



## COUNCIL REPORT

Report Date: May 10, 2024  
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VanRIMS No.: 08-2000-20  
Meeting Date: May 14, 2024  
[Submit comments to Council](#)

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design & Sustainability

SUBJECT: Provincial Housing Targets Order – 6 Month Interim Report:  
October 1, 2023 – March 31, 2024

### Recommendations

- A. THAT Council receive for information the Housing Targets Interim Report: October 1, 2023 – March 31, 2024, as contained in Appendix A.
- B. THAT Council direct Staff to submit the Housing Targets Interim Report: October 1, 2023 – March 31, 2024, as contained in Appendix A, to the Province by May 15, 2024, in order to comply with the requirements under the Provincial Housing Supply Act.

### Purpose and Executive Summary

On September 26, 2023, the Province issued a Housing Targets Order to the City of Vancouver, which includes a minimum number of net new units to be completed within a 5-year period (2023 - 2028). As part of the Order, the Province established requirements for interim and annual reporting. In order to comply with these requirements, this report brings forward the first Interim Report for the period between October 1, 2023, to March 31, 2024.

### Council Authority/Previous Decisions

- Housing Vancouver Strategy (2017)
- Vancouver's Housing Needs Report (2022)

### City Manager's Comments

The City Manager recommends approval of the foregoing.

## Context and Background

### Proposed Provincial Housing Targets

The Housing Supply Act came into effect in the Spring of 2023, enabling the Province to set housing targets for municipalities in British Columbia. Vancouver was among the first ten municipalities selected, and was issued a Housing Target Order on September 23, 2023, for 28,900 units of net new housing to be completed between October 1, 2023, to September 30, 2028. These housing targets are part of a suite of Provincial legislative changes aimed at increasing housing supply, including increasing housing around transit areas, expanding the number of units allowed to be built in areas with single-family zones, changes to how municipalities can finance growth and new tools to help local governments better regulate short term rentals.

Under the Housing Supply Act, municipalities are required to submit regular reports on the progress towards housing targets. For Vancouver, the following reports are required as part of this first 5-year Target Order, and must be received by resolution at a City Council meeting and submitted to the Province within 45 days of the end of the reporting period.

**Table 1. Housing Targets Progress Reporting Timeline**

Reports Required	Report Due to the Province
Reporting Period 1.1: October 1, 2023 – March 31, 2024	May 15, 2024
Reporting Period 1.2: October 1, 2023 – September 30, 2024	November 14, 2024
Reporting Period 2: October 1, 2024 – September 30, 2025	November 14, 2025
Reporting Period 3: October 1, 2025 – September 30, 2026	November 14, 2026
Reporting Period 4: October 1, 2026 – September 30, 2027	November 14, 2027
Reporting Period 5: October 1, 2027 – September 30, 2028	November 14, 2028

This first interim progress report is intended to provide the Province with an early indication of a municipality’s ability to meet or make progress toward achieving its housing targets. Under the Housing Supply Act, the Province may take certain actions if a municipality has not met its housing target or made satisfactory progress to meeting the target, including the appointment of an advisor to make recommendations on additional actions to meet or revise targets. The Minister of Housing may also issue a directive to municipalities to enact by-laws and / or issue specific permits.

### Housing Vancouver 10-Year Targets

Vancouver has its own 10-year housing targets that were adopted by Council in 2017, through the Housing Vancouver Strategy. The housing targets advance the Strategy’s core principles to shift the city’s housing development pipeline toward the ‘right supply’ while taking steps to address speculative demand; protect and retain the existing rental stock; and ensure support for the city’s most marginalized residents. Staff are currently updating the City’s housing targets to incorporate the new Provincial Target Order and will bring forward refreshed housing targets for Council approval in June of this year.

## Strategic Analysis

### 1. Provincial Housing Target – Interim Report

The 5-year housing target (October 1, 2023 – October 1, 2028) for the City of Vancouver is 28,900 net new completed housing units. The Province will measure completed units annually and cumulatively as follows:

- Year 1: 5,202
- Year 2: 10,597
- Year 3: 16,281
- Year 4: 22,349
- Year 5: 28,900

Detailed information on the methodology and implications of the Target Order can be found in Appendix B and C.

