



Planning and Development Committee  
c/o Office of the City Clerk

B. Zeinabova, City Clerk  
E. Prior, Acting Deputy City Clerk

## INTER-OFFICE MEMORANDUM

TO: CHAIR AND MEMBERS  
SOCIAL PLANNING COMMITTEE

DATE: 2021 FEBRUARY 23

FROM: ACTING DEPUTY CITY CLERK

FILE: 2410-20

**SUBJECT: BURNABY'S HOUSING NEEDS REPORT**  
(ITEM NO. 3.12., REPORTS, COUNCIL 2021 FEBRUARY 22)

Burnaby City Council, at the Open Council meeting held on 2021 February 22, received the above noted report and adopted the following recommendations contained therein:

1. THAT Council receive Burnaby's Housing Needs Report, as presented in Attachment A of the report.
2. THAT the Housing Needs Report be published on the City of Burnaby's website as required in the Local Government Act.
3. THAT the Housing Needs Report be forwarded to the Social Planning Committee for information.

As per recommendation #3, a copy of the report is attached for your information.



Eva Prior  
Acting Deputy City Clerk

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: BURNABY'S HOUSING NEEDS REPORT**

**RECOMMENDATIONS:**

1. THAT Council receive Burnaby's Housing Needs Report, as presented in Attachment A of the report.
2. THAT the Housing Needs Report be published on the City of Burnaby's website as required in the Local Government Act.
3. THAT the Housing Needs Report be forwarded to the Social Planning Committee for information.

**REPORT**

The Planning and Development Committee, at its meeting held on 2021 January 26, received and adopted the attached report providing key insights into housing needs in the community, and projecting the number and type of units which will be needed to meet housing demand over the next five to ten years.

Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor S. Dhaliwal  
Vice Chair

Copied to: City Manager Director Corporate Services Director Finance Director Planning and Building City Solicitor
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**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT  
COMMITTEE

**DATE:** 2021 January 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 16000 20

**SUBJECT:** BURNABY'S HOUSING NEEDS REPORT

**PURPOSE:** To submit Burnaby's Housing Needs Report for Council's receipt.

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### RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council receive Burnaby's Housing Needs Report as presented in *Attachment A* of this report.
2. **THAT** the Housing Needs Report be published on the City of Burnaby's website as required in the *Local Government Act*.
3. **THAT** the Housing Needs Report be forwarded to the Social Planning Committee for information.

## REPORT

### 1.0 INTRODUCTION

The *Local Government Act* was amended in 2019 April to require all local governments in British Columbia to complete a Housing Needs Report by 2022 April. A Housing Needs Report provides a summary of a City's housing stock and determines the existing and anticipated housing needs. The Report must be updated every five years after it has first been received by Council.

On 2019 November 18, Council authorized staff to apply to the Union of British Columbia Municipalities (UBCM) Housing Needs Reports Program for funding to develop a Housing Needs Report. Funding approval was received from UBCM on 2020 January 28.

On 2020 December 15, a preliminary draft of this Housing Needs Report was presented to the Planning and Development Committee, and received for information and comment. The Housing Needs Report has been updated to incorporate minor changes, and has now been finalized. It provides key insights into housing needs in the community, and projects the number and type of units which will be needed to meet housing demand over the next 5 and 10 years. The report meets all of the requirements of the *Local Government Act* and will be used to inform other City plans, including HOME: Burnaby's Housing + Homelessness Strategy and the Official Community Plan update. The Housing Needs Report is attached as *Attachment A* and is presented for Council receipt.

### 2.0 POLICY FRAMEWORK

The development of a Housing Needs Report supports the recommendations and "Quick Start Actions" outlined in the *Mayor's Task Force on Community Housing Final Report* and supports implementation

by ensuring a deep understanding of housing needs in the community.

The Housing Needs Report further aligns with the following goals and sub-goals of the *Corporate Strategic Plan*:

