

## Interim Update to the Burnaby Housing Needs Report

October 2024

### Overview

In 2023, the province amended the *Local Government Act* to change the requirements of Housing Needs Reports (HNR). The Act outlines the Interim HNR requirements to be completed by January 1, 2025, which include three amendments to the 2021 HNR, listed below.

1. The estimated number of housing units needed over the next 5 and 20 years calculated using the HNR Method as provided in the Regulation;
2. A statement about the need for housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation; and,
3. A description of the actions taken by the local government, since receiving the most recent housing needs report, to reduce housing needs.

This Attachment satisfies the 2024 interim HNR requirements.

### 1. Estimated Housing Need Over the Next 5 and 20 Years

- The 2021 Census recorded 249,125 people and 101,135 private households in Burnaby.
- There is an average of 2.4 people per household. Out of the 101,135 private households, 60% own their home and 40% rent.
- Between the 2011 and 2021 Statistics Canada reports there was a growth of 14,295 private households, or a 16% growth rate in Burnaby.
- The 2021 Census reports that 18% or 17,735 households are experiencing Core Housing Need (CHN) in Burnaby.
- Out of this count, single person households reflect 44% or 7,940 households experiencing CHN. Additionally, single mothers, refugee-climate-led, indigenous, black-led, and households over the age of 85 have the highest rates of CHN.

The HNR Method estimates a need for additional units in Burnaby as shown below in Table 1. By 2041, Burnaby is estimated to need an additional 74,051 housing units. Of that total estimated need, 22,724 housing units, including ownership and rental units, are estimated to be needed by 2026. The new HNR Method also calculated each housing estimate according to the source of need as outlined in Table 2. These estimates indicate a need for significant housing growth in Burnaby.

**Table 1: Summary of Housing Need Estimates**

Housing Needs Estimates – Burnaby, BC	Housing Need
Total 5-Year Housing Need (2021 – 2026)	22,724
Total 20-Year Housing Need (2021 – 2041)	74,051

*Estimates were calculated with the HNR Method.*

**Table 2: Summary of Housing Need Estimates by Source of Need**

Source of Housing Need	5-year Housing Need (2021 – 2026)	20-year Total Housing Need (2021 – 2041)
Extreme Core Housing Need	1,641	6,564
Persons Experiencing Homelessness	537	1,074
Suppressed Household Formation	428	1,711
Anticipated Household Growth	18,038	56,380
Rental Vacancy Rate Adjustment	136	545
Additional Demand	1,945	7,778
<b>Total New Units</b>	<b>22,724</b>	<b>74,051</b>

*Estimates were calculated with the HNR Method. The above data was prepared by Metro Vancouver.*

### Definitions for Sources of Need

- **Extreme core housing need (ECHN):** refers to private households falling below set thresholds for housing adequacy, affordability or suitability that would have to spend 50% or more of total pre-tax income to pay the median rent for alternative acceptable local housing as defined by Statistics Canada.
- **Persons experiencing homelessness (PEH):** refers to the supply of permanent housing units required for those currently experiencing homelessness. This count is derived from the Province’s Integrated Data Project.
- **Suppressed household formation (SHF):** refers to households that were unable to form between 2006 and 2021 due to a constrained housing environment. For example, a young person may have difficulties and not be able to move out of their parent’s house to form their own household.
- **Anticipated household growth (AHG):** refers to the additional households required to accommodate an increasing population over the next 20 years.
- **Rental vacancy rate adjustment:** refers to the surplus of rental units required to restore local vacancy rates to levels representing a healthy and well-functioning rental market. For the purpose of the HNR a 3% vacancy rate was applied.
- **Additional demand (also referred to as the “demand buffer”):** is the number of additional demands for housing within a community beyond the minimum units to adequately house current and anticipated residents. The demand buffer is a ratio of housing price to housing density. The demand buffer is calculated by multiplying the sum of the housing units for ECHN, PEH, PEH, and Rental Vacancy Rate Adjustments to determine additional local housing demand.

## 2. The Need for More Housing in Close Proximity to Transit

Burnaby is estimated to need over 74,000 new housing units by 2041. As a result, the number of daily trips within and to Burnaby is expected to significantly increase in the coming years. Burnaby will continue to build upon its existing residential framework to develop housing in close proximity to transportation infrastructure.

