
TO: CITY MANAGER **DATE:** 2019 July 24

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: FINAL REPORT
MAYOR'S TASK FORCE ON COMMUNITY HOUSING

PURPOSE: To provide Council with recommendations regarding the Final Report of the Mayor's Task Force on Community Housing.

RECOMMENDATIONS:

1. **THAT** Council authorize staff to prepare a housing strategy, building on the work of the Task Force, as outlined in Section 5.0 of this report.
2. **THAT** Council direct staff to provide a progress report on the above actions, for Council consideration, by September 2020.
3. **THAT** a copy of this report be provided to each member of the Mayor's Task Force on Community Housing.

REPORT**1.0 INTRODUCTION**

On 2018 December 10, Council approved the creation of the Mayor's Task Force on Community Housing ("Task Force"). As set out in its Terms of Reference, the purpose of the Task Force was to advise Council on identified issues, priorities, and actionable solutions on housing affordability in Burnaby. The deliverables of the Task Force were to provide Council with:

- an interim report identifying short term actions and long term objectives towards housing affordability; and,
- a final report outlining the current and future state of housing in Burnaby, as well as challenges, solutions and recommended implementation timelines.

Council received the interim report on 2019 May 13. The Final Report of the Task Force, which was adopted at their 2019 July 17 meeting, is provided under separate cover on tonight's

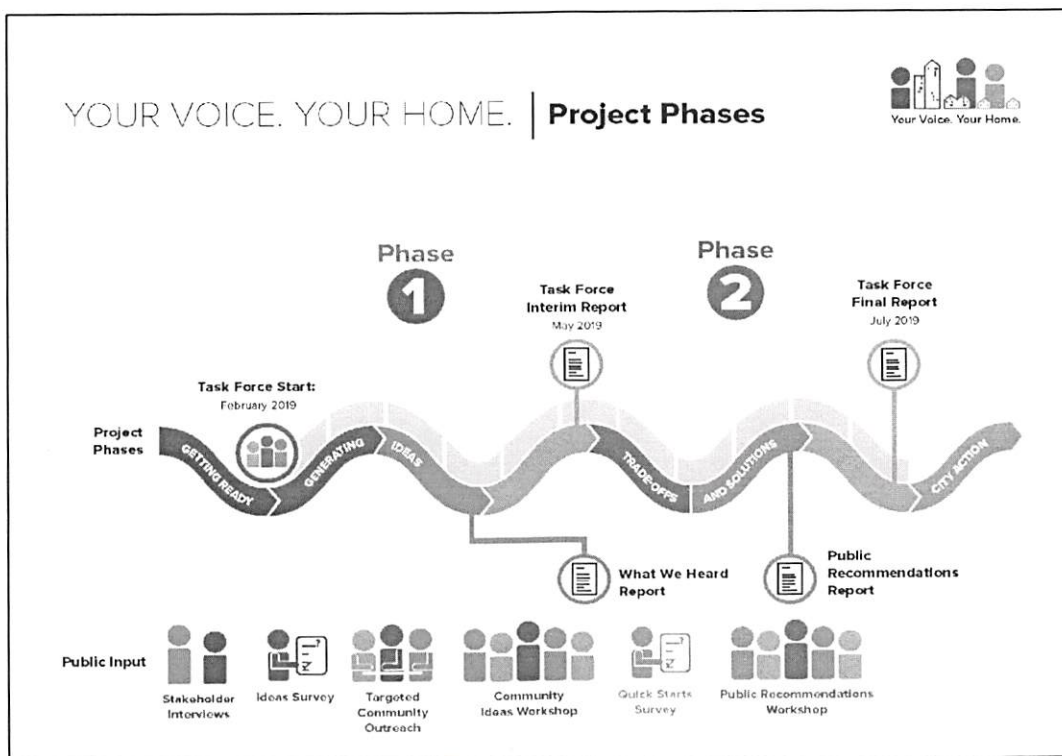
To: City Manager
 From: Director Planning and Building
 Re: Final Report, Mayor's Task Force on Community Housing
 2019 July 24 Page 2

Council agenda. The purpose of this report is to provide recommendations for implementing the 18 recommendations of the Final Report, as well as the 10 “Quick Start” recommendations made in the interim report. This report begins with a quick overview of the Task Force process.

2.0 TASK FORCE PROCESS

The Task Force process began on 2019 February 27 and concludes today with the presentation of the Final Report to Council. The process consisted of 10 committee meetings and a parallel public engagement program, *Your Voice. Your Home.* The process was divided into two phases: Phase 1 focused on generating ideas and Phase 2 focused on trade-offs, solutions and the development of recommendations. The two project streams, and the major activities of each phase, are shown in Figure 1.