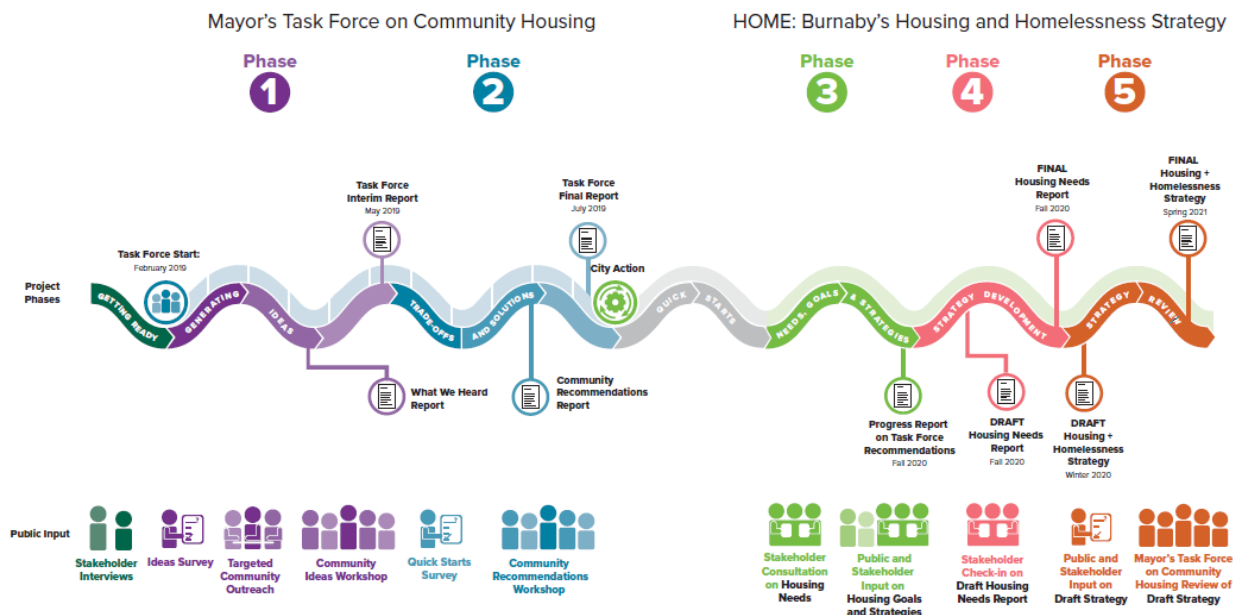
- **A Connected Community**
  - Partnership – Work collaboratively with businesses, educational institutions, associations, other communities and governments
- **An Inclusive Community**
  - Create a sense of community – Provide opportunities that encourage and welcome all community members and create 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 PROCESS

Burnaby's Housing Needs Report was undertaken as part of a larger process to develop HOME: Burnaby's Housing + Homelessness Strategy (the HOME Strategy). This is a continuation of the work begun in 2019 by the Mayor's Task Force on Community Housing to increase the supply, diversity and affordability of housing in Burnaby and to implement the Mayor's Task Force recommendations. An overview of this process is shown in **Figure 1** below.

The Housing Needs Report has been designed to function as a 'data companion' to the HOME Strategy. It provides detailed housing data and projections to support the 10-year housing program that will be set out in the forthcoming HOME Strategy.

**Figure 1: Mayor's Task Force on Community Housing and Home Strategy Process**



The process to develop the Housing Needs Report took place from January to December 2020. Three key tasks were undertaken to complete the strategy, described below:

### 3.1 Data Collection and Analysis

The Housing Needs Reports regulations specify approximately 50 mandatory datasets that must be collected to inform the Housing Needs Report. These include information on population, household income, economic sectors, and current and upcoming housing units. Most of these datasets were provided by the Province and collected by Metro Vancouver to support this work. In addition, the City collected a series of supplementary datasets to provide additional insights to Burnaby's current housing issues. These included information on employment assistance, subsidized housing units, and cross tabulations to understand core housing need by household characteristics. A list of data collected is provided in the Housing Needs Report.

### 3.2 Engagement

Provincial regulations for Housing Needs Reports recommend that local governments engage with a wide range of housing stakeholders to inform them of the process and collect qualitative data on the needs of vulnerable groups. The engagement process used for the Housing Needs Report built upon the community engagement process initiated for the Mayor's Task Force in 2019. First, the issues and ideas collected from the community during Phases 1 and 2 of the Mayor's Task Force process were reviewed, and a stakeholder engagement program was then designed to answer specific questions on housing needs. The list of stakeholders included approximately 150 Burnaby organizations.

Engagement took place from July to October 2020, via a survey, a series of focus groups, lived-experience interviews and a review of written submissions. Due to the COVID-19 pandemic, social distancing measures prevented large group gatherings so all of the engagement took place online. Stakeholders were provided with a preliminary draft of the report in late November to 'check-in' and ensure that their input was accurately represented in the report.

A summary of engagement activities is shown below.

