



Your Voice. Your Home.

Meeting the Housing Needs of Burnaby Residents

Mayor's Task Force on Community Housing

Interim Report

May 8, 2019

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Acknowledgements

The Task Force wishes to thank all those who have contributed to our work to date:

- The 2,300+ Burnaby residents who participated in the public engagement process Your Voice. Your Home and shared their perspectives with us.
- The SFU Morris J. Wosk Centre for Dialogue whose staff have ably facilitated Task Force meetings and led the Your Voice. Your Home. public engagement process.
- Ten Community Student Ambassadors who hosted informal community meetings as part of the Your Voice. Your Home. process.
- Five presenters from peer jurisdictions who shared with us their experiences and learnings.
- Nine experts who provided us with their views on the way forward to address Burnaby's housing challenges.
- One housing consultant who wrote the Task Force report and assisted City staff.
- Staff in the City's Planning Department, Communications Department, and Clerk's Office who have worked tirelessly to support the Task Force.

We are grateful for your contributions.

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Mayor's Introductory Remarks



Housing affordability is a critical issue for residents and businesses in the City of Burnaby, with many people struggling to find or retain homes that meet their needs and fit their budgets. Business owners in many sectors raise the issue of workforce supply as the people they need to operate their enterprises seek homes beyond Burnaby's borders.

The depth of the housing crisis requires a new approach, one that includes both the perspectives of the people who require homes, and those who build them. Gaining access to a broad range of perspectives and providing the means for open discussion and innovative, solutions-based ideas is the reason I created the Mayor's Task Force on Community Housing.

I am pleased to receive the Task Force's interim report on their work and the input they have received from the public through *Your Voice. Your Home*. While the Task Force has further work to complete in the coming months, this report represents considerable time and effort on the part of participants and City of Burnaby staff.

On behalf of Burnaby Council, I would like to thank the Task Force members, the Morris J. Wosk SFU Centre for Dialogue for their professional guidance and ongoing efforts, and City staff for supporting the work of the Task Force.

Chair Calendino's Remarks



I am pleased to present the Mayor's Task Force on Community Housing Interim Report. As Task Force Chair, I have been honoured to have a role in ensuring the deliberations of this dedicated group of diverse individuals meets the City's governance requirements.

This report summarizes the work of the Task Force in its first five meetings and represents preliminary ideas generated by Task Force members, invited experts, and the community at large. The Task Force is looking forward to more in-depth discussion of these ideas in the forthcoming meetings and the development of a set of recommendations for Council consideration.

Throughout this first phase, the Task Force has been guided by public input gathered through face-to-face contact, an online survey and a public workshop. Further input will be provided by the Community Recommendations Workshop before the Task Force prepares their final report to Council in late July.

I am confident that the process we are following will deliver new and effective approaches to addressing Burnaby's critical need for an affordable housing strategy. I look forward to the coming months and expect the final report will provide the direction that Council needs to take action.

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Table of Contents

- Executive Summary 9
- 1. What is the Mayor’s Task Force on Community Housing? 13
- 2. Why is this Work Important? 16
- 3. How Did We Work Together?20
- 4. What Did We Hear from the Public?22
- 5. What “Quick Starts” are Recommended?25
- 6. What’s Next?35
- 7. Appendix A36
- 8. Links38



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Executive Summary

The Task Force

Following the municipal election in November 2018, the newly elected Mayor and Council moved quickly to create the Mayor’s Task Force on Community Housing (“Task Force”). The Task Force is an 18-member Select Committee of Council with a mandate, over six months:

To provide recommendations to Burnaby City Council on innovative policies, directions and specific initiatives, to increase the supply, diversity and affordability of housing in Burnaby.

Interim Report

This Interim Report is a progress report to Council as we reach the halfway mark in our deliberations. It summarizes what we have done and what we have heard, and presents our recommendations to Council on “Quick Starts”. Our Terms of Reference mandate that we provide Council with recommended “Quick Starts” early on in our process. While this was not an easy assignment, we found general agreement on a range of ideas. Our goal was to bring forward recommendations that met the definition of a “Quick Start” and went beyond the policy work that Council has previously directed staff to develop (see “Policies in Motion,” Appendix A <https://www.burnaby.ca/Assets/city+services/planning/Housing+Task+Force+Policies+in+Motion.pdf>).

Your Voice. Your Home Public Engagement Process

To inform the work of the Task Force, the City has engaged the SFU Morris J. Wosk Centre for Dialogue to independently design and facilitate a public engagement initiative, called *Your Voice. Your Home*. This initiative provides opportunities for community members to share ideas, concerns, and recommendations and to engage with one another to find workable solutions. The Task Force’s work has been informed by the recently released *Your Voice. Your Home. What We Heard* report www.burnaby.ca/yourvoice-wwhr, which outlines community perspectives on housing challenges and solutions gathered in the first phase of engagement.

A Quick Start ...

- Addresses a housing need for Burnaby residents;
- Is actionable within a 6-month period;
- Is broadly linked to a Policy in Motion;
- Is ideally within the City’s jurisdiction;
- Advances one or more longer-term objectives

Who We Are Serving

Out of the engagement process, the SFU Morris J. Wosk Centre for Dialogue created housing profiles that represent people at different points in a typical housing lifecycle. For example, “Samantha” is a young, single renter, whereas “Benny” represents the housing challenges of seniors. These names and housing personas are used throughout this report to illustrate community housing needs and to link Quick Starts with who they are intended to serve.

Housing Challenges

We heard that as a consequence of significant population growth, a lack of provincial and federal funding for affordable housing, and rezoning of older, multi-family apartment buildings in Town Centres, Burnaby is in the midst of a rental housing crisis that has disrupted many tenant’s lives. We also heard that there are too few small-scale, ground-oriented housing options that young families can afford, or that are suitable for empty nesters who wish to stay in their family-oriented neighbourhoods. There is a sense that Burnaby must restore a balance of housing types, tenures, and affordability by creating more housing options for people to live and work here – be they renters or home owners.

Task Force Process

The Task Force work is facilitated by SFU Morris J. Wosk Centre for Dialogue Executive Director Shauna Sylvester. The Task Force is following a two-part process – Phase 1 (Generating Ideas) and Phase 2 (Trade-offs and Solutions). Each phase has three steps: orientation, generating ideas, and deliberation. We have met five times to date and are moving very quickly. We have spent time learning about: Burnaby’s context and housing challenges; experiences of other jurisdictions; and experts’ opinions on recommended directions for Burnaby. We have also considered solutions suggested by the community through the *Your Voice. Your Home.* engagement process, and generated our own ideas for housing actions. We then deliberated on which ideas merited inclusion as a recommended Quick Start.