### Completions as a Measure

It is important to note that projects reaching completions in 2024 are measuring applications that began construction 2-3 years ago. These projects have already worked their way through the municipal permitting process and were approved over the last 5 years or longer. Thus, these initial years of Provincial reporting, while important in establishing a baseline, are a measure of previous policy decisions and applications already in our development pipeline. The impact of policy changes made today, and projects approved this year, will not reach completions until the later years of the Target Order timeline or into the next Provincial Target Order.

### Progress Towards Provincial Target

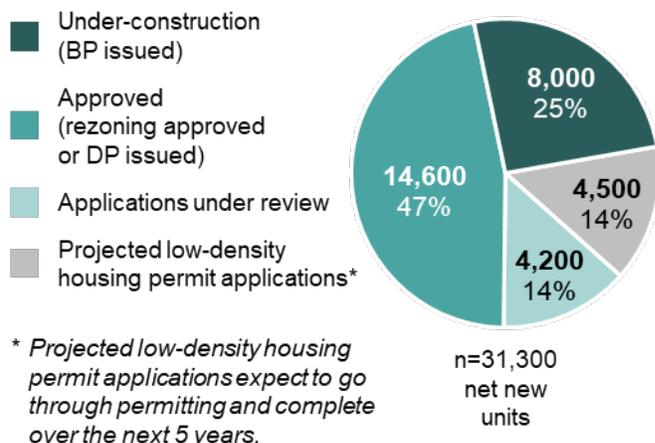
Over the last six months, there have been approximately 1,600 net new units completed within Vancouver. Although it is common for completions to be lower in the first part of the year, we note a decline in completions over the last two years from 2022 to 2024.

**Table 1. Progress Towards Provincial Target Net New Units Year 1 – 6 month interim report (October 1, 2023 – March 31, 2024)**

<b>Net New Units</b> Oct. 1, 2023 – Mar. 31, 2024	<b>Year 1 – Provincial Target</b> Oct. 1, 2023 – Sep. 30, 2024
1,607	5,202

Despite lower than anticipated completions, there is an unprecedented volume of projects in-stream, with enough capacity in our current development pipeline to meet the Province's overall completions target over the 5-year time frame.

**Figure 1: In-Stream Projects by Development Status as of March 31, 2024 and Projected Low-Density Housing Permits**



There are currently ~31,300 units of housing at different stages of application, exceeding the 5-Year Provincial Target of 28,900. This includes ~14,600 units recently approved and 8,000 units currently under construction following a record number of rental approvals and building permits issued in the last 2 years.<sup>1</sup> An additional 8,700 units are anticipated to complete over the next 5 years from applications currently under review and forecasted low-density housing permits (e.g. infill, duplexes, and multiplexes). In addition, CMHC indicates that 3,880 housing starts were counted during this reporting period, following record levels of starts in 2022 and 2023 which are expected to complete over the next few years.

While the City has the ability to approve projects and expedite processes, the timing for construction and completion of housing units is primarily dependent on factors beyond the City's control, including capacity of the construction sector, inflationary pressure, access to funding, and financing for market and non-market developers. Making meaningful progress towards project completion requires coordinated effort by all levels of government and various sectors of the economy.

## 2. Provincial Guidance on Unit Breakdown - Tenure, Affordability, and Unit Mix

In addition to an overall supply target, the Province also included unit breakdown categories - tenure, affordability, supportive housing units, and unit mix - as initial guidance. Although they are not requirements, the Province has encouraged municipalities to strive toward meeting and monitoring the unit breakdown.