WHAT TYPE OF ENGAGEMENT	WHO PARTICIPATED?	WHEN?
STAKEHOLDER SURVEY	42 Stakeholders, including: <ul style="list-style-type: none"> <li>• Service providers</li> <li>• Federal, Provincial and Local Government staff</li> <li>• Non-profit developers</li> <li>• For profit developers</li> <li>• Special interest and advocacy groups</li> <li>• Health care sector</li> </ul>	July to August 2020
STAKEHOLDER FOCUS GROUPS	9 focus groups with 59 participants, including: <ul style="list-style-type: none"> <li>• Homelessness service providers</li> <li>• Service providers</li> <li>• Non-market housing providers</li> <li>• Developers</li> <li>• Large institutions</li> <li>• Major employers</li> </ul>	September 2020

WHAT TYPE OF ENGAGEMENT	WHO PARTICIPATED?	WHEN?
	<ul style="list-style-type: none"> <li>• Neighbouring governments</li> <li>• Access Advisory Committee</li> </ul>	
STAKEHOLDER INTERVIEWS	11 Stakeholders, including: <ul style="list-style-type: none"> <li>• Post-Secondary institutions</li> <li>• Indigenous housing and service providers</li> <li>• Health sector</li> <li>• Family support services</li> <li>• Newcomer and refugee services</li> <li>• Homelessness services</li> </ul>	September to October 2020
INTERVIEWS WITH PEOPLE WITH LIVED-EXPERIENCE OF HOUSING VULNERABILITY	9 individuals, including: <ul style="list-style-type: none"> <li>• Individuals with experience of homelessness</li> <li>• Individuals with experience of addictions</li> <li>• Individuals with intellectual disabilities</li> <li>• Individuals with physical disabilities</li> <li>• Youth aging out of care</li> <li>• Long term and recent newcomers and refugee families</li> </ul>	July to October 2020
WRITTEN SUBMISSIONS	Tsleil-Waututh Nation	October 2020

### 3.3 Data Analysis

All of the collected data was analyzed to determine current and anticipated housing needs and to better understand local housing issues.

The City established two horizon years for the housing unit projections; 2025, to meet the 5-year target set out by the Province in the legislative requirements for Housing Needs reports, and 2030, to align with HOME: Burnaby's Housing + Homelessness Strategy which has a 10-year planning outlook. The projections to determine the anticipated units needed were based on BC Stats projections which uses a component/cohort survival method. A description of the methodology is given in the appendix of the Housing Needs Report.

Information gathered from the survey, focus groups and interviews was analyzed to understand the challenges and experiences encountered by specific groups seeking housing to meet their needs in Burnaby.

## 4.0 SUMMARY OF FINDINGS

The Housing Needs Report presents findings on core housing needs, current and anticipated housing needs and includes statements summarizing key areas of need for local groups. Key findings include:

### Core Housing Need

- In 2016, there were 16,650 (20%) households in Burnaby in Core Housing Need (living in homes which fall below adequacy, affordability or suitability standards). This included 9,780 renters and 6,870 owners.

- Of the households in Core Housing Need, 6,725 (40%) were considered to be in *extreme* Core Housing Need (living in Core Need *and* spending 50% or more of their income on housing). These households are considered to be at the greatest risk of homelessness.
- Core Housing Need is higher for single people, single parent families and seniors.
- There were 1,805 households in Burnaby on the BC Housing waitlist for non-market housing in 2020. This number has increased by 50% in the last five years.

### Current and Anticipated Housing Needs

- Burnaby is expected to grow by 27,300 residents by 2030.
- It is anticipated that Burnaby will need approximately 15,000 new units over the next 10 years (8,080 by 2025 and 6,860 by 2030) to accommodate this growing population.
- Of the 15,000 new units needed over the next 10 years, 5,740 of these are rental, and 9,400 are owned units.
- Of the total units needed by 2030, approximately:
  - 36% should be studio or 1-bedroom units;
  - 32% should be 2-bedroom units; and,
  - 32% should have 3 or more bedrooms.<sup>1</sup>
- Of the 5,750 rental units needed by 2030, 2,220 units (39%) will be needed by households earning less than \$35,000 per year. Units needed for these and other income groups are shown in the table below.

Household Income Level	Rental Units Needed by 2030	Owned Units Needed by 2030
Very Low: Less than \$35,000	2,220	1,770
Low: \$35,000 - \$59,999	1,310	1,670
Moderate: \$60,000 to \$84,999	1,020	1,490
Above Moderate: \$85,000 to \$109,999	520	1,210
High: More than \$110,000	680	3,260
	<b>5,750</b>	<b>9,400</b>

*Note: Totals in this table are impacted by rounding and may not add up exactly to other totals given in the report.*

- Of the units needed by 2030, the needed units should be approximately allocated as follows:
  - 3,340 in the Northwest quadrant;
  - 3,280 in the Northeast quadrant;
  - 4,910 in the Southwest quadrant; and,
  - 3,510 in the Southeast quadrant.