The residential framework outlined in Burnaby's Official Community Plan (OCP) encourages multi-family housing development near transportation infrastructure, as described in the existing land use framework summarized below:

- **Town Centres** – Burnaby has four Town Centres, including Brentwood, Lougheed, Edmonds and Metrotown. Metrotown is designated as a Regional City Centre under the Metro 2050 Regional Growth Strategy and was adopted as Burnaby's Downtown as part of a new plan in 2017. Town Centres provide for the highest residential and commercial densities in the City and are all served by SkyTrain and the Frequent Transit Network. The four Town Centres are influenced by ten of the 16 Provincially designated Transit Oriented Areas (TOAs) within the city. Aligned with Metro Vancouver's Regional Growth Strategy, Town Centres will continue to accommodate a significant proportion of the City's growth and housing need over the next 25 years, with approximately 50% of residential growth being attributed to its four Town Centres.
- **Urban Villages** – Burnaby has 14 Urban Villages distributed throughout the city, often providing the bridge between Town Centres. Urban villages provide the same mix of residential, employment, and service uses as Town Centres, but to a slightly lower scale. Recent Urban Village Plan updates including Lochdale, Bainbridge, Royal Oak, and Cascade Heights have proposed a higher order of development from that envisioned in the 1998 OCP allowing for higher mid-rise forms up to 20 storeys, while maintaining opportunity for ground oriented townhousing and low-rise apartments. All of the Urban Villages are served by the Frequent Transit Network, but many of them, such as Bainbridge, Royal Oak, Holdom and Brighton, are served by SkyTrain.
- As prescribed by Provincial legislation, the R1 - Small-Scale Multi-Unit Housing (SSMUH) Zoning District was adopted by Council prior to June 30, 2024, allowing for up to four units on a residential lot, with six units permitted per lot for those located within 400 m of frequent transit service. In addition, Burnaby permits row housing within the R1 District without the need for rezoning or development permitting. This allows for further housing choice for residents, providing opportunities for both owner and renter families.
- Burnaby has currently proposed a new drafted Land Use Map with higher density housing around existing town centres and urban villages, while adding new medium-density growth along transit corridors and in local neighbourhood centres. The proposed Land Use Map incorporates the provincially mandated TOAs, providing for increased housing capacity within the 16 identified TOAs and portions thereof located within Burnaby. Under the existing zoning, 31% of Burnaby's residential land base is located within 800m of a Skytrain location and

40% is located within 400m of the frequent transit bus service. Under the proposed OCP Land Use framework, 29% of Burnaby’s residential land based would be located within 800m of a SkyTrain location and 45% within 400m of the frequent transit bus service.

### 3. Actions Taken to Reduce Housing Need

Since adopting the 2021 HNR, Burnaby has been tackling the complex challenge of addressing the housing crisis to reduce housing needs across the community. This section highlights both a summary of the unit growth in Burnaby as well as policy and program actions taken by the City between January 1, 2021, and June 30, 2024, to address and reduce housing needs.

#### A) Unit Growth

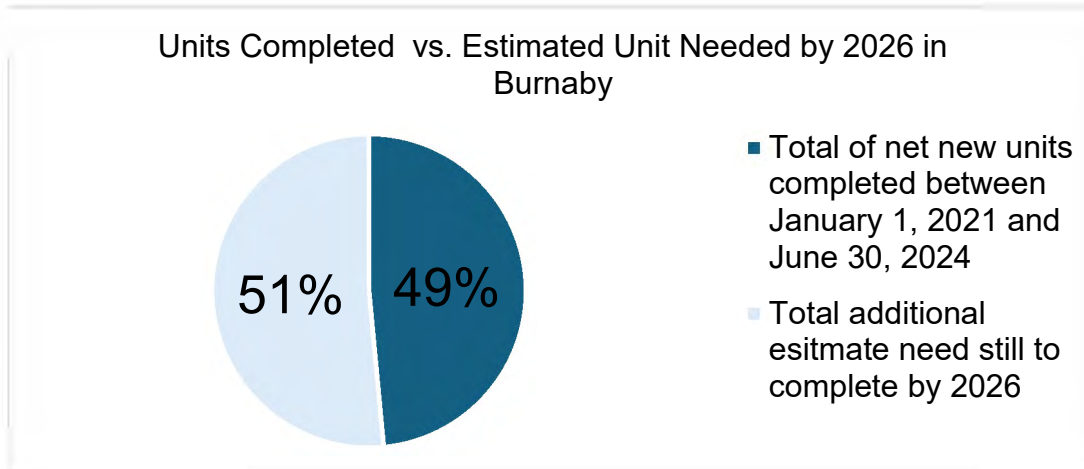
Between January 1, 2021, and June 30, 2024, 11,076 net new units completed construction within Burnaby (Table 3). The number of units demolished during this same time period have been subtracted from the total to achieve the net new unit count.