<sup>1</sup> Note the ~31,300 units in the pipeline include development applications approved during the 6-month interim reporting period (Appendix A. Section 5 of the Housing Target Progress Report Form)

**Table 3: Initial Guidance – Unit Breakdown Categories (2023 – 2028)**

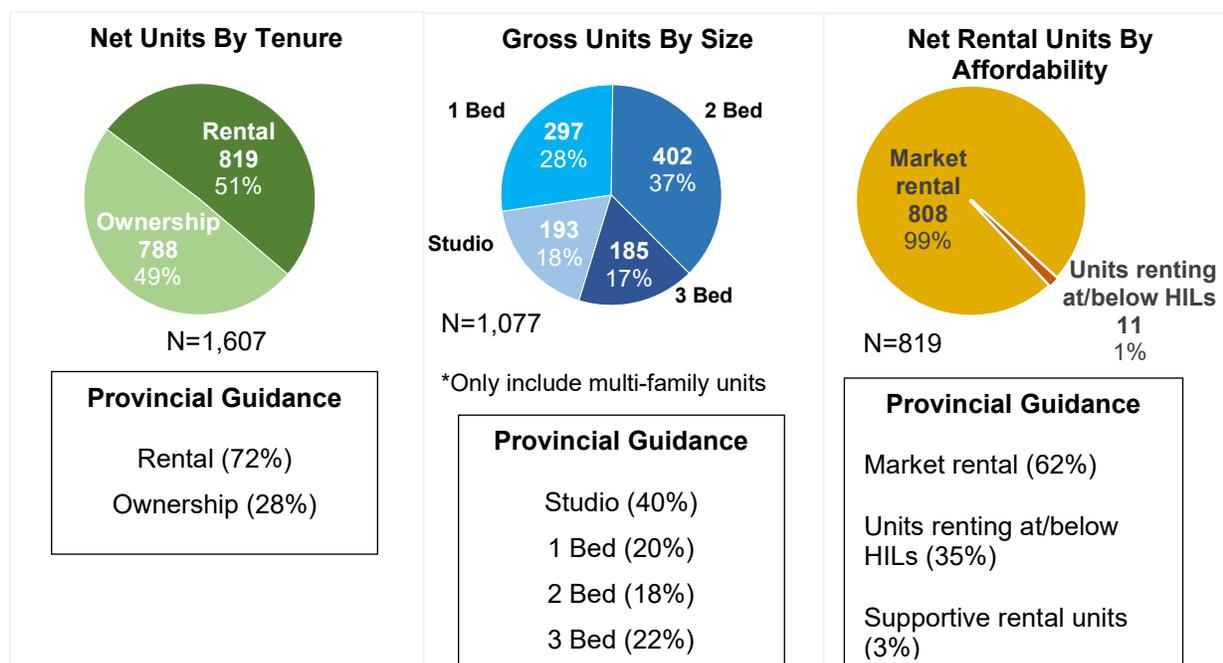
Unit Category		5 Year Target	Year 1 Target	Share of Total Units (%)
<b>Total units - TARGET</b>		28,900	5,202	100%
<b>GUIDANCE</b>				
<b>Units by Size</b>	Studio & 1-bed	17,459	3,121	60%
	2 bed	5,231	936	18%
	3+ bed	6,209	1,145	22%
<b>Units by Tenure</b>	Rental	20,886	3,745	72%
	Owned	8,015	1,457	28%
<b>Total Rental Units by Affordability</b>	Market	12,992	2,341	45% (62% of rental units)
	Units renting at or below HILS *	7,894	1,405	27% (38% of rental units)
<b>Supportive Rental Units **</b>		583	104	2%

Note: The target breakdown by category is provided as guidance and subject to further refinement in the coming months by Provincial staff. The finalized target breakdown will be part of a future revised Target Order.

\*Rental units affordable to households with incomes at or below [BC Housing's Housing Income Limits](#)

\*\*Included in the below-market rental target breakdown and rented at shelter rate with on-site supports for people transitioning out of homelessness

**Figure 2. City of Vancouver Progress Toward Provincial Guidance on Breakdown Categories from October 1, 2023 to March 31, 2024**



## **Tenure Mix**

An analysis of the City's pipeline of in-stream projects indicates that new supply is shifting towards a majority share in rental and family sized units. From October 1, 2023, to March 31, 2024, 51% of all net completions (819 units) are purpose-built or secondary rental. Annual approvals in 2023 marked the highest share of purpose-built rental and laneway housing in the last decade, with approximately 78% of all housing units approved as purpose-built rental and laneways. These approvals are anticipated to further shift completions toward rental tenure in upcoming years.