Figure 1: Process Diagram



As shown in Figure 1, public engagement activities closely paralleled the work of the Task Force, and public comments informed Task Force dialogue throughout the process. The Final Report provides a more detailed overview of the Task Force process and *Your Voice. Your Home.* public engagement activities.

3.0 INTERIM REPORT

The interim report of the Task Force reviewed Phase 1 of the process and recommended 10 “Quick Starts” – policy initiatives that can be started within six months and are within the City’s jurisdiction to act. The Quick Starts recommended by the Task Force are shown in Table 1.

Table 1: Recommended “Quick Starts”

QS#	Quick Start Title	Description
Quick Starts for Rental Housing		
1	Create a Modular Housing Strategy	Create a strategy to develop more modular supportive housing in partnership with BC Housing.
2	Regulate Short-term Rental Housing	Prioritize the City’s current review of options to regulate short-term rental housing (e.g., Air BnB).
3	Adopt a Robust Tenant Assistance Policy	The Task Force endorses a robust Tenant Relocation policy. Detailed recommendations to follow in the Final Report.
4	Establish a Rent Bank Using Housing Fund Monies	Create a rent bank providing no-fee loans for low-income renters.
5	Scale Up/Increase Additional Density for Projects with Below-market Rentals	Encourage the practice of approving additional density for projects providing below-market rental housing.
Quick Starts for Housing Partnerships		
6	Partner with BC Housing, Non-profits, and Private Developers for More Non-Market Housing	Pursue partnerships that leverage the contributions of the City, BC Housing, non-profit societies, and private developers to provide more non-market and below-market rental housing.
7	Use a Portfolio Approach for the City Lands Program for Non-Market Housing	Adopt a portfolio approach to the existing City Lands Program for Non-Market Housing, under which suitable lands would be identified and offered for lease on a bulk basis.
Quick Starts for Land Use, Zoning and Approvals		
8	Simplify Zoning and Other Requirements to Increase the Number of Homes in More Neighbourhoods	Initiate a review of zoning and other requirements to make it easier to build small-scale multiple family homes in a wider variety of neighbourhoods.
Quick Starts for Research		
9	Commission a Land Value Capture Study	Study land value capture practices, including opportunities to capture the financial benefits from increased density outside of Town Centres.
10	Gather Data on Empty Homes	Obtain data from BC Assessment and/or other sources to determine the number of empty homes in Burnaby.

4.0 FINAL REPORT

The 2019 July 17 Final Report reviews the Task Force process over the past five months and presents the Task Force’s final recommendations. It outlines the purpose of the Task Force, the importance of its mandate, and the ways in which the Task Force worked together. It

summarizes the outcomes of the *Your Voice. Your Home.* public engagement process and then outlines the Task Force's final recommendations. These recommendations, which are grouped under four long-term objectives, or "themes," are listed in Table 2.

Table 2: Themes and Recommendations

Theme 1: Create Livable Neighbourhoods	
#	Recommendation
1	Develop a plan for introducing new housing forms and family-oriented housing in a variety of neighbourhoods
2	Create sustainable and accessible communities, with a range of amenities and services, in and around arterials and transit corridors
3	Launch an education and advocacy campaign to increase community acceptance of new housing forms
Theme 2: Invest in Housing Partnerships	
#	Recommendation
4	Review the City's land assets to identify suitable sites to pilot a portfolio development opportunity
5	Create a program to facilitate redevelopment of under-utilized land for affordable housing
6	Review the mandate and allocation of the City's Housing Fund to maximize its support of Task Force recommendations
7	Negotiate a Memorandum of Understanding (MOU) with BC Housing and CMHC to establish terms for partnerships
8	Build on the City's Homelessness Response to create more homes for people experiencing homelessness
9	Co-locate affordable housing with community facilities such as community centres, firehalls, schools, libraries, and other suitable public facilities.
Theme 3: Support Rental Housing and Tenants	
#	Recommendation
10	Adopt a robust tenant relocation policy
11	Explore incentives and accountability for the maintenance of older rental buildings
12	Increase the supply of affordable rental housing
Theme 4: Promote Innovative Housing Policy and Build Capacity	
#	Recommendation
13	Consider increasing the percentage of density bonus funds allocated to housing
14	Establish a housing department to coordinate housing work
15	Increase staff and review regulations to speed housing approvals
16	Support the development of more housing co-operatives
17	Pursue innovative financing mechanisms for non-market housing, such as land value capture
18	Adopt ways to support affordable home ownership

As shown in Table 3, a number of the recommendations of the Final Report overlap with Quick Starts recommended in the Task Force's interim report.

