

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: HOME: BURNABY'S HOUSING + HOMELESSNESS STRATEGY
PRELIMINARY DRAFT**

RECOMMENDATION:

1. THAT Council endorse the preliminary draft of HOME: Burnaby's Housing + Homelessness Strategy, attached to the report, as the basis for further consultation and review.

REPORT

The Planning and Development Committee, at its meeting held on 2021 March 30, received and adopted the *attached* report providing a preliminary draft of HOME: Burnaby's Housing + Homelessness Strategy, and seeking Council endorsement of the document as a basis for further consultation and review.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: Acting City Manager Director Planning & Building Director Corporate Services Director Public Safety & Community Services
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TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2020 April 1

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 16000 20
Reference: HOME Strategy

SUBJECT: HOME: BURNABY'S HOUSING + HOMELESSNESS STRATEGY
PRELIMINARY DRAFT

PURPOSE: To provide a preliminary draft of HOME: Burnaby's Housing + Homelessness Strategy, and to seek Committee and Council endorsement of the document as the basis for further consultation and review.

RECOMMENDATION:

1. THAT the Committee recommend that Council endorse the preliminary draft of HOME: Burnaby's Housing + Homelessness Strategy, attached to this report, as the basis for further consultation and review.

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, which are outlined in *Appendix A*.

On 2020 July 6, Council endorsed a draft policy framework for HOME: Burnaby's Housing + Homelessness Strategy ("the HOME Strategy"), as the basis for an initial round of public and stakeholder consultation. The draft policy framework is attached as *Appendix B*.

On 2021 January 26, the Committee received Burnaby's Housing Needs Report. The report, prepared pursuant to new provincial legislation, provides a summary of Burnaby's housing stock and determines existing and anticipated housing needs. The Housing Needs Report, which has informed the HOME Strategy, was accepted by Council on 2021 February 22.

This report presents a preliminary draft of the HOME Strategy, and requests that the Committee recommend Council endorsement of the draft as the basis of further public and stakeholder

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consultation. It introduces basic elements of the strategy and outlines next steps, including consultation activities and Committee and Council review.

On 2021 March 30, the Committee received this report and approved the recommendation. They also approved a recommendation regarding section 4.0 of this report, which was to amend information on consultation activities and dates, to more accurately reflect the meetings held through the YourVoice.YourHome process in 2021 February and March, and the engagement that will occur in 2021 April-May.

2.0 POLICY SECTION

The preliminary draft of HOME: Burnaby's Housing + Homelessness Strategy supports many of the City's strategic directions, and updates the housing policies of the City's Official Community Plan (OCP). Work on the strategy aligns with the following City-wide policies:

- *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.
- *Economic Development Strategy (2007)*, which sets a goal of building a strong, livable, 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.
- *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.
- *Environmental Sustainability Strategy (2016)*, which includes themes and actions related to housing, including the creation of complete and resilient neighbourhoods, zero-carbon and energy-efficient development, and more diverse, vibrant and walkable communities.
- *Climate Action Framework (2020)*, which sets out "big moves" that apply to residential development, including zero-emission buildings and resilient neighbourhood design.

It also 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
 - Social connection – Enhance social connections throughout Burnaby

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- ***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 HOME: BURNABY’S HOUSING + HOMELESSNESS STRATEGY

The HOME Strategy is a comprehensive policy document addressing the entire housing system, including the challenge of reducing homelessness. The strategy will provide direction for housing and homelessness actions over the next 10 years and will inform the forthcoming Official Community Plan (OCP) update. In turn, the HOME Strategy is informed by the City’s recently completed Housing Needs Report, a provincially-mandated summary of existing and projected housing needs.

Stakeholder and Public Engagement

Both the Housing Needs Report and the HOME Strategy reflect consultation that occurred in 2020 August – October. Engagement activities and participants are outlined in the table below:

Engagement Activity	Participants
Community survey on goals and strategies	410 participants, including 401 Burnaby residents
Stakeholder survey on housing needs	42 stakeholder organizations
Stakeholder focus groups	9 focus groups with 59 participants, including: <ul style="list-style-type: none"> • Homelessness service providers • Social and health service providers • Non-market housing providers • Developers • Large institutions and major employers • Neighbouring governments • Access Advisory Committee

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Stakeholder interviews	11 interviews with representatives from: <ul style="list-style-type: none">• Post-secondary institutions• Indigenous housing and services• Health sector• Family support services• Newcomer and refugee services• Homelessness services
Lived Experience Interviews	9 interviews with people who had experienced: <ul style="list-style-type: none">• Homelessness• Addictions• Intellectual disabilities• Physical disabilities• Aging out of care• Immigration and/or refugee status
Written submissions	A written submission from the Tsleil-Waututh First Nation

Preliminary Draft

The ***attached*** document (see ***Appendix C***) is a preliminary draft intended to convey the scope and general content of the final document, and to provide the basis for further review and comment.

The document is divided into two parts:

- Part 1 introduces the strategy and provides key housing information, including:
 - Executive Summary and Introduction
 - Task Force process
 - Consultation summary
 - Housing Needs Report summary
 - Key Themes
- Part 2 contains the strategy itself, which consists of the following four elements:
 - Vision
 - Goals
 - Strategies
 - Actions

A brief summary of these strategy elements is provided on page 7 of the preliminary draft.

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The final document will incorporate comments gathered during the next phase of consultation, as discussed below.

4.0 REVIEW OF THE PRELIMINARY DRAFT

This report recommends that the Committee review and comment on the preliminary draft strategy, and forward the report to Council with a recommendation of endorsement, as a basis for further consultation and review. Upon Council endorsement of the preliminary draft, the HOME Strategy process will enter its final phase, Phase 5, which includes the following public and stakeholder engagement activities:

Activity	Description	Target Date
Public and Stakeholder Input on Draft Strategy	Online survey to gather feedback on the draft strategy; circulation of draft strategy to stakeholders and receipt of written comments.	April-May 2021
Mayor's Task Force on Community Housing Review of Draft Strategy	Circulation of the draft strategy to Task Force members.	April-May 2021

Input from two recent events will also be considered in preparing the final strategy. These events are:

Activity	Description	Date
Residents Reconvening Workshop	Review of the City's progress on housing recommendations, by a representative group of participants in the 2019 Community Recommendations Workshop.	February 11, 2021
Mayor's Task Force on Community Housing Reconvening	Review of progress on the Task Force's recommendations at their scheduled reconvening.	March 1, 2021

A report summarizing feedback from these two events is anticipated to appear on the 2021 April 12 Council agenda.

Staff will also present the strategy to other Committees of Council, as appropriate, during this review period. Phase 5 will end with Committee and Council review and approval of a final HOME Strategy.

5.0 CONCLUSION

This report provides a preliminary draft of the HOME Strategy, and outlines the final steps in the review and development of the strategy. These steps include a series of consultation activities, including an online public survey and review by the Mayor's Task Force on Community Housing

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and a reconvened group of participants in 2019's Community Recommendations Workshop from the related "Your Voice Your Home" process. Staff recommends that the Committee forward this report to Council, with a recommendation to endorse the preliminary draft of HOME: Burnaby's Housing + Homelessness Strategy, as the basis of further consultation and review.



E.W. Kozak, Director
PLANNING AND BUILDING

LF:sa

Attachments

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

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.

Draft Policy Framework

2020 June 23

Vision

The draft vision for the strategy is “**a home for everyone.**” This vision sees Burnaby as a place where everyone can find a home, afford a home, and feel at home.

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

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.