## **Unit Size**

The Province has provided guidance for 39% of all units to have 2 or more bedrooms, including a 22% 3 bedroom unit recommendation. Over the last 6 months, 587 (50%) of new units completed have 2 or more bedrooms, including 185 units (17%) with 3 bedrooms.

## **Units Renting At or Below HILS**

The Province's initial guidance is for ~27% of all units to be renting at or below HILs, including 3% with on-site supports. Over the last 6 months, only 11 units (1%) have been completed at this affordability level. Achieving rental units at or below HILs is not possible without significant additional investment from Senior Government Partners. Further analysis and implications of meeting Provincial targets on affordability will be undertaken and discussed as part of the Housing Targets Refresh scheduled to come before Council later in June of this year.

Full details of the Interim Report can be found in Appendix A of this report.

## **Data Collection**

The attached Housing Target Progress Form summarizes housing completions (occupancy permits issued), demolitions, approvals, and development applications withdrawn over the interim reporting period, from October 1, 2023 to March 31, 2024. Completions and approvals are disaggregated by unit size, tenure, and rental affordability. In the City's tracking systems, unit size information is only collected for apartment and townhouse forms. Assumptions about the percentage of ownership units completed, demolished, and approved that are used as secondary rental is based on CMHC's 2023 Rental Market Survey. Given the lack of unit mix data collected at demolition, we are currently unable to report net new units by unit size for this first Interim Report. Staff are working to implement permitting and tracking system updates to improve the completeness and consistency of reporting.

## **3. Next Steps**

The City is aligned with the Province's goal of increasing and speeding up housing by establishing municipal housing targets systematically across BC. To support this goal, Staff are revising the City's Housing Vancouver Targets in order to incorporate the new Provincial Housing Targets Order. This work will reconsider our targets in light of the current climate and comprehensively assess Vancouver's supply response in meeting the needs of current and future households. It will consider whether Vancouver can meet or exceed the overall targets proposed by the Province as well as the distribution of targets by affordability and tenure. The work will also include the development of a new 3-Year Housing Action Plan to deliver on the new housing targets, as well as to meet other Council priorities to accelerate housing delivery.

## Financial Implications

The City uses a variety of enabling tools to leverage affordable housing in partnership with senior governments and private and/or housing partners:

- *City Land Contributions* – Long term land leases to housing partners at below market rent for 60 years or longer.
- *Development Contributions* – “Turn-key” housing secured through community amenity contributions and/or inclusionary zoning polices.
- *City Capital Grants* – Funding to enhance viability and affordability of partner housing projects.
- *Development Cost Levies (DCL) Exemptions/Waivers* – DCL exemption for social housing projects and DCL waiver for eligible rental projects pursuant to applicable DCL By-law.
- *Property Tax Exemptions* – Special valuation rules for Class 3 - Supportive Housing that effectively exempt them from property taxes.

It is important to note that funding for affordable housing is primarily the responsibility of the provincial and federal governments. Without senior government partnerships, low-cost financing and funding contributions, the City alone will not be able to achieve the Provincial housing targets and affordability level.

Consistent with Council policies, all affordable housing are expected to be self-sustaining over the long term where rents are set at levels that will cover mortgage payments (to repay some or all of the construction costs), operating costs and capital replacement; and do not require further operating subsidies, property tax exemptions, and/or financial guarantees from the City.

## Legal Implications

In order to satisfy the new requirement set out in the Housing Supply Act, Council must receive an interim report towards housing targets within 45 days after the specified reporting period. This first interim report, as attached in Appendix A, is for the period between October 1, 2023 – March 31, 2024. Approval of the Recommendations in this report will fulfil this requirement.

## Conclusion

This report brings forward the first Interim Report on the Provincial Housing Targets Order in order to comply with requirements under the Housing Supply Act. Notwithstanding factors outside the City’s control, such as interest rates, rising construction costs, availability of labour, and length of construction, an analysis of the City’s current development pipeline indicates the City will have the capacity to meet the Provincial housing target over the next 5 years. Further analysis and development of strategies to meet and deliver on Provincial housing targets is underway through the Housing Vancouver Targets Refresh and 3 Year Action Plan, scheduled for a report back to Council in June of this year.