**Table 3: Units Achieved in Burnaby Between January 1, 2021, and June 30, 2024.**

<b>Units Completed Construction</b> January 1, 2021 – June 30, 2024	
Units	11,912 Units
Demolitions	836 Units
<b>Net New Units</b>	<b>11,076 Units</b>

Burnaby is estimated to need 22,724 new units by 2026 to meet estimated housing need. As of June 2024, the number of net new units completed (11,076) achieves just under 50% of the estimated housing need as displayed in Figure 1.

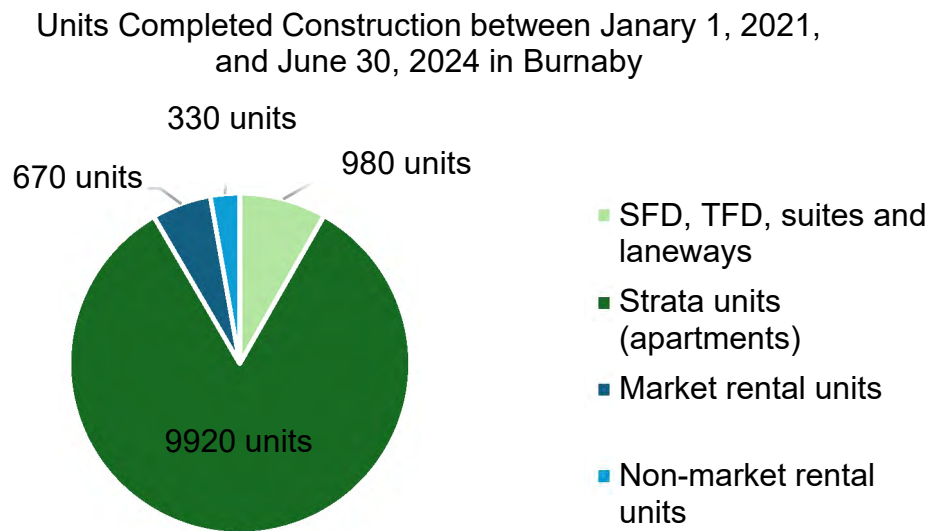
**Figure 1: Units Completed Between January 1, 2021, and June 30, 2024**



Burnaby has achieved the following units by tenure.

- Between January 1, 2021, and June 30, 2024, 91% of units that completed construction were ownership units (green) and the remaining 9% of units were purpose-built rental units (blue) in Figure 2.
- 10,904 of the units are ownership units (including condominium apartments, single-family units, duplexes, suites, and laneway homes), some of which have been rented within the secondary rental market; and
- 1,008 of the units are purpose built rental units (including market and non-market units).
- purpose-built rental units account for 670 market rental units and 330 non-market rental units.

