Housing Cooperative	Avalon Housing Cooperative	Co-op	Townhouse	SE	40
Bounty Housing Cooperative	Bounty Housing Cooperative	Co-op	Apartment / Townhouse	SE	70
Brambles Housing Cooperative	The Brambles Housing Cooperative	Co-op	Apartment	SE	42
Byrne Creek Housing Cooperative	Byrne Creek Housing Cooperative	Co-op	Apartment	SE	74
Cariboo Heights Housing Cooperative	Cariboo Heights Housing Cooperative	Co-op	Townhouse	SE	56
Centennial Park Housing Cooperative	Centennial Park Housing Cooperative	Co-op	Townhouse	SW	30
Chances Housing Cooperative	Chances Housing Cooperative	Co-op	Apartment	SE	44
Edmonds Place Housing Cooperative	Edmonds Place Housing Cooperative	Co-op	Apartment	SE	51
Garden Square Housing Cooperative	Garden Square Housing Cooperative	Co-op	Townhouse	SW	58
Halston Hills Housing Cooperative	Halston Hills Housing Cooperative	Co-op	Townhouse	NE	90
Hillside Place Housing Cooperative	Hillside Place Housing Cooperative	Co-op	Townhouse	NE	172
Medina Housing Cooperative	Medina Housing Cooperative	Co-op	Apartment	SE	44
Misty Ridge Housing Cooperative	Misty Ridge Housing Cooperative	Co-op	Townhouse	NE	70
Mosaico Housing Cooperative	Mosaico Housing Cooperative	Co-op	Apartment	SW	29
Norman Bethune Cooperative Housing Association	Norman Bethune Cooperative	Co-op	Apartment	NE	24
Nova Vita Housing Cooperative	Nova Vita Housing Cooperative	Co-op	Apartment / Townhouse	NE	56
Oaklands Housing Cooperative	Oaklands Housing Cooperative	Co-op	Apartment	SW	73
Pine Ridge Cooperative	Pine Ridge Housing Cooperative	Co-op	Townhouse	NE	88
Post 83 Cooperative Housing Association	Post 83 Housing Cooperative	Co-op	Apartment	SW	181

COOPERATIVE HOUSING - CONTINUED

OPERATOR	DEVELOPMENT NAME	SERVICE FOCUS	STRUCTURE TYPE	QUADRANT	UNITS
Rainbow's End Housing Cooperative	Rainbow's End Housing Cooperative	Co-op	Apartment	SW	39
Spectrum Housing Cooperative	Spectrum Housing Cooperative	Co-op	Apartment	SW	44
Sunset Heights Housing Cooperative	Sunset Heights Housing Cooperative	Co-op	Apartment / Townhouse	SW	46
Whattlekainum Cooperative Housing Association	Whattlekainum Housing Cooperative	Co-op	Townhouse	NE	103
TOTAL CO-OP HOUSING UNITS					1,900

PART 7
A.2

GLOSSARY

AFFORDABLE HOUSING	Housing that should not cost more than 30 percent of a household's gross income regardless of whether the household is living in market or non-market housing.
ASSISTED LIVING	Self-contained apartments for seniors or people with disabilities or lifestyle challenges who need some support but who do not need 24 hour facility care.
CENSUS FAMILY	Refers to a married couple (with or without children), a common-law couple (with or without children) or a lone parent family.
COMMUNITY CARE FACILITIES	Provincially licensed residences that provide ongoing care services to three or more residents.
COMMUNITY LAND TRUSTS	Non-profit organizations whose mission is to preserve land for particular purposes, including affordable housing. To that end, a land trust may acquire land and lease it to individuals or non-market housing providers on a long-term basis (e.g., 99 years) at an affordable rate.
COOPERATIVE HOUSING	Housing development where residents who are members of the cooperative own and manage the building. Each member has one vote and members work together to keep their housing well-managed and affordable.
DENSITY BONUS POLICY	City policy that permits developers to build at higher densities than current zoning allows in exchange for community amenity contributions (such as affordable housing units or community facilities) or cash-in-lieu contributions (which are pooled to construct community amenities).
DUPLEX HOMES	A residential building that contains two dwelling units stacked on top of each other.
DWELLING	Refers to a set of living quarters in which a person or a group of persons reside or could reside.
EMERGENCY SHELTER	These facilities provide temporary shelter for homeless individuals. Emergency shelters may be seasonal or year-round; many are operated by non-profit societies with government supports, such as funding for construction and/or operation.
GROUP HOME	A Provincially licensed residential care facility for not more than 6 persons in care.
HIGH-RISE APARTMENT	A dwelling unit in a building that has five or more storeys.
HOME OWNERSHIP	Home ownership encompasses a range of options including strata, leasehold, or freehold/fee simple interest in a residential property.