## List of Appendices

- **Appendix A:** Housing Targets Interim Report: October 1, 2023 – March 31, 2024
- **Appendix B:** Provincial Housing Targets Order and Reporting Requirements
- **Appendix C:** Housing Target Order Methodology & Analysis

# Provincial Targets Interim Progress Report Summary

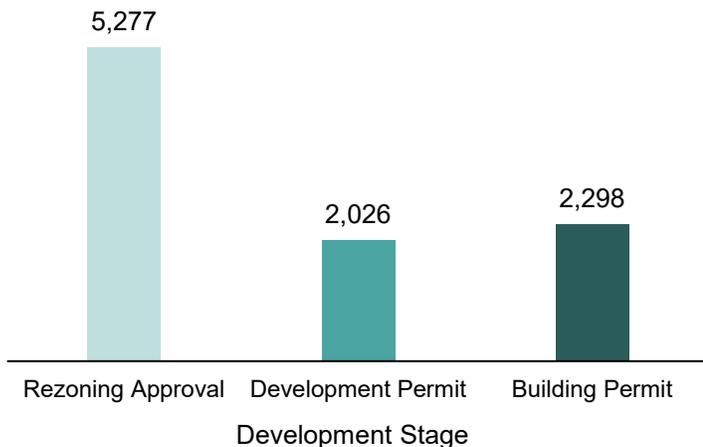
The Provincial Housing Targets Order was issued in September 2023 and sets a total of 28,900 net new units to be built within a 5-year period (Oct 1, 2023 to Sept 30, 2028). This first Interim Report measures progress towards meeting the target over the 6-month period from October 1, 2023 to March 31, 2024.

## Provincial Housing Target October 1, 2023 – March 31, 2024 (Net New Completions)

Net New Units Oct. 1, 2023 – Mar. 31, 2024	Year 1 Provincial Target Oct. 1, 2023 – Sep. 30, 2024
1,607	5,202

After the first 6 months, the City has completed 1,607 net new units. There was a decline in completions from 2022 to 2024 that can be attributed to factors delaying construction related to natural construction cycles since the pandemic, higher construction costs and interest rates, labour shortage, and material availability.

## Approved Development Applications October 1, 2023 – March 31, 2024 (Gross Units)



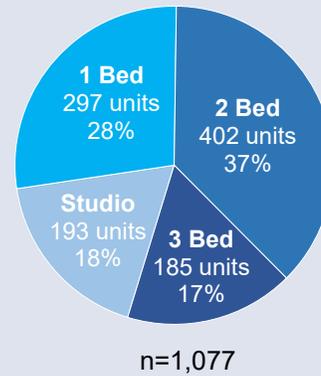
A record number of approvals and building permits issued in the past three years will result in an increase in housing completions to meet the overall 5-year Provincial Target. CMHC also indicates that 3,880 housing starts were counted during this reporting period, following record levels of housing starts in 2022 and 2023 that are expected to complete in the next few years.

## Unit Breakdown Categories

The Provincial Housing Target Order includes guidance on the following unit breakdown categories: tenure, affordability, supportive rental units, and unit type. Although these categories are not requirements, municipalities have been encouraged to strive toward meeting and monitoring the unit breakdowns

### Unit Size

October 1, 2023 – March 31, 2024  
(Gross Completions)



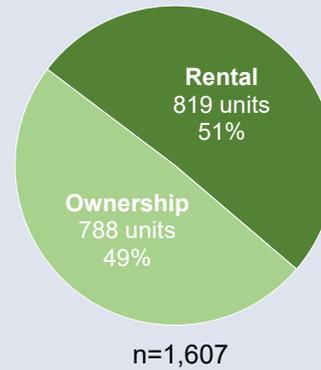
#### Provincial Guidance

- Studio (40%)
- 1 Bed (20%)
- 2 Bed (18%)
- 3 Bed+ (22%)

Over the last 6 months, over 50% of new units completed will have 2 or more bedrooms.