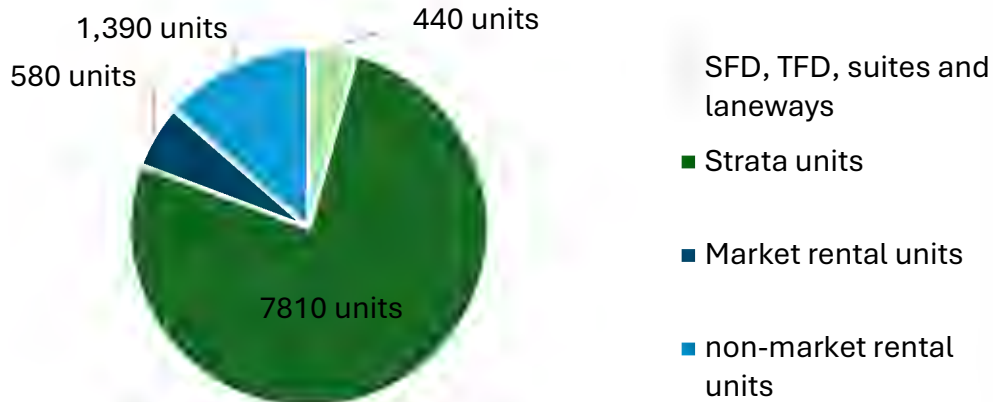
**Figure 2: Units Achieved in Burnaby by Tenure**



As of June 30, 2024, 10,228 units have received the necessary requirements to start construction. The total number and type of units under construction is displayed in Figure 3.

**Figure 3: Units Currently Under Construction by Tenure**

Units Currently Under Construction as of June 30, 2024 in Burnaby



**B) Policies and Programs to Reduce Housing Need**

In addition to housing growth, Table 4 highlights policies and programs that Burnaby has completed between January 1, 2021, and June 30, 2024, to address housing needs.

**Table 4: Policy and Program Actions Taken to Address Housing Need in Burnaby**

Topic	Action	Year Accomplished
Housing Choices	Adopted bylaw amendments to permit laneway homes and suites in semi-detached homes. As of June 30, 2024: <ul style="list-style-type: none"> <li>65 laneway homes are under construction</li> <li>61 laneway applications in review</li> <li>3 applications for suites in duplexes in review</li> </ul>	2024
	Adopted bylaw amendments to permit Small Scale Multi-Unit Housing of 3-6 units on all single and two-family lots as required by provincial legislation.	2024
	Amended Official Community Plan to permit housing on institutionally designated sites.	2021
	Adopted Short Term Rental regulations to support the use of housing for long term rental purposes.	2021
Affordable Housing	Burnaby continues to lease City-owned sites to non-profits and other orders of government at nominal rates for the development of non-market housing. <ul style="list-style-type: none"> <li>5 non-market housing projects completed construction since 2021</li> </ul>	ongoing

Topic	Action	Year Accomplished
	<ul style="list-style-type: none"> <li>• 5 non-market housing projects are under construction</li> <li>• 5 projects are in the rezoning process</li> </ul>	
	Reduced parking requirements for residential uses in proximity to transit and for rental units across the city.	2023
	Burnaby supported a contribution to help purchase two co-operative housing buildings to protect existing affordable housing.	2022
	Over \$45 million dollars in capital grants from the Community Benefit Bonus Affordable Housing Reserve have been approved to support the development of non-market housing projects.	2021-2024
Rental Housing	Implementation of Rental Use Zoning Policy has resulted in new market and non-market rental housing since 2021. As of June 30, 2024, Burnaby has over 19,000 rental units at all stages of the development process construction.	2024
	Implementation of Tenant Assistance Policy <ul style="list-style-type: none"> <li>• 683 tenants eligible for financial compensation have been relocated to interim housing</li> <li>• 49 replacement units were offered to eligible tenants.</li> </ul>	2024
Homelessness	Opened a 40-bed temporary winter shelter on City-owned land.	Ongoing
	Council endorsed the Final Report of the Mayor’s Task Force on Unsheltered Community Members which outlines 13 proposed recommendations to address homelessness.	2024
	Leased City land to BC Housing for the purpose of operating an Emergency Response Centre during the Covid-19 pandemic.	2021
Housing Authority	Established the Burnaby Housing Authority to facilitate the development of non-market housing units in Burnaby.	2024
Community Plans	The Bainbridge and Lochdale Community Plans were Adopted in 2022. These Community plans provide a greater variety of housing opportunities at different scales and forms.	2022

<b>Topic</b>	<b>Action</b>	<b>Year Accomplished</b>
Development Approvals Processing	Completed a Development Approvals Process (DAP) review to identify ways of reducing processing times for development applications and permitting. The City is now working on the DAP implementation.	2024