Recommended Quick Starts

This Interim Report presents Council with our 10 recommended Quick Starts (summarized below). These Quick Starts respond to the issues that residents raised in *Your Voice. Your Home.* The Quick Starts cover both rental and ownership housing; a range of housing forms from single-family homes to apartments; the role of both the private market and non-profit housing sector; and the needs of people in various stages of a typical housing lifecycle.

| QS # | QUICK START TITLE | DESCRIPTION | WHO IT SERVES |
|--|---|---|---|
| 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. | People experiencing or at risk of homelessness |
| 2 | Regulate Short-term Rental Housing | Prioritize the City's current review of options to regulate short-term rental housing (e.g., Air BnB). | Renters |
| 3 | Adopt a Robust Tenant Assistance Policy | The Task Force endorses a robust Tenant Relocation policy. Detailed recommendations to follow in the Final Report. | Renters |
| 4 | Establish a Rent Bank Using Housing Fund \$ | Create a rent bank providing no-fee loans for low-income renters. | Renters, particularly those with lower incomes |
| 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. | Renters, particularly those with lower incomes |
| 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. | Renters, especially those with low income and/or special needs |
| 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. | Renters, especially those with low income and/or special needs |
| 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. | Renters and homebuyers wanting to live in modest sized, ground-oriented housing |
| 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. | Could provide a new funding source for affordable housing |
| 10 | Gather Data on Empty Homes | Obtain data from BC Assessment and/or other sources to determine the number of empty homes in Burnaby. | Renters |

Next Steps

Our next steps will be to continue to follow (and participate in) the *Your Voice. Your Home.* community engagement process and to delve into the hard work of developing long-term recommendations to present to Council in July 2019.

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1. What is the Mayor's Task Force on Community Housing?

Following the municipal election in November 2018, in consideration of the urgent need to address affordable housing concerns in Burnaby, the newly elected Mayor and Council moved quickly to create the Mayor's Task Force on Community Housing ("Task Force"). Mayor Hurley gave the Task Force a broad mandate: to ensure that all Burnaby residents have suitable and affordable housing. This means housing suitable for households in different ages and stages of life and a full range of housing options along Burnaby's housing continuum.

The Task Force is an 18-member Select Committee of Council with a mandate:

To provide recommendations to Burnaby City Council on innovative policies, directions and specific initiatives, to increase the supply, diversity and affordability of housing in Burnaby.

Guiding Principles

Our Terms of Reference provide the following guiding principles for Task Force deliberations:

- Ensure Burnaby provides opportunities for persons across all income levels, ages and abilities, to live and work in our City.
- Recognize the importance of maintaining a diverse community and create a space where all are welcome.
- Ensure that families of all sizes and types and needs have a place in Burnaby.
- Ensure that new housing will strengthen neighbourhoods, bring people together, and build an even more sustainable community.
- Work collaboratively with all levels of government, businesses and the community to achieve positive results.

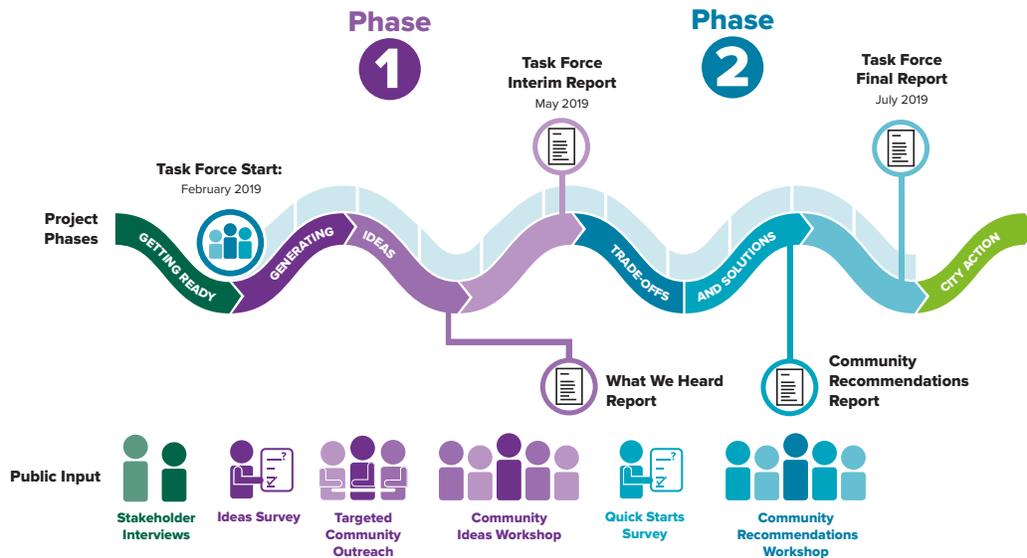


Membership

Our 18-member Task Force is diverse, including representation from housing advocates, local unions, co-operative housing organizations, developers, builders, and renters as well as City Council. The Task Force members are:

| | |
|------------------------------------|------------------|
| Councillor Pietro Calendino, Chair | Paul Holden |
| Mayor Mike Hurley, Vice Chair | Beau Jarvis |
| Councillor Sav Dhaliwal | Dr. Paul Kershaw |
| Councillor Joe Keithley | Brian McCauley |
| Councillor James Wang | Anne McMullin |
| Thom Armstrong | Murray Martin |
| Mike Bosa | Kari Michaels |
| Patrick Buchannon | Claire Preston |
| Lois Budd | Daniel Tetrault |

More information on the Task Force members can be found at www.burnaby.ca/mtfch-members.



Timeline

Council gave the Task Force an ambitious timeline, requesting an Interim Report to Council identifying short-term actions towards housing affordability within three months. This report will be followed by a final report to Council in July 2019.

Task Force Process

The Task Force work is facilitated by SFU Morris J. Wosk Centre for Dialogue Executive Director Shauna Sylvester. The Task Force’s process is in two phases: Phase 1 (Generating Ideas) and Phase 2 (Trade-Offs and Solutions). Its work is being done in parallel with a process to gain public input called *Your Voice. Your Home*. Each phase has three steps: orientation, generating ideas, and deliberation on quick starts and long-term recommendations. We have met five times to date and are moving very quickly. We have spent time learning about Burnaby’s housing context and challenges, the experiences of other jurisdictions, and experts’ opinions on recommended directions for Burnaby. We have received the *Your Voice. Your Home. What We Heard Report* on the results of the first phase of public input. We’ve considered a range of approaches and actions and generated our own ideas for Quick Starts. We then deliberated on which ideas merited inclusion as a recommended Quick Start.