Table 3: Recommendations and Related Quick Starts

#	Recommendation	QS #	Related Quick Start
1	Develop a plan for introducing new housing forms and family-oriented housing in a variety of neighbourhoods	8	Simplify zoning and other requirements to increase the number of homes in more neighbourhoods
4	Review the City's land assets to identify suitable sites to pilot a portfolio development opportunity	7	Use a portfolio approach for the City Lands Program for Non-Market Housing
7	Negotiate a Memorandum of Understanding (MOU) with BC Housing and CMHC to establish terms for partnerships	6	Partner with BC Housing, non-profits, and private developers for more non-market housing
8	Build on the City's Homelessness Response to create more homes for people experiencing homelessness	1	Create a modular housing strategy
10	Adopt a robust tenant relocation policy	3	Adopt a robust tenant relocation policy
17	Pursue innovative financing mechanisms for non-market housing, such as land value capture	9	Commission a land value capture study

As shown above, 6 of the 10 recommended Quick Starts are closely associated with a final recommendation. Two of those Quick Starts are being implemented through Council-approved projects:

- Quick Start #6 is being implemented through individual projects that involve partnerships with BC Housing and non-profit organizations.
- Quick Start #8 is being implemented, in part, by reviews of suites in duplexes and laneway homes.

In addition, two of the remaining Quick Starts are encompassed by regulatory and policy changes that are either under review or recently adopted:

- Quick Start #2 – “Regulate Short-Term Rental Housing” is being implemented through the development of bylaw amendments to improve regulation of short-term rental housing.
- Quick Start #3 – “Scale Up/Increase Additional Density for Projects with Below-Market Rental” is reflected in the new Rental Use Zoning Implementation Framework. This framework provides a density offset for multi-family residential projects that offer at least 20% of their units at 20% below CMHC Average Market Rents.

Lastly, Quick Start #4, “Establish a Rent Bank Using Housing Fund Monies,” will be impacted by a new Provincial initiative to establish a province-wide rent bank system. This system is being developed by the Vancity Community Foundation in consultation with existing rent bank providers. Staff will monitor this initiative as it progresses, to assess the compatibility of Quick Start #4 with the new program.

5.0 IMPLEMENTATION

In total, the Task Force has made 28 recommendations, including 10 Quick Starts. These recommendations have the potential to significantly advance the City’s housing policy. Given the number, complexity, and magnitude of the recommendations, it is recommended that Council consider them as part of an integrated Housing Strategy. A Housing Strategy, also called a “Housing Action Plan,” is a document that outlines goals, policies, and actions to meet a community’s housing needs.

In 2014, Metro Vancouver’s Regional Growth Strategy (*Metro Vancouver 2040: Shaping Our Future*) was incorporated into the City’s Official Community Plan (OCP), through a Regional Context Statement (RCS). The RCS included a Housing Strategy based on housing policies in the OCP.¹ This document includes many goals and directions that are consistent with Task Force recommendations. However, an expanded and updated Housing Strategy is needed to address the scope of the Task Force recommendations and the current priorities of Council.

In addition, the Province has recently amended the *Local Government Act* to require each municipality to prepare a Housing Needs Report by April 2022, and every five years thereafter. Housing Needs Reports are intended to identify existing and projected gaps in housing supply by collecting and analyzing quantitative and qualitative information on local demographics, economics, housing stock, and other housing-related factors. This report can be incorporated into the Housing Strategy and can inform its policies.

In addition to the Housing Needs Assessment, the proposed Housing Strategy would include the following elements:

- a comprehensive policy framework, including vision, objectives, priorities, policies and actions;
- alignment with other key strategies and plans, including the Final Report of the Task Force, the Official Community Plan, and the Social Sustainability Strategy;
- a public consultation component; and,
- an implementation plan with timelines and provisions for monitoring and reporting.

The scope of the Housing Strategy would be broad. The strategy would address housing as a system that includes both market and non-market housing in a variety of forms and densities. It would consider both supply and demand factors affecting the housing market and the delivery of non-market housing. The strategy would focus on recommendations that are within the City’s

¹ City of Burnaby Official Community Plan, Appendix 1, Regional Context Statement, Section 4.1.8, pp. 42-45.

capacity to act, either alone or in partnership, and would embrace innovation. Lastly, the strategy would be realistic in its timeframe, providing a 10-year horizon for action.

Once complete, the housing strategy would provide a unified framework to guide the City's housing policies, programs, and decisions into the future. It would also comprise the housing policy for an updated Official Community Plan.

Lastly, it is noted that a number of the Task Force recommendations reflect priority actions currently underway. These actions will be informed by the guidance provided in the Task Force recommendations. Table 4 and 5 below outline the recommendations with their associated follow-up action(s).