HOUSEHOLD	A person or group of persons (other than foreign residents) who occupy the same dwelling and do not have a usual place of residence elsewhere in Canada. It may include a family, two or more families sharing a dwelling, a group of unrelated persons or one person living alone.
HOUSING CONTINUUM	Organizing framework for understanding housing needs and housing choices. In most cases the housing continuum can include emergency shelters, transitional/supportive housing, non-market housing, market rental housing and ownership housing.
HOUSING WITH SUPPORTS	This category of housing can range from long-term care facilities that provide palliative care to supportive housing residences where assistance is limited to light housekeeping, meals, and social programs for seniors living independently.
INCLUSIONARY ZONING	A requirement of zoning for the provision of some type of affordable housing as part of rezoning for a development. These policies may dictate that a percentage of units or square footage, or a specific number of units be affordable. Some cities' policies require units to be built on site, others allow for units to be transferred to other sites, and some permit cash-in-lieu contributions.
LONG TERM CARE FACILITIES	A facility that provides care in an institutional setting, generally for persons with chronic or progressive health issues, primarily due to aging.
LOW-RISE APARTMENT	A dwelling unit in a building that has fewer than five storeys.
MARKET RENTAL HOUSING	Private market rental housing that includes purpose-built rental housing as well as housing supplied through the secondary rental market, such as secondary suites and rented condominium apartments.
NON-MARKET HOUSING	Housing offered at below-market rates that is owned and operated by a non-profit society or government body. This housing is typically built and/or funded through senior government housing supply programs.
NON-PROFIT HOUSING	Housing that is owned and operated by non-profit housing providers. This housing is typically built through senior government funded housing supply programs.
PUBLIC HOUSING	Non-market rental housing that is owned and operated by a government agency.
PURPOSE-BUILT MARKET RENTAL HOUSING	Residential construction developed for the sole purpose of renting. The units are typically provided in multi-family buildings under single ownership. This type of housing is considered to be secured rental for the lifetime of the building as the individual units are not strata titled and cannot be sold individually.
RENTAL CONVERSION CONTROL POLICY	Municipal policy that declares a moratorium on the strata conversion of purpose-built rental housing to strata titled condominiums.

ROWHOUSE	One of three or more dwellings joined side by side (or occasionally side to back), such as a townhouse or garden home, but not having any other dwellings either above or below. Townhouses attached to a high-rise building are also classified as rowhouses. Under the Burnaby Zoning Bylaw, rowhouses are denfined as side-by-side dwellings located on individual lots, not strata lots.
SECONDARY RENTAL HOUSING	Housing that is individually owned but rented to others. This category can apply to detached houses (single family or duplex), strata titled townhouse or apartment units, and accessory rental units such as secondary suites and flex-suites. The renting of individual rooms in a home, to students or other “boarders and lodgers”, is also a form of secondary rental.
SECONDARY SUITE	An accessory dwelling unit fully contained within a single family dwelling.
SEMI-DETACHED HOUSE	A two family dwelling attached side by side (or back to back), but not attached to any other dwelling or structure (except its own garage or shed). A semi-detached dwelling has no dwellings either above it or below it, and the two units together have open space on all sides.
SINGLE-DETACHED HOUSE (SINGLE-FAMILY HOUSE)	A single dwelling not attached to any other dwelling or structure (except its own garage or shed). A single-detached house has open space on all sides, and has no dwellings either above it or below it. A mobile home fixed permanently to a foundation is also classified as a single-detached house. (except for a secondary suite)
SOCIAL HOUSING	Social housing refers to housing built under Federal, Federal/Provincial or Provincial housing programs and is designed to accommodate households with low to moderate incomes. Social housing includes public housing as well as non-profit and cooperative housing.
STRATA TITLED HOUSING	This is a form of property ownership tenure that differs from fee simple ownership. Owners own individual strata lots (units in multi-family buildings) and together own the common property and common assets as a strata corporation.
STRUCTURAL TYPE	For dwellings, “structural type” refers to the structural characteristics and/or dwelling configuration.
SUPPORTIVE HOUSING	Housing which provides ongoing supports and services to residents who cannot live independently and who are not expected to become fully self-sufficient. There is no time limit on length of stay for supportive housing.
TOWNHOUSE	A dwelling unit in a multi-family development that may or may not be attached to another dwelling unit and has its own access to the street.
TRANSITIONAL HOUSING	Provides temporary housing with a variety of supports and is intended to aid in the transition from homelessness, or risk of homelessness, to independent living in permanent homes.