What Is the Interim Report?

This document is a progress report to Council as we reach the half way mark in our deliberations. It summarizes what we have done and what we have heard, and presents our recommendations to Council on “Quick Starts”.

“Affordable” is defined as housing that costs no more than 30% of a household’s gross income. In this report, “affordable” is a broad term that refers to:

- housing with affordability provisions, such as rent limits or resale restrictions, which make it affordable to specified income levels. The affordability provisions will generally be specified in a housing agreement or the terms of a government funding program.
- rental housing, such as purpose-built rental apartments and secondary suites, that tends to be affordable for a range of income levels.

Non-market housing refers to housing that is owned or operated outside of the private market, under the terms of a housing agreement, government funding program, or other means. Typically, non-market housing is operated by non-profit societies, housing co-operatives, or public agencies and the rents are offered at below market rents.

2. Why is this Work Important?

Like other cities in Metro Vancouver and around the world, Burnaby is challenged to achieve a suitable, diverse and affordable housing supply for residents of all ages and stages. To understand the challenges in Burnaby, we:

- reviewed community input in the *Your Voice. Your Home. What We Heard Report* www.burnaby.ca/yourvoice-wwhr
- heard presentations and read thought pieces from housing experts; and
- received information from City staff, including answers to our questions.

From all of this information, we identified the following key challenges:

- the **high cost of homes for sale**, which in the last three years has risen faster than household incomes:
 - a 42% increase for detached homes, particularly affecting young families; and
 - an 83% increase for apartments, affecting first time homebuyers;
- **tenant displacement** and **loss of affordable purpose-built rental units** due to redevelopment of existing market rental buildings for strata buildings;
- **insufficient supply of new market rental housing**, resulting in continued **low vacancy** rates, which make it hard for students, singles, couples, seniors and others on low to moderate incomes to find suitable rental homes (See Figure 3);
- **insufficient supply of non-market housing** after many years with no senior government funding for new social housing. **Long waitlists** exist for non-market rental housing (See Figure 2);
- **limited choice of housing types and forms** -- for example, townhouses form only 9% of Burnaby’ housing stock, limiting options for young families and empty nesters who cannot or do not wish to purchase single detached homes;
- **a lack of supportive housing options** for individuals with special needs such as seniors and people with disabilities;
- **the challenge of reducing homelessness**; at last count, 69 people were homeless in Burnaby, with many more likely uncounted.

Figure 1

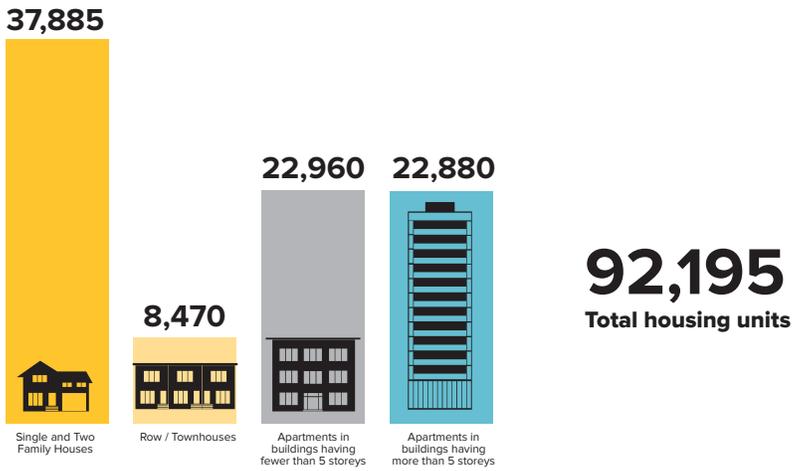


Figure 2

BC Housing Waitlist, Burnaby
2012-2018

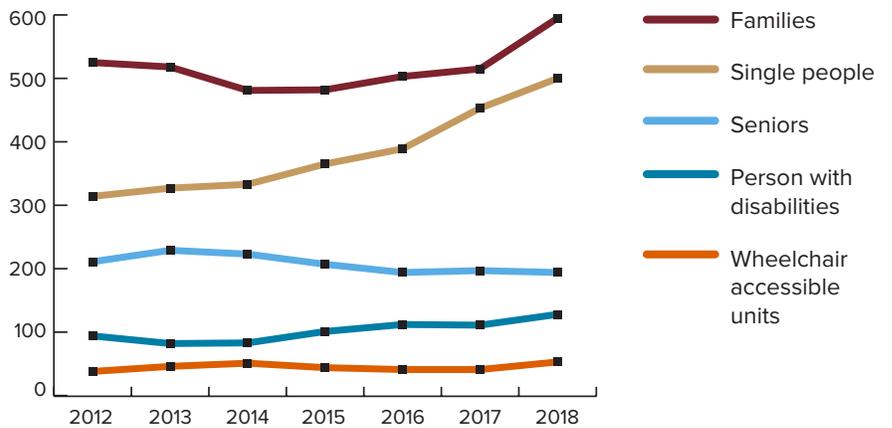


Figure 3



In this interim report, we cannot possibly do justice to the nature and extent of the housing supply, diversity and affordability issues facing Burnaby residents here. We can however point readers to some of the materials we have been provided: *Burnaby Housing Fact Sheets*, *Presentation: Burnaby Housing Overview* and the *What We Heard Report*.

The Burnaby Housing Story

As we explored the history of housing in Burnaby, we gained a better understanding of how Burnaby has addressed population growth over the last 70 years, and insight into our task of ensuring housing opportunity in the future.



Missing middle housing

refers to small scale, ground-oriented multi-family housing forms like duplexes, triplexes, fourplexes, townhouses, and row houses. In Burnaby and other cities, single family and apartment housing forms tend to predominate. Missing middle housing can be more affordable than single detached homes due to its small scale. This housing form can be fee simple, strata ownership or rental tenure. These housing types are popular with young families who cannot afford single family homes, and empty nesters looking for a smaller home.

In the post-World War II period, Burnaby was recognized as a working-class community of largely suburban single-family households and neighbourhoods. Our city was known in the region for balancing the needs of families with others through the construction of affordable rental housing and purpose-built market rental housing.

