

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2020 June 11

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 16000 20
Reference: Homelessness

**SUBJECT: HOUSING AND HOMELESSNESS STRATEGY AND HOUSING NEEDS
REPORT**

PURPOSE: To provide an overview of the preparation of a housing and homelessness strategy and housing needs report, and to seek Council endorsement of a draft policy framework as the basis for public consultation.

RECOMMENDATION:

1. **THAT** Council endorse the draft policy framework for the housing and homelessness strategy, as generally described in *Section 3.0* of this report, as the basis for public consultation.

REPORT**1.0 INTRODUCTION**

On 2019 July 29, Council authorized staff to prepare a housing strategy to build upon the recommendations of the Mayor's Task Force on Community Housing ("Task Force"). The Task Force made 10 "quick start" recommendations and 18 final recommendations, as outlined in *Appendix A*. One of the recommendations was to develop a "made in Burnaby" plan for decreasing homelessness. As such, the housing strategy is being developed as a "housing and homelessness" strategy.

On 2019 November 18, Council authorized the preparation of a housing needs report, pursuant to new provincial legislation that requires all local governments to prepare a report by April 2022, and every five years thereafter. The housing needs report will inform the housing and homelessness strategy.

This report provides an update on the preparation of the housing and homelessness strategy and housing needs report. It introduces basic elements of the strategy and outlines its preliminary draft vision, goals and strategies. It also outlines next steps, including public consultation activities and opportunities for Task Force, Committee and Council review.

To: Planning and Development Committee
From: Director Planning and Building
Re: Housing and Homelessness Strategy and Housing
Needs Report
2020 June 11 Page 2

2.0 POLICY SECTION

The development of the housing and homelessness strategy and housing needs report will help fulfill many of the City's strategic directions, and will serve to update the housing policies of the City's Official Community Plan (OCP). Work on these documents will align with the following City-wide policies:

- Burnaby's *Official Community Plan* (1997), including its residential and social policy frameworks, and its Regional Context Statement (RCS), which contains housing actions based on OCP policies.
- The *Burnaby Economic Development Strategy* (2007), which sets a goal of building a strong, liveable, and healthy community. This includes developing a diverse and affordable housing stock that is appropriate to residents' needs and exploring possible ways to use the rezoning of land for market residential development as a means to achieve more non-market housing.
- The *Burnaby Social Sustainability Strategy* (2011), which contains several actions on housing, including looking for opportunities to facilitate the development of housing that is supportive of, suitable, and affordable to specific target groups, such as low and moderate income households, and those experiencing mental illness, addictions, family violence, homelessness and other challenges.

It will also align with the following goals and sub-goals of the *Corporate Strategic Plan*:

- ***A Connected Community***
 - Partnership – Work collaboratively with businesses, educational institutions, associations, other communities and governments
 - Social connection – Enhance social connections throughout Burnaby
- ***An Inclusive Community***
 - Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging
- ***A Healthy Community***
 - Healthy life – Encourage opportunities for healthy living and well-being
- ***A Dynamic Community***
 - Community development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging

3.0 HOUSING AND HOMELESSNESS STRATEGY AND HOUSING NEEDS REPORT

A housing and homelessness strategy, also called a "housing and homelessness action plan," is a document that outlines goals, policies, and actions to meet a community's housing needs. Burnaby's housing and homelessness strategy will provide a policy blueprint for housing and homelessness actions over the next 10 years and will inform the housing and homelessness sections

To: Planning and Development Committee
From: Director Planning and Building
Re: Housing and Homelessness Strategy and Housing
Needs Report
2020 June 11 Page 3

of the forthcoming Official Community Plan (OCP) update. In turn, the housing and homelessness strategy will be informed by the City's housing needs report, a provincially-mandated summary of existing and projected housing needs that is being developed concurrently. These companion documents are discussed below.

3.1 HOME: Burnaby's Housing + Homelessness Strategy

The strategy will be a comprehensive policy document addressing the entire housing system, including the challenge of reducing homelessness. This broad scope reflects the recommendations of the Task Force, which considered a wide range of housing issues and opportunities across the housing continuum, and specifically called for a "made in Burnaby" plan for decreasing homelessness. Drawing on the "Your Voice. Your Home." campaign that informed the work of the Task Force, the proposed title of the document is HOME: Burnaby's Housing + Homelessness Strategy.

In order to be accessible to a wide audience, the document will adhere to the following principles:

- easy to read and understand;
- concise and focused;
- clearly structured; and,
- visually appealing with approachable graphic elements.

A draft outline of the document is attached as *Appendix B*.

The strategy's policy framework, including the vision, goals, strategies, actions, and implementation plan, is currently being drafted, and will be amended and refined based on feedback received through public engagement and Committee, Task Force, and Council review.

Vision

The draft vision for the strategy is "**a home for everyone.**" This vision reflects a number of key themes that will be highlighted in the document, including:

- affordability;
- inclusion;
- robust and diverse housing supply;
- reducing homelessness; and,
- meeting people's housing needs at different stages of life.