REFERENCES AND ENDNOTES

1	Metro Vancouver. <i>Metro Vancouver Data Housing Book</i> . November 2015. Burnaby ranked third after Vancouver (23,507 units) and Surrey (6,546 units) in December 2014. The totals primarily include non-market rental housing and cooperative housing, and excluded shelter beds, transitional housing beds, and most group home, assisted living and supportive housing units.
2	City of Burnaby: <i>Community Plan Areas Map</i> .
3	City of Burnaby property records, 2015.
4	Statistics Canada. 2011 National Household Survey table, downloaded from: Statistics Canada https://www12.statcan.gc.ca/nhs-enm/2011/dp-pd/prof/details/download-telecharger/comprehensive/comp-csv-tab-nhs-enm.cfm?Lang=E . Reformatted to: ..\\map_source_data\\160716_NHS_Table_Burnaby_2011.xlsx File Downloaded 13/07/2016.
5	<i>Community Care and Assisted Living Regulation (2004)</i> , http://www.bclaws.ca/civix/document/id/complete/statreg/217_2004
6	BC Housing. http://www.bchousing.org/Options/Subsidized_Housing/Apply/Eligibility/Income_requirements Housing Income Limits represent the income required to pay the average market rent for an appropriately sized unit in the private market. Average rents are derived from CMHC’s annual Rental Market Survey. The size of unit required by a household is governed by federal/provincial occupancy standards. HILs vary throughout the Province, reflecting the average market rents in different locales.
7	This definition is a widely recognized standard in Canada and is used by the Canada Mortgage and Housing Corporation (CMHC).
8	City of Burnaby. <i>Affordable Housing and Homelessness – A Response to Issues and Proposals</i> . February 19, 2007. Canadian Mortgage and Housing Corporation (CMHC). <i>Understanding Private Rental Housing Investment in Canada</i> , CMHC Research Report. 1999. Clayton Research Associates, Ltd. <i>Economic Impact of Federal Tax Legislation on the Rental Housing Market in Canada</i> . November 1998.
9	Part 14 of the <i>BC Local Government Act</i> provides land use and zoning powers to local governments.
10	Part 14 of the <i>Local Government Act</i> provides land use and zoning powers to local governments. Section 15(1) of the <i>Community Charter</i> authorizes local government to issue licences, permits, and approvals in order to exercise those land use and zoning powers.
11	Metro Vancouver. <i>Metro Vancouver 2040: Shaping our Future</i> . 2011.
12	Section 8(3)(l) and Section 53(2) of the <i>Community Charter</i> establish local government authority regarding buildings and other structures.
13	Section 7.8 of the <i>Burnaby Zoning Bylaw</i> regulates rezoning applications. Burnaby Procedure Bylaw for regulations regarding Public Hearings, Council meetings, and bylaw readings.

14	Metro Vancouver. <i>Metro Vancouver Housing and Transportation Cost Burden Study</i> . 2015.
15	Statistics Canada. 2011 National Household Survey (NHS) Profile. Statistics Canada Catalogue no. 99-004-XWE. Ottawa.
16	Metro Vancouver. <i>Metro Vancouver 2040: Shaping our Future</i> . 2011.
17	Metro Vancouver. <i>Metro Vancouver Housing and Transportation Cost Burden Study</i> . 2015.
18	Translink. <i>Metro Vancouver Regional Trip Diary Survey Analysis Report</i> . February 2013. Mode share for all trip purposes, Burnaby and New Westminster sub-region.
19	Canadian Automobile Association, Driving Costs Calculator: http://caa.ca/car_costs/
20	Translink monthly fares for 1, 2, and 3 zone travel. http://www.translink.ca/en/Fares-and-Passes.aspx
21	Metro Vancouver. <i>Metro Vancouver Housing and Transportation Cost Burden Study</i> . 2015.
22	Federation of Canadian Municipalities. <i>Rising to the Moment: FCM Federal Budget Submission 2016</i> . https://www.fcm.ca/Documents/reports/2016-FCM-FedBudgetSubmission-EN.pdf
23	Principal legislation affecting housing in Burnaby includes the <i>National Housing Act</i> , <i>CMHC Act</i> , <i>BC Community Charter</i> , <i>BC Local Government Act</i> , <i>BC Residential Tenancy Act</i> , and the <i>BC Building Code Act</i> . Model building codes, including the <i>National Building Code</i> and the <i>BC Building Code</i> , are adopted by legislation at either the Provincial/Territorial or local government level. The <i>BC Building Code</i> applies to all municipalities in BC except the City of Vancouver and some Federal lands.
24	City of Burnaby. <i>Affordable Housing and Homelessness – A Response to Issues and Proposals</i> . February 19, 2007.
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2011 Canada Census – National Household Survey: Limitations

The National Household Survey is a voluntary survey that replaced the compulsory long-form census used in previous years. It complements the census by providing additional information on demographic and socio-economic characteristics. Due to the change from the compulsory long-form census to the voluntary survey, completion rates saw a decline from 6.5% in 2006 to 26% in 2011. In response to this, Statistics Canada lowered its suppression standards by accepting a non-response rate of 50% for 2011 compared to the 25% cut-off in 2006. This leads to a higher rate of inaccuracy.

For the 2011 National Household Survey (NHS) estimates, the global non-response rate (GNR) is used as an indicator of data quality. This indicator combines complete non-response (household) and partial non-response (question) into a single rate. The value of the GNR is presented to users. A smaller GNR indicates a lower risk of non-response bias and as a result, lower risk of inaccuracy. For more information, please refer to the National Household Survey User Guide, 2011. For the City of Burnaby, the GNR rate is 23.6%