In the last few decades, rapid growth and urbanization throughout the region have changed Burnaby, particularly in its Town Centres. At the same time, preservation of existing single family neighbourhoods has limited the development of “missing middle” forms of housing, such as fourplexes, townhouses, and rowhouses. Reductions in federal and provincial funding and tax incentives for affordable housing have also changed Burnaby’s housing inventory. Existing affordable housing has aged with very little new stock created, and much new housing is unaffordable to many residents.

Recently, however, renewed funding for affordable housing and new initiatives at all levels of government and in the non-profit, community housing, and private sectors are providing opportunities to restore the balance of housing in Burnaby. The history of housing in Burnaby is an important piece of the puzzle that we are addressing in our work.

Housing Policies in Motion

Early on in the Task Force process, as part of our orientation, staff presented us with information on existing City housing policies and programs as well as housing policies that are under development (called “Policies in Motion”), see Appendix A. These policies and their relationship with recommended “Quick Starts” are discussed in Section 5.

Provincial and Federal Housing Funding Resumes.

After 30 plus years with little senior government funding for new affordable housing, both the federal (National Housing Strategy) and provincial governments (Homes for BC: A 30 Point Plan) have introduced new housing strategies and new funding and financing programs for new non-profit housing, cooperative housing and other types of affordable housing.

3. How Did We Work Together?

The Task Force work is facilitated by SFU Morris J. Wosk Centre for Dialogue Executive Director Shauna Sylvester. Shauna is responsible to the City of Burnaby for ensuring we carry out our mandate as per our Terms of Reference. SFU is ably supported by City of Burnaby planning staff who provide us with background information, answers to our questions, and presentations on important foundational material. In our first three months, we have also invited housing experts from the community and other cities to help orient us to new ideas and think about current and future housing options.

While each of us reflect a diversity of backgrounds, perspectives and experiences, we recognize that our first and foremost responsibility is to the residents of Burnaby. We have spent hours learning about the housing needs of the people of Burnaby. We have reviewed the results of *Your Voice. Your Home.* consultations and incorporated the *Your Voice. Your Home. What We Heard Report* into our deliberations. We have also reviewed existing Burnaby housing policies and the Policies in Motion.

We have met five times to date, and have completed the first phase of our work, which has consisted of orientation, generating ideas and deliberation on Quick Starts.

In our orientation phase, we learned about the housing needs of the people of Burnaby, how we are currently meeting those needs and some of the gaps we need to fill. We also learned about the events, the people and the processes that have shaped our housing policy in Burnaby, and we learned about how other cities are approaching housing.

Through our generative stage, we brainstormed ideas, discussed different approaches to housing and reviewed what citizens said through the *Your Voice. Your Home.* process. We have examined our own understandings and interests in housing, and we have listened deeply to the various voices that are and are not reflected at the Task Force table.

We have spent time in deliberation, in small groups and as the full Task Force,



to determine where agreement lay among us on the Quick Starts under consideration and to establish priorities for the Quick Starts included in this report.

The Quick Starts we are recommending are generally supported by all three streams of input - what we heard from the public, Task Force ideas and the City's Policies in Motion. The 'Quick Starts' reflect the beginning of our thinking, not the end. We look forward to continuing to learn from residents through the Community Recommendations Workshop, from staff and from each other as we further develop the solutions that will best serve the people of Burnaby.

Below is an overview of each of our meetings. As you will see, we have moved very quickly, sometimes too quickly for some of us. And while it hasn't always been smooth sailing, the dedication of each member to our collective task is clear.

| MEETING NUMBER | DATE | PHASE | THEME |
|----------------|----------|------------------|--|
| Meeting 1 | Feb 27 | Orientation I | Introduction and Context |
| Meeting 2 | March 14 | Orientation II | Understand Past, Present and Future Opportunities |
| Meeting 3 | Mar 27 | Generating Ideas | Draw Information from Public, Other Jurisdictions and Thought Leaders, Generate Ideas for Quick Starts |
| Meeting 4 | Apr 10 | Deliberation I | Consider Long Term Objectives, Review and Select Quick Starts |
| Meeting 5 | May 1 | Deliberation II | Review and Revise Draft Interim Report, Identify Areas for Research/Analysis for Long-term Recommendations |

If you would like to read more about our process, all Task Force agendas, minutes, and all open presentations are posted on the Task Force webpage. (www.burnaby.ca/mtfch)

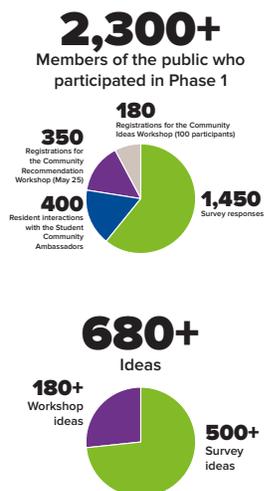
4. What Did We Hear from the Public?

In February 2019, the City of Burnaby engaged the SFU Morris J. Wosk Centre for Dialogue to independently design and facilitate a public engagement initiative on pressing housing needs, called *Your Voice. Your Home*. It provides opportunities for community members to gather and share ideas, concerns, and recommendations and engage with one another to find workable solutions. This initiative is running parallel to the Task Force, and the SFU Morris J. Wosk Centre for Dialogue is reporting to the Task Force every step of the way, so that we are well-versed on early findings. In addition, we have been able to provide our input on ways to strengthen engagement.