Table 4: Task Force Recommendations and Follow-up Actions

#	Recommendation	Follow-Up Actions
1	Develop a plan for introducing new housing forms and family-oriented housing in a variety of neighbourhoods	Incorporate into the Housing Strategy
2	Create sustainable and accessible communities, with a range of amenities and services, in and around arterials and transit corridors	Incorporate into the Housing Strategy, new OCP, and Transportation Plan
3	Launch an education and advocacy campaign to increase community acceptance of new housing forms	Incorporate into the Housing Strategy and/or individual action
4	Review the City's land assets to identify suitable sites to pilot a portfolio development opportunity	A priority action currently underway
5	Create a program to facilitate redevelopment of under-utilized land for affordable housing	Incorporate into the Housing Strategy and new OCP
6	Review the mandate and allocation of the City's Housing Fund to maximize its support of Task Force recommendations	Incorporate into the Housing Strategy
7	Negotiate a Memorandum of Understanding (MOU) with BC Housing and CMHC to establish terms for partnerships	A priority action currently underway
8	Build on the City's Homelessness Response to create more homes for people experiencing homelessness	Incorporate into the Housing Strategy
9	Co-locate affordable housing with community facilities such as community centres, firehalls, schools, libraries, and other suitable public facilities.	Incorporate into the Housing Strategy and new OCP
10	Adopt a robust tenant relocation policy	A priority action currently underway
11	Explore incentives and accountability for the maintenance of older rental buildings	Incorporate into the Housing Strategy
12	Increase the supply of affordable rental housing	Incorporate into the Housing Strategy/ a priority action currently underway
13	Consider increasing the percentage of density bonus funds allocated to housing	Incorporate into the Housing Strategy
14	Establish a housing department to coordinate housing work	Incorporate into the Housing Strategy/ a priority action currently underway

#	Recommendation	Follow-Up Actions
15	Increase staff and review regulations to speed housing approvals	Incorporate into the Housing Strategy/a priority action currently underway
16	Support the development of more housing co-operatives	Incorporate into the Housing Strategy
17	Pursue innovative financing mechanisms for non-market housing, such as land value capture	Incorporate into the Housing Strategy
18	Adopt ways to support affordable home ownership	Incorporate into the Housing Strategy

Table 5: Recommended Quick Starts and Follow-Up Actions

#	Recommendation	Follow-Up Actions
1	Create a Modular Housing Strategy	Incorporate into the Housing Strategy/a priority action currently underway
2	Regulate Short-term Rental Housing	A priority action currently underway
3	Adopt a Robust Tenant Assistance Policy	A priority action currently underway
4	Establish a Rent Bank Using Housing Funds \$	Incorporate into the Housing Strategy, as appropriate given forthcoming Provincial Rent Bank program
5	Scale Up/Increase Additional Density for Projects with Below-market Rentals	This Quick Start has been partially implemented through the Rental Use Zoning Implementation Framework; further implementation can be incorporated into the Housing Strategy
6	Partner with BC Housing, Non-profits, and Private Developers for More Non-Market Housing	A priority action currently underway
7	Use a Portfolio Approach for the City Lands Program for Non-Market Housing	A priority action currently underway
8	Simplify Zoning and Other Requirements to Increase the Number of Homes in More Neighbourhoods	Incorporate into the Housing Strategy and new OCP
9	Commission a Land Value Capture Study	Incorporate into the Housing Strategy
10	Gather Data on Empty Homes	Incorporate into the Housing Strategy

6.0 PROGRESS REPORT

The Task Force has proposed that it reconvene, within 16 months, in order to consider the City's progress in implementing Task Force recommendations. In order to facilitate this review, it is recommended that Council direct staff to prepare a progress report on the recommendations adopted today. To allow time for consideration prior to the proposed reconvening of the Task Force, it is recommended that the progress report be presented to Council by September 2020.

To: City Manager
From: Director Planning and Building
Re: Final Report, Mayor's Task Force on Community Housing
2019 July 24 Page 9

7.0 CONCLUSION

Council's receipt of the Task Force's Final Report, which appears elsewhere on tonight's agenda, marks the end of the Task Force process. The Final Report provides 18 recommendations for Council consideration, along with the 10 "Quick Starts" that were recommended in the Task Force's interim report. These recommendations and Quick Starts are intended to inform and guide the City's work on housing, land use, regulatory and transportation matters going forward. In order to further consider and implement the Task Force recommendations, it is recommended that Council direct staff to prepare a Housing Strategy that considers the directions of the report. It is further recommended that Council direct staff to provide a progress report on the above actions, for Council consideration, by September 2020. It is also recommended that copies of this report be sent to each member of the Task Force.

As stated in its Final Report, the vision of the Task Force is that "Burnaby is a community with affordable housing for all of its residents." The recommendations of this report are intended as next steps towards achieving that vision.



E.W. Kozak, Director
PLANNING AND BUILDING

LF:

cc: Director Corporate Services
City Clerk