### Tenure

October 1, 2023 – March 31, 2024  
(Net Completions)



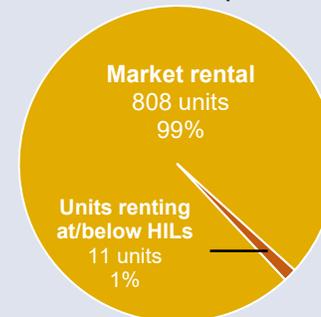
#### Provincial Guidance

- Rental (72%)
- Ownership (28%)

The last 6 months of completions indicate over half of new units completed are purpose-built or secondary rental.

### Affordability

October 1, 2023 – March 31, 2024  
(Net Completions)



#### Provincial Guidance

- Market rental (62%)
- Units renting at/below HILs (35%)
- Supportive rental units (3%)

Supportive rental units, 0%

n=819, excludes owner-occupied units

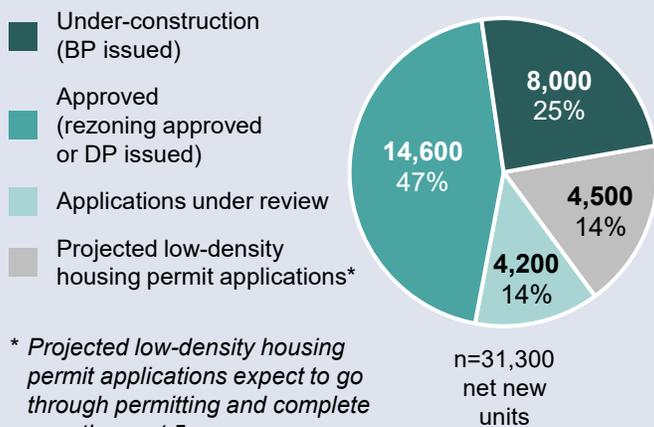
After the first 6 months, only 1% of completions will rent at or below HILs. While we expect this to improve in later reporting periods, achieving the guidance for units renting at HILs or lower and with on-site supports is not possible without significant additional investment from senior government partners.

Increasing new housing supply to meet the needs of a diverse range of households is a key priority for the City of Vancouver. There are numerous projects in progress, and together with support from higher levels of government to enhance affordability and infrastructure, we have the capacity to meet our targets moving forward. Work to refresh the City’s Housing Vancouver Strategy 10-Year target is underway to incorporate the Provincial Housing Targets, as well as development of an accompanying 3-Year Housing Action Plan to deliver on the new targets. The Action Plan will contain over 50 actions to address the housing crisis and increase supply. Some highlights include:

- Rupert and Renfrew Station Area Plan
- Development of Simplified Apartment District Schedules
- Implementation of Transit Oriented Areas and Small Scale Multi-Unit Housing Legislations
- Vancouver Social Housing Initiative
- Seniors Housing Strategy
- Broadway Plan Implementation
- SRO Investment Strategy

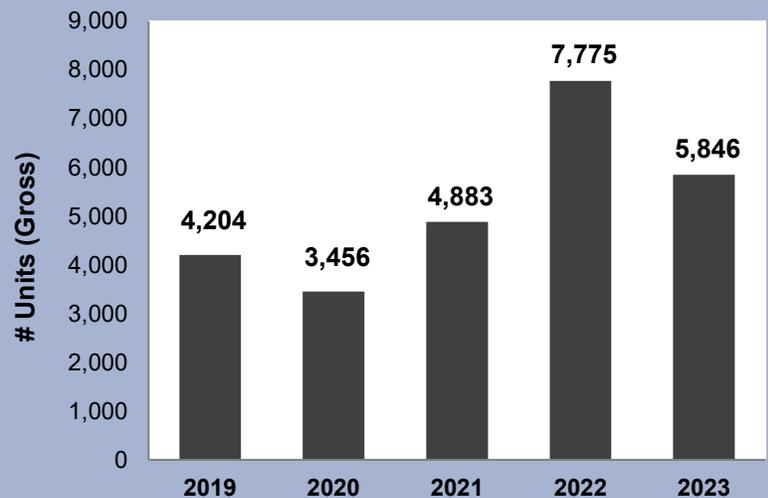
In addition, there is an unprecedented volume of projects in stream totalling ~31,300 net units, enough to meet the Province’s overall completions target over the next 5 years. Note these in-stream units include development applications approved during the 6-month interim reporting period (Appendix A. Section 5 of the Housing Target Progress Report Form). The high volume of building permits issued in recent years will result in approximately 13,000 unit reaching completion over the next 2 years.