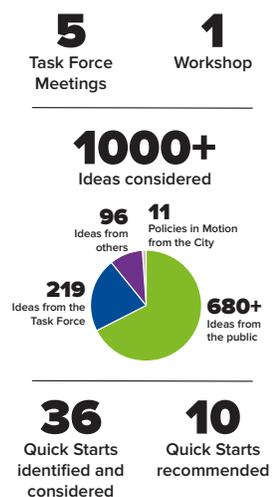
Engagement Process

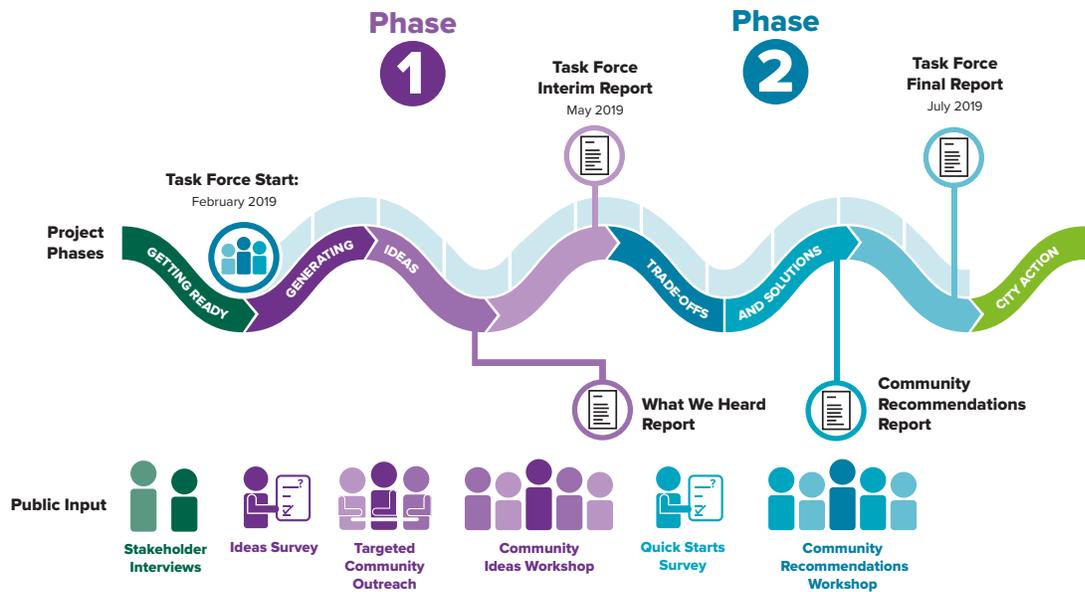
Phase 1: Generating Ideas The purpose of Phase 1 was to collect as many ideas as possible, from as many people as possible, with an emphasis on a diversity of views. Engagement opportunities included a Community Ideas Workshop, an online survey and targeted community outreach through Community Student Ambassadors. Phase 1 of *Your Voice. Your Home*. has just completed, and the results are collected

Your Voice Your Home



Task Force





in the *Your Voice. Your Home. What We Heard Report* (Attachment C). Phase 1 engaged over 2,300 individuals. Highlights from their comments are provided below.

Phase 2: Trade-offs and Solutions will build upon ideas from Phase 1, consider different options, and evaluate trade-offs. Task Force members are looking forward to the Community Recommendations Workshop, planned for May 25, 2019. The conclusion of Phase 2 will result in a Community Recommendations Report.

Highlights of Engagement Findings

The *Your Voice. Your Home. What We Heard Report* highlighted the following key housing challenges and solutions raised by Phase 1 participants:

Housing Challenges

- Not enough affordable rental housing, especially for specific population groups
- Lack of certain sizes and types of housing
- Speculative buying and foreign capital raising ownership prices
- Disconnect between home prices and incomes, versus the quality of available housing
- Loss of sense of community and quality of life
- Risk of demovictions

Housing Solutions

- Strengthen government housing oversight and regulation
- Demand accountability from developers
- Convert/rezone single family units to multi-family units
- Allow laneway homes
- Encourage densification in strategic areas
- Stop demovictions

Our recommended Quick Starts are intended to begin addressing these challenges and moving towards these solutions.

Housing Profiles and Personas

To illustrate the diverse housing experiences of Burnaby residents, the SFU Morris J. Wosk Centre for Dialogue developed composite housing profiles of fictional residents based on survey and interview data. We believe these “people” are a good way of remembering who the Task Force is serving. They are used throughout this Interim Report.

BURNABY HOUSING PROFILE



“Our lot is too large for us seniors, about 7700 sq. ft. Our children grew up in this neighbourhood so we don’t want to move too far away. Ideally, we want to have [our home] zoned to build a duplex to rent out but with the zoning restrictions it would be hard to do.”

Name: Karl

Age: 72

Housing Type: Homeowner

Housing Experience: Karl lives in his single-family home with his wife, Angela. Both their children have moved out of the house, so they have a lot of extra space. Karl and Angela would like to move into an affordable, smaller home in their neighbourhood or re-zone their current single-family home.



A typical housing lifecycle can be represented by eight common “personas” that describe distinct ages or stages of a person’s life. We have linked these housing personas with the housing profiles (see below). For example, “Samantha” is a single renter, whereas “Benny” represents the housing challenges of seniors.

| STUDENT | SINGLE | YOUNG FAMILY | PERSON EXPERIENCING HOMELESSNESS | MATURE FAMILY | COUPLE | EMPTY NESTER | SENIOR |
|---|---|---|---|---|--|---|---|
|  |  |  |  |  |  |  |  |
| JEREMY, 26 | SAMANTHA, 27 | KIM, 36 | SUE, 41 | AISHA, 45 | ROSETTE, 51 | KARL, 72 | BENNY, 69 |

5. What “Quick Starts” are Recommended?

Our Terms of Reference mandates that we provide Council with recommended “Quick Starts” early on in our process. While this was not an easy assignment, we found general agreement on a range of ideas. Many of our early ideas were similar to those raised by the public in the *Your Voice. Your Home. What We Heard Report*, and to Policies in Motion already initiated by Council and under development by staff. In fact, we had strong opinions about specific Policies in Motion, and we are providing Council with guidance on these in this report. We look forward to having more time for focused deliberations on our long-term recommendations over the next three months.

Quick Starts were identified through a process of idea generation and idea refinement. We gathered our ideas (from Task Force members, from experts, and from community engagement) into a master list of Quick Starts. These Quick Starts were grouped into 32 similar ideas. We then compared these ideas with the Policies in Motion and other ideas that emerged through the public engagement process to understand where we had alignment. We then discussed, debated and refined our list of “Quick Starts” through small group and full Task Force roundtable discussions. Our goal was to bring forward recommendations that met the definition of a “Quick Start” and went beyond the City’s Policies in Motion.

Quick Starts

The remainder of this section outlines our 10 recommended Quick Starts, divided into four sections:

- Rental Housing
- Housing Partnerships
- Land Use, Zoning and Approvals
- Research

The Quick Starts are provided in no particular order (not in order of priority)

The Quick Starts cover both rental and ownership housing; a range of housing forms from single-family homes to apartments; the role of both private market and non-profit owners and developers; and the needs of a variety of housing personas.

They are by no means comprehensive. We had other Quick Start ideas, but did not include them here because we needed more time to consider them or viewed them as unrealistic in the six-month Quick Start time frame. We will deliberate on these ideas for our final report.

A Quick Start ...

- Addresses a housing need for Burnaby residents;
- Is actionable within a 6-month period;
- Is broadly linked to a Policy in Motion;
- Is ideally within the City’s jurisdiction;
- Advances one or more longer-term objectives

Quick Starts for Rental Housing

1. Create a Modular Housing Strategy

WHAT: This Quick Start encourages further partnerships with BC Housing’s Rapid Response to Homelessness Program, including the use of City land for new modular housing. It also supports the City’s broader response to homelessness (Policy in Motion #1) and recommends that this Policy in Motion be given high priority.