Ultimately, this vision sees Burnaby as a place where everyone can find a home, afford a home, and feel at home.

To: Planning and Development Committee
 From: Director Planning and Building
 Re: Housing and Homelessness Strategy and Housing Needs Report
 2020 June 11 Page 4

Goals

Draft goals for the strategy seek to apply the vision throughout the housing continuum. The draft goals are:

- Inclusive and Livable Neighbourhoods;
- Options for Homeowners;
- A Renter-Friendly Community;
- A Healthy Supply of Secure, Non-Market Housing; and,
- A Place where Homelessness is Rare, Brief, and One-Time.

Strategies

These goals will be supported by draft strategies that set out how the goals are to be achieved. Staff are exploring a range of strategies, many based on Task Force recommendations, and many supporting more than one goal. These strategies are shown in the table below:

HOME: Burnaby's Housing + Homelessness Strategy Preliminary Draft Strategies	
Strategy 1	Introduce new housing forms, such as laneway homes, triplexes, and four-plexes, in single and two-family neighbourhoods.
Strategy 2	Review community plans to increase the number and quality of mixed-use, walkable communities in transit-friendly locations.
Strategy 3	Support educational activities that promote awareness of new housing forms and inclusive neighbourhoods.
Strategy 4	Encourage a range of multi-family housing types.
Strategy 5	Facilitate inclusive housing for people with disabilities and others who live in housing with supports.
Strategy 6	Pursue inclusive, mixed-income communities through rental zoning.
Strategy 7	Support projects that offer attainable home ownership.
Strategy 8	Pursue affordable housing partnerships with senior levels of government, First Nations, not-for-profit organizations and other housing developers.
Strategy 9	Provide land, funding, and regulatory support for non-market housing development.
Strategy 10	Unlock free land by co-locating affordable housing with other public facilities.
Strategy 11	Support the development of more housing co-operatives.
Strategy 12	Facilitate renewal and redevelopment of under-utilized land for affordable housing.
Strategy 13	Consider new ways to expedite affordable housing approvals.
Strategy 14	Pursue innovative financing mechanisms for non-market housing.

Strategy 15	Review the use of the Housing Fund to maximize its impact.
Strategy 16	Use rental zoning to protect and grow our rental housing stock.
Strategy 17	Maintain a robust tenant assistance policy.
Strategy 18	Regulate and incentivize the maintenance of rental buildings.
Strategy 19	Encourage construction of market and below-market rental units.
Strategy 20	Limit opportunities for short-term rental housing through regulation.
Strategy 21	Prevent people from entering homelessness.
Strategy 22	Support pathways out of homelessness.
Strategy 23	Facilitate coordination among homeless serving agencies in Burnaby.
Strategy 24+	Other homelessness strategies TBD.

The draft vision, goals and strategies will be the subject of the first phase of consultation on the strategy, as outlined in *Section 4.0* below.

Actions and Implementation

The goals and strategies will be supported by more specific actions that will be prioritized and assigned timelines in an accompanying implementation plan. The actions and implementation plan will be developed following consultation on the draft goals and strategies and with further input from the housing needs analysis.

3.2 Housing Needs Report

On 2019 April 16, the province amended the *Local Government Act* to require all local governments to develop a housing needs report by April 2022, and every five years thereafter. A housing needs report provides a summary of the local government's housing stock and determines existing and anticipated housing needs.

On 2019 November 18, Council authorized the preparation of a housing needs report and the submission of a grant proposal to the Union of British Columbia Municipalities (UBCM) to fund the project. Under the terms of the \$70,000 UBCM grant, which was awarded to the City on 2020 January 29, Burnaby must complete its housing needs report by 2021 January 29. However, due to the impacts of COVID-19, the province will consider extension requests, if required.

Housing needs reports must include approximately 50 distinct kinds of data related to population, households, economic sectors, labour force and housing units. This information will be drawn from both standardized data sets, such as census results, and qualitative input from housing stakeholders. Key findings will include:

- the current and anticipated number of housing units needed, by number of bedrooms;

To: Planning and Development Committee
From: Director Planning and Building
Re: Housing and Homelessness Strategy and Housing Needs Report
2020 June 11 Page 6

- the number and percentage of households in core housing need, or extreme core housing need, by tenure, for the last three census reports; and,
- the current and anticipated needs for specific types of housing including affordable housing, rental housing, special needs housing, seniors housing and temporary housing.

This information will strengthen the ability of the City to understand the number and type of housing units that are most needed across the City immediately and into the future.

The housing needs report is being developed in conjunction with the strategy and will inform its policies. The report will be a companion document to the strategy.