**In-Stream Projects by Development Status as of March 31, 2024 and Projected Low-Density Housing Permits**



\* Projected low-density housing permit applications expect to go through permitting and complete over the next 5 years.

**Annual Residential Building Permits Issued**



**Notes**

- Below-market rental as defined by the Province (affordable to income below HILs) requires significant funding to build and operate. Close collaboration with senior governments is necessary to increase supply of affordable housing.
- Methodological notes are available in section 7 of the Provincial Housing Target Progress Report Form, including:
  - Net new units are calculated as completions (occupancy permit issued for multiple dwellings, and final building inspection for low-density ground-oriented housing), minus demolitions.
  - Gross completions by unit sizes pertain to multi-family dwellings only and exclude bedroom counts for low-density ground-oriented housing.
  - Assumptions for secondary rental were applied to track net units for the tenure and affordability guideline categories.
- Whether a project proceeds to completion after municipal approval depends on multiple factors outside of the City’s control: increased construction costs, labour shortages, high interest rates impact the financial viability of projects.

**PURPOSE**

This reporting template presents the required and supplemental information that a municipality needs to provide to the Province under the [Housing Supply Act](#) (Act).

**BACKGROUND**

The objectives of the Act are to increase the supply of housing in communities with the greatest housing need and deliver more housing options for individuals and families in B.C. The Act allows the Province to set housing targets, establish progress reporting requirements, and undertake compliance measures for specified municipalities in the [Housing Supply Regulation](#).

Part 3 – Section 4 of the Act states that municipalities which have been issued a Housing Target Order (HTO) must prepare a housing target progress report, in the form required by the minister, for each period specified in the order. The housing target progress report must contain information about the progress and actions taken by the specified municipality toward meeting each housing target established in the HTO. Completing and submitting this progress report satisfies that requirement.

**REPORT REQUIREMENTS**

Part 3 – Section 4 of the Act and Section 5 of the Regulation requires that the progress report must be received in a meeting that is open to the public and by Council resolution 45 days after the end of the reporting period to which the report applies. If a municipality has not met the housing target for the reporting period, it must provide information about any actions that it intends to take toward meeting the housing target within the 2-year period with the progress report.

Please submit this report to the minister and post it to your municipal website as soon as practicable after Council receives it.

**ASSESSMENT**

Part 3 – Section 5 of the Act requires the Minister of Housing to review the progress report to assess if housing targets have been met and, if not, whether the municipality has made satisfactory progress toward meeting the housing targets.

Progress reports will be evaluated against the performance indicators described in Schedule B of the HTO. If satisfactory progress has not been made, compliance action may be taken in accordance with Part 4 of the Act.

**INSTRUCTIONS**

Please complete the attached housing target progress report for your municipality and ensure it is received by Council resolution within 45 days of the end of the reporting period and submit to the Minister of Housing [Housing.Targets@gov.bc.ca](mailto:Housing.Targets@gov.bc.ca)

<b>Section 1: MUNICIPAL INFORMATION</b>	
<b>Municipality:</b>	City of Vancouver
<b>Housing Target Order Date:</b>	September 23, 2023
<b>Reporting Period:</b>	October 1, 2023 – March 31, 2024
<b>Date Received by Council Resolution:</b>	May 14, 2024
<b>Date Submitted to Ministry:</b>	May 15, 2024
<b>Municipal Website of Published Report:</b>	May 15, 2024
<b>Report Prepared By:</b>	<input checked="" type="checkbox"/> Municipal Staff <input type="checkbox"/> Contractor/External
<b>Municipal Contact Info:</b>	Edna Cho, Senior Planner, Housing Policy <a href="mailto:Edna.cho@vancouver.ca">Edna.cho@vancouver.ca</