WHY: Modular housing is a way to quickly accommodate, on a longer-term basis, people facing homelessness. The creation of new warming centres and temporary shelters is also important for meeting the immediate needs of Burnaby’s homeless population.

CONTEXT: Currently, 52 supportive housing units for those experiencing or at risk of homelessness have been approved at 3986 Norland Avenue, and the City is working to improve its response to homelessness, by establishing warming centres and exploring opportunities for year-round shelters (Policy in Motion #1). The Task Force supports this direction and further recommends that Council should consider more such projects to address the housing needs of Burnaby’s most vulnerable residents.

WHO SERVED: This Quick Start would serve residents like “Sue,” who are homeless or at risk of homelessness.

BURNABY HOUSING PROFILE



"I am embarrassed to ask friends for more help. There isn't enough social housing for people with extremely low incomes. Everyone should be able to have a safe secure home that they can afford."

Name: Sue

Age: 41

Housing Type: Homeless/Renter

Housing Experience: Sue has lived in Burnaby most of her life. She usually shares accommodation with strangers but this makes her feel unsafe as a domestic abuse survivor so she moves frequently. Sue occasionally works at restaurants and receives a \$375 shelter allowance but still cannot afford rent. She has been on a waitlist for social housing for three years. Sue wants more affordable social housing to be built so that she can have a safe, permanent home.

SFU MORRIS J. WOSK
CENTRE FOR DIALOGUE

2. Regulate Short-term Rental Housing

WHAT: This Quick Start supports Policy in Motion #11 (Short Term Rental Review) which is exploring approaches for regulating short term rentals (e.g. AirBnb, VRBO, Home Away). It recommends that this Policy in Motion be given high priority. It further recommends that Council adopt regulations to restrict short term rentals informed by the City of Vancouver’s approach to ensure that private rental housing supply is available to meet local needs.

WHY: Regulating short-term rental housing preserves rental housing inventory, ensuring that rental housing units are available for local renters on a long-term basis.

CONTEXT: The City of Vancouver’s policy balances the needs of homeowners for additional income with the preservation of rental housing by restricting short term rentals to homes or rooms that are a principal residence and are rented for less than 30 consecutive days at a time, through a business license process. Many cities around the world are struggling with this issue and exploring similar policies to ensure that valuable rental housing is not lost.

WHO SERVED: This Quick Start would serve a variety of renters, including the student “Jeremy”, and the single person, “Samantha”.

BURNABY HOUSING PROFILE



“Residents shouldn’t have to constantly worry about their housing future. There should be affordable options available that suit the needs of all.”

Name: Jeremy
Age: 26
Housing Type: Lives with parents
Housing Experience: Jeremy is a student at Simon Fraser University. He works two part-time jobs and is looking to save enough money to move out. However, with current rental prices this is looking less and less likely in the near future.

Jeremy needs more affordable rental options such as subsidized housing or co-ops which allow young people like him to move out but still remain in Burnaby.



3. Adopt a Robust Tenant Relocation Policy

WHAT: 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

WHAT: The Task Force recommends that the City create and fund (with Community Benefit Bonus Housing Fund monies) a rent bank serving Burnaby renters who find themselves temporarily short of cash to pay rent or utilities. Rent banks are not used to cover ongoing cash shortfalls due to unaffordable rent.

WHY: Some tenants are just one paycheck away from eviction, and when unexpected circumstances arise, a small amount of short-term financial assistance can help them to stay in their homes. For some residents, access to a rent bank can prevent them from entering homelessness. The cost to operate a rent bank is modest and could be easily sustained through a small allocation from the Community Benefit Bonus Housing Fund.

CONTEXT: Two Metro Vancouver municipalities (City of New Westminister and the City of Vancouver) have created rent banks operated on contract by independent agencies that have been successful in helping low income renters retain their housing, thereby avoiding eviction and potential homelessness.

WHO SERVED: This Quick Start would address the housing needs of renters with low incomes such as students like “Jeremy,” single people like “Samantha”, couples like “Rosette” and her husband, young families like Kim’s, and seniors like “Benny” and ultimately may prevent homelessness.

BURNABY HOUSING PROFILE



“We work hard to keep up with our rent, but it keeps getting harder each day. This is all very confusing and overwhelming.”

Name: Rosette

Age: 51

Housing Type: Renter

Housing Experience: Rosette recently immigrated to Canada with her husband from the Philippines. They currently rent a one-bedroom basement suite in Burnaby but are finding it very difficult to keep up with monthly payments. Both work two jobs and worry their landlord may increase the rent or evict them.

They would eventually like to find a larger, non-basement apartment but have noticed there is very little available with their price-range.

SFU MORRIS J. WOKH
CENTRE FOR DIALOGUE

5. Scale Up/Increase Additional Density for Projects with Below-market

WHAT: This Quick Start encourages the practice of approving additional density for projects providing below-market rental housing, both through new development or redevelopment of existing sites, and on both privately owned sites and sites owned or leased by non-profit housing providers, where planning principles permit. The additional density could be applied to the below-market rental housing units, associated market rental or strata units, or a combination. Tools such as additive density (where multiple zone districts are layered on a site) and density offsets (where the density of the below-market units is transferred to the market development) are encouraged under this approach. Rentals are not to be individually stratified.

WHY: Providing additional density increases revenue with no extra land cost. This enables more housing to be constructed and rented at affordable rates. The provision of additional density makes construction of below-market housing more financially feasible on both privately owned sites and sites owned or leased by non-profit housing providers.

CONTEXT: Density offsets and additive density have enabled construction of below-market housing on privately owned sites such as Cedar Place and the Thind development. Two Policies in Motion (Rental Replacement Policy PIM #4 and Inclusionary Rental PIM #5) are contemplating the use of density tools to permit inclusion of below-market rental housing on privately-owned properties. This Quick Start could be activated by adoption of those Policies in Motion, with additional actions to be further explored.

WHO SERVED: This Quick Start would address the housing needs of renters with low incomes such as students like “Jeremy,” single people like “Samantha”, couples like “Rosette” and her husband, young families like Kim’s, and seniors like “Benny.” This Quick Start could increase the stock of below-market housing serving renters on low incomes.