Based on the number of units recently completed and under construction, Burnaby appears to be keeping up, or even exceeding, the number of units required by anticipated population growth. However, there is a significant shortfall in the type and affordability of units required to address community housing needs. The type of housing that is being built is primarily apartment condominiums that are out of reach for low- and moderate-income households, particularly those with children that require larger units. There is an unmet need for rental housing overall, and rental housing

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<sup>1</sup> This projection does not account for existing housing stock in its composition. It therefore is limited by its assumptions and likely subject to change once a more thorough analysis, that accounts for existing stock and its turnover, is undertaken.

at below-market rates in particular. However, it is important to note that the data does not capture the rental units (market and non-market) that are currently under construction, or are in development approvals, as a result of recent policy and bylaw amendments approved by Council.

### Key Areas of Local Need

Housing Needs Reports are required to identify “Key Areas of Local Need” for the following categories, and these are presented below:

- **Affordable Housing:** The cost of renting and owning has increased considerably in recent years. Purpose-built rentals are relatively affordable for families, but are largely unaffordable for individuals living alone or lone parents. Homeownership is out of reach for most households making the median income. As of 2020, there are 1,805 households on the BC Housing Waitlist.
- **Rental Housing:** The number of renter households are growing in Burnaby. The total supply of purpose-built rental housing declined by 8.8% since 2010. Most Burnaby renter households rent in the secondary market (e.g. suites, rented stratified condos, townhomes, etc.). As of 2019, the vacancy rate was very low, at 1.3%. An estimated 2,620 additional rental units are needed over the next 5 years to meet population growth.
- **Special Needs Housing:** Stakeholders report a high need for more housing options for people with physical or intellectual disabilities. It is challenging for individuals with disabilities who want to live independently to find housing and can take years to find an appropriate unit in a good location (e.g., close to family) that is also affordable at the shelter rate. Many individuals have to seek housing outside of the community. Core housing need is more prevalent in households with someone with a disability. There are 237 households on BC Housing's waitlist for Burnaby seeking non-market housing for people with disabilities.
- **Housing for Seniors:** The senior population is growing in Burnaby and the City anticipates a need for an additional 3,150 beds/units of housing with supports for seniors over the next 10 years. In 2016, 47% of senior-led renter households were in core housing need. As of 2020, 640 senior households were on the BC Housing waitlist. For seniors who require supports, stakeholders reported a need for dementia-friendly facilities and supports to allow people to age in their own community.
- **Family Housing:** Rising unaffordability is impacting families. As of 2020, 695 families in Burnaby are on BC Housing's waitlist, more than any other demographic. The lack of affordable family-sized housing (3+ bedrooms) was heard from stakeholders across sectors. Family-sized rental housing in Burnaby is out of reach for many families with children. Only 5% of primary rental market units have 3+ bedroom units in the City as of 2019. In 2016, 36% of families with at least one child were in core housing need.
- **Shelters and Housing for People at Risk of Homelessness:** The opening of the Douglas Shelter brought a much-needed service to the community, with capacity for 40 people (reduced to 25 due to COVID-19). Stakeholders reported a high need for housing units at shelter rates and subsidies for non-shelter rate housing to help those experiencing homelessness to transition quickly into housing when they are ready and able to do so. As of 2020, there were 90 households on the BC Housing waitlist for shelter-rate supportive



To: Planning and Development Committee  
From: Director Planning and Building  
Re: Burnaby's Housing Needs Report  
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housing in Burnaby. The 2020 point-in-time homeless count conducted by BC Non Profit Housing Association identified 124 individuals without homes and there are an additional 430 estimated hidden homeless in Burnaby.

- **Other Local Groups:** More affordable housing options and support in searching for a home are needed for refugees. Transitional housing is needed for women and children fleeing violence. Increasing unaffordability has put pressure on students and pre-COVID-19 pandemic, there was unmet demand for student housing beds. Stakeholders report that the lack of availability and affordability of rental housing is significantly impacting Indigenous households who are more likely to be renters. Housing is an issue for all family types, and especially for youth aging out of care, those on Income Assistance, low-income families, single parents, Elders, and Métis households in need who may not be connected to Indigenous services.

## 5.0 CONCLUSION

Burnaby's Housing Needs Report provides a detailed review of the City's current and anticipated housing needs. It meets the legislative requirements, as set out in the *Local Government Act* and Housing Needs Reports regulations, by collecting and reporting on key housing data and projected housing needs, and provides a standardized summary of housing needs for comparison with other municipalities and regional districts across the province. It also incorporates stakeholder input to provide a deeper understanding of the issues and challenges facing Burnaby's most vulnerable populations. The information provided in the Housing Needs Report will inform the forthcoming *HOME: Burnaby's Housing + Homelessness Strategy*, and other housing policy that may be developed in the future.

It is recommended that Burnaby's Housing Needs Report be received by Council, and, to meet the legislative requirements for housing needs reports, that it be published on Burnaby's website.

E.W. Kozak, Director  
PLANNING AND BUILDING

SC:sa  
**Attachment**

Copied to: City Manager  
Director Finance  
City Solicitor  
City Clerk