4.0 PROCESS

As the strategy is informed by the Task Force recommendations, the process of developing the strategy will build on last year's Your Voice. Your Home. public engagement process. **Appendix C** illustrates this continuity in a flow diagram similar to the one that represented the Task Force process. This diagram identifies the review and engagement activities for the strategy and housing needs report as Phases 3, 4, and 5 of the Your Voice. Your Home. process. Key steps in the process, and the proposed timeline, are outlined below. Staff will report to the Committee and Council at each phase of the process.

Phase 3 – Identifying Needs, Goals and Strategies

Phase 3 represents the first phase in the development of the housing and homelessness strategy and housing needs report, and will focus on the following:

- public information on the housing needs report and housing and homelessness strategy;
- development of a draft housing needs report; and,
- development of the policy framework for the housing and homelessness strategy.

It includes the following public and stakeholder engagement activities:

Activity	Description	Target Date
Public information	Website, social media and print media on the project	June 2020
Stakeholder Consultation on Housing Needs	Online survey and follow-up with stakeholder organizations to gather qualitative information on housing needs	July/August 2020
Public and Stakeholder Consultation on Housing Goals and Strategies	Online survey to gather input on draft goals and strategies for the Housing + Homelessness Strategy; follow-up with stakeholder organizations	August 2020

Target stakeholders include over 100 organizations involved in housing operation, development, social service delivery, advocacy, and other housing-related areas in Burnaby. The format of

To: Planning and Development Committee
From: Director Planning and Building
Re: Housing and Homelessness Strategy and Housing Needs Report
2020 June 11 Page 7

follow-up activities, originally envisioned as in-person workshops and open houses, will likely be virtual in conformance with public health guidelines for COVID-19. Staff are exploring best practices for virtual engagement to employ in this process. This phase will specifically include stakeholder engagement on goals and strategies on the topic of homelessness.

Phase 3 will end with the production of a draft housing needs report, as well as summaries of “what we heard” from the consultation activities.

Phase 4 – Finalizing the Housing Needs Report/Drafting the Strategy

This phase focuses on:

- finalizing the housing needs report; and,
- drafting the housing and homelessness strategy.

It includes the following public and stakeholder engagement activities:

Activity	Description	Target Date
Stakeholder Check-in on Draft Housing Needs Report	Stakeholder review of the initial draft of the housing needs report	September/ October 2020

Phase 4 will end with the production of the final housing needs report and a draft housing and homelessness strategy. The housing needs report will require adoption by Council resolution per provincial legislation. Staff will seek Council endorsement of the draft housing and homelessness strategy as the basis for public consultation.

Phase 5 – Finalizing the Housing + Homelessness Strategy

The last phase in the process focuses on finalizing the housing and homelessness strategy.

It includes the following public and stakeholder engagement activities:

Activity	Description	Target Date
Task Force Review of Draft Strategy	Review of the draft strategy at the scheduled reconvening of the Mayor’s Task Force on Community Housing	November 2020
Public and Stakeholder Input on Draft Strategy	Online survey to gather feedback on the Housing + Homelessness Strategy	November 2020 – January 2021

Phase 5 will end with Committee and Council review and approval of a final housing and homelessness strategy.

To: Planning and Development Committee
From: Director Planning and Building
Re: Housing and Homelessness Strategy and Housing
Needs Report
2020 June 11 Page 8

5.0 CONCLUSION

This report provides an update on the preparation of the housing and homelessness strategy, authorized by Council on 2019 July 29, and the accompanying housing needs report. These documents will guide the City's housing policies, programs, and decisions into the future, and will inform the housing section of the forthcoming Official Community Plan (OCP) update. This report provides an overview of the two documents and outlines next steps in their development, including stakeholder and public consultation and review of the strategy by the Committee, the Task Force and Council. It also outlines a draft policy framework for the strategy, including vision, goals and strategies. It is recommended that Council endorse the draft policy framework for the strategy, as generally described in *Section 3.0* of this report, as the basis for public consultation.



E.W. Kozak, Director
PLANNING AND BUILDING

LF:sa

Attachments

cc: City Manager
Director Corporate Services
Director Public Safety and Community Services
City Clerk

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Mayor's Task Force on Community Housing 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.

Mayor's Task Force on Community Housing "Quick Start" Recommendations

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., Airbnb).
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.

Appendix B

HOME: Burnaby's Housing + Homelessness Strategy Document Outline

#	Section
1	Opening Sections (Acknowledgments/Territorial Acknowledgment; Table of Contents; Mayor's Message)
2	Executive Summary
3	Introduction/Context
4	Consultation Process and Key Findings
5	Policy Elements <ul style="list-style-type: none">○ Vision/Goals○ Strategies○ Actions <p>(This section may be supplemented with information on existing policies, context, and case studies, as needed)</p>
6	Implementation Plan and Timelines / Targets and Monitoring
7	Appendices – housing needs report summary; glossary; Task Force recommendations

YOUR VOICE. YOUR HOME.

Project Phases



Mayor's Task Force on Community Housing

Burnaby's Housing and Homelessness Strategy