BURNABY HOUSING PROFILE



Name: Samantha
Age: 27
Housing Type: Renter

Housing Experience: Samantha works with at risk youth and lives in subsidized housing. She has major concerns with the quality of subsidized housing she and her clients have experienced in Burnaby. She would like to grow her family and move out of subsidized housing but doesn't see that as a viable option with the current housing market. Samantha would like the government to invest more funding in housing for those with mental health challenges and living with addiction.

"It's about social well-being and taking care of those who live in horrible conditions. We need to do better."

SFU MORRIS J. WISSE CENTRE FOR DIALOGUE

Quick Starts for Housing Partnerships

6. Partner with BC Housing, Non-profits and Private Developers for More Non-market Rental Housing

WHAT: This Quick Start encourages the City to pursue creative partnerships with other levels of government, non-profit societies, and the private sector in the development/redevelopment of residential properties. It recognizes that BC Housing and CMHC are now funding new non-market and below-market rental housing through various partnership programs, and the City has the resources to assist these partnerships with land, density bonuses, fee waivers, and other contributions.

WHY? Different levels of government, the non-profit sector, and private developers have assets to contribute to the creation of housing. Combining and leveraging these assets can lead to win-win solutions that result in more non-market rental units to meet Burnaby's housing needs. One of the greatest challenges facing the city is building enough new non-market rental housing to meet demand. In addition to a significant backlog on BC Housing and co-operative housing waitlists, housing need is expected to increase with anticipated population growth. Metro Vancouver estimates that Burnaby will need approximately 2,520 rental units for households earning \$30,000 or below per year over the next 10 years.

CONTEXT: A multi-party partnership between the City, BC Housing, New Vista Society, and Third Developments resulted in approval of 125 new non-market apartment units in the Maywood area, replacing 64 rental units previously on site. The project was supported by a combination of grant funding, in-kind construction, additive density, and other contributions from the four partners. A similar model was used to replace and build new units at Cedar Place in the Edmonds area.

WHO SERVED: This Quick Start would address the housing needs of renters with low incomes such as students like "Jeremy," single people like "Samantha", couples like "Rosette" and her husband, young families like Kim's, and seniors like "Benny". This Quick Start would increase the stock of non-profit and cooperative housing serving renters on low incomes.

BURNABY HOUSING PROFILE



Name: Kim

Age: 36

Housing Type: Renter

Housing Experience: As a single mother with two young boys, Kim finds it hard to save for the future and pay rent. The lack of certainty surrounding her living situation causes a great deal of stress and anxiety.

In order to provide for her family, she works two jobs, but still finds it difficult to live in the city.

She would like to see more options for subsidized housing, particularly for single mothers.

"So many of my friends have moved out of Burnaby because they couldn't afford it. I don't recognize the neighbourhood anymore. The whole City has changed. I don't want to be the last person left on the block."

SFU MORRIS J. WORK
CENTRE FOR DIALOGUE

7. Use A Portfolio Approach for City Lands Program for Non-market Housing

WHAT: Most non-market housing development produces small stand-alone projects on a single site that make a modest dent in addressing community housing needs. This Quick Start recommends that the City adopt a portfolio approach to its existing City Lands Program for Non-Market Housing. It recommends that suitable City-owned lands be identified and offered for lease to non-profit societies including, but not limited to, co-op and community land trusts on a bulk basis, as an alternative to the current practice of offering individual properties.

WHY: A portfolio approach allows pooling of resources, cross subsidization and possible economies of scale. It facilitates the development of sites that might not be developed independently. This approach benefits funders, local government and potential tenants by streamlining the funding, financing and development approval process. This Quick Start would aid the City in meeting the rental housing needs of the additional 2,520 low income households expected to be calling Burnaby home over the next 10 years.

CONTEXT: The City Lands Program for Non-Market Housing identifies City-owned properties that are suitable for non-market housing, and offers these sites to non-profit societies or government agencies through a Request for Expressions of Interest (RFEOI) process. Lease costs, servicing fees, and permit fees are eligible for offsets from the Housing Fund.

The Task Force understands there are a number of City-owned sites that may be suitable for long term lease for affordable housing development and that there are significant funds in the City's Housing Fund (over \$123 million) that could be used to purchase additional sites for this purpose. The Community Land Trust has used the portfolio approach twice in Vancouver, once for four City owned sites in southeast Vancouver and more recently it was selected by the City of Vancouver as developer of seven city-owned properties for affordable rental housing. Other land owners have taken a similar approach, specifically the United Church of Canada and Fairhaven Homes in Burnaby and Vancouver.

WHO SERVED: This Quick Start would address the housing needs of renters with low incomes such as students like "Jeremy," single people like "Samantha", couples like "Rosette" and her husband, young families like Kim's, and seniors like "Benny." This Quick Start would increase the stock of non-profit and cooperative housing serving renters on low incomes.

BURNABY HOUSING PROFILE



"You can't warehouse seniors. They are offering us a box. We have needs as well."

Name: Benny
Age: 69
Housing Type: Renter
Housing Experience: Benny moved to Burnaby from Vancouver 3 years ago. He rents a one-bedroom apartment. His current housing situation is becoming very expensive to maintain, but he doesn't want to move.
He is worried that any affordable senior facility wouldn't provide enough space or be close to transit, medical services and recreation facilities, like libraries.

SFU MORRIS J. WOKS
CENTRE FOR DIALOGUE

Quick Starts for Land Use, Zoning, and Approvals

8. Simplify Zoning and Other Requirements to Increase the Number of Homes in More Neighbourhoods

WHAT: This Quick Start recommends the City initiate a review of zoning and other requirements in order to make it easier to build small scale multi-family homes like laneway houses, duplexes, triplexes, fourplexes in a wider variety of neighbourhoods (can be referred to as missing-middle housing). Types of requirements to be reviewed include: parking requirements, accessibility requirements, lot size, unit size, fire regulations, and green building requirements.

WHY: Designating missing middle housing forms as permitted uses in Burnaby's neighbourhoods should be accompanied by measures to facilitate the delivery of these unit types by simplifying application, regulation and building requirements to make it attractive to smaller builders.

CONTEXT: Smaller builders would typically engage in this type of infill development. Easing or simplifying zoning and other requirements would make this form of development more attractive, improve its financial viability, and potentially bring stock on line faster.

WHO SERVED: An enhanced supply of small scale, ground-oriented multi-family housing forms would serve "Aisha" and her young family, and empty nesters like "Karl", improving affordability and choice for homebuyers in different stages of life.

BURNABY HOUSING PROFILE



Name: Aisha

Age: 45

Housing Type: Homeowner

Housing Experience: Aisha currently lives with her husband and young children in North Burnaby. As a homeowner, she would like the opportunity to house her elderly parents who aren't able to live alone anymore.

To make this possible, she is interested in building a laneway home on her property, to ensure she is close to her parents but they continue to enjoy their own space as well.

"Allow laneway houses. These can be excellent housing for seniors or young couples who want the "feel" of living in a house but don't need the space. Many single-family homes like mine have under-utilized backyards."

SFU MORRIS J. WOOD CENTRE FOR DIALOGUE

Quick Starts for Research

9. Commission a Land Value Capture Study

WHAT: Study land value capture practices and opportunities in Burnaby, including opportunities for Burnaby to capture the financial benefits from increased density outside of Town Centres.

WHY: The premise of land value capture is that the uplift in property values that results from a public investment in infrastructure such as transit or rezoning a site(s)/area for additional density should not all accrue to the private property owners who enjoy the beneficial impacts and/or increased desirability of the area for development. Because government action or investment created the benefit, the public should share in the financial returns, which could be spent on achieving public goals like affordable housing. Land value capture programs may also discourage speculation.

CONTEXT: On April 5, 2019, the Metro Vancouver Regional District (MVRD) Board received an information report titled “Land Value Capture and Opportunities for Regional Transportation and Transit-Oriented Affordable Rental Housing” which briefly reviewed current knowledge of land value capture opportunities, noting that TransLink and the BC Government Employees Union (BCGEU) have been exploring this topic. Both MVRD and the BCGEU have called for further study, particularly applications of land value capture designed to improve housing affordability.

WHO SERVED: A study will illuminate a problem or opportunity, not directly impact specific personas outright.

10. Gather Data on Empty Homes

WHAT: This Quick Start recommends that the City obtain data to better understand if Burnaby has a significant number of empty homes. This could include asking BC Assessment to provide a list of Burnaby properties that have not claimed exemption from the provincial Speculation and Vacancy Tax, as well as seeking other data or studies as required.

WHY: In order to know if action is required, the City first needs to know if it has an empty homes problem. Collecting the necessary data is the first step. Vacant homes do nothing to address local housing needs and seem paradoxical when the rental vacancy rate is so low. Vacant homes may be the result of speculative activity or there may be other reasons. A policy to incent rental of vacant homes is one way to approach this issue.

CONTEXT: In 2016, the City of Vancouver commissioned a study to determine the number and incidence of vacant homes in the City. The consultant used the novel approach of sourcing BC Hydro records, and determining occupancy based on the amount of electricity used over a period of time. Vancouver adopted its Empty Homes Tax in 2017. The aim is to return empty or under-utilized properties to use as long-term rental homes for people who live and work in Vancouver. A Provincial Speculation and Vacancy Tax has since been enacted, which applies in Burnaby.

WHO SERVED: This information will illuminate a problem and/or opportunity, not directly address specific housing needs or impact specific housing personas.

6. What's Next?

The Task Force will continue to meet over the next few months, building on our efforts to:

- deepen our understanding of the City, its residents and housing issues and needs;
- learn about best practices for achieving desired outcomes;
- weigh the merits of different options for future action; and
- develop long-term recommendations.

We expect to spend more time deliberating and debating among ourselves to determine which directions will best help the City to respond to the housing needs of all of its citizens.

Community engagement will ensure that we will continue to hear from the public through Phase 2 of *Your Voice. Your Home*. We particularly look forward to engaging with select community residents at the Community Recommendations Workshop on May 25, 2019.

We will deliver our final report to Council in July 2019, which will outline our long-term recommendations for re-orienting City housing policies and resources to better meet the community's needs.

7. Appendix A – Policies in Motion

POLICIES IN MOTION

Policy work that Council has requested in the last year.

| | | |
|------------|---|---|
| 1. | HOMELESSNESS RESPONSE | Burnaby is working to improve its response to homelessness, establishing four warming centres, exploring opportunities for year-round temporary shelters, and advancing the Norland Supportive Housing Project. |
| 2. | TENANT ASSISTANCE POLICY REVIEW | Burnaby is reviewing its Tenant Assistance Policy to ensure that tenants receive the required assistance and find new homes. |
| 3. | STANDARDS OF MAINTENANCE POLICY REVIEW | Burnaby is reviewing best practices for Standards of Maintenance policies for multi-family residential bylaws for rental properties. |
| 4. | RENTAL REPLACEMENT POLICY | Burnaby is reviewing policies for 1:1 replacement of rental units lost to redevelopment with replacement rents at the same or similar levels. |
| 5. | INCLUSIONARY RENTAL | Burnaby is reviewing inclusionary policies for rental in new multi-family developments in community plan areas. |
| 6. | REZONING OF EXISTING RENTAL REVIEW | Burnaby is reviewing the potential to rezone properties with existing purpose-built rental buildings to a corresponding RM "r" rental zone district. |
| 7. | RENTAL IN COMMERCIAL DISTRICTS - GUIDELINES | Burnaby is reviewing guidelines for the application of permitted use of commercial floor area for market rental housing. |
| 8. | ACCESSORY UNITS IN TWO-FAMILY DWELLINGS | Burnaby is reviewing accessory dwelling units in two-family dwellings. |
| 9. | ACCESSORY DWELLING UNITS IN SINGLE- AND TWO-FAMILY DISTRICTS | Burnaby is reviewing the potential for accessory dwelling units (laneway, carriage homes, garden suites, and additional units) in single-family and two-family districts. |
| 10. | CELLAR FLOOR AREA REVIEW | Burnaby is advancing text amendments to permit construction of full cellars with suite-ready construction in specified districts. |
| 11. | SHORT-TERM RENTAL REVIEW | Burnaby is reviewing approaches for regulating short-term rentals. |

For more information on the City of Burnaby's Housing programs and projects visit: www.burnaby.ca//Housing

8. Appendix B – Links

Mayor’s Task Force on Community Housing:

www.burnaby.ca/mtfch

Your Voice. Your Home.:

www.burnaby.ca/yourvoice

Your Voice. Your Home. What We Heard Report:

www.burnaby.ca/yourvoice-wwhr

Mayor’s Task Force on Community Housing members:

www.burnaby.ca/mtfch-members

Policies in Motion:

<https://www.burnaby.ca/Assets/city+services/planning/Housing+Task+Force+Policies+in+Motion.pdf>

Burnaby Housing Fact Sheets:

<https://www.burnaby.ca/Assets/city+services/planning/Housing+Fact+Sheets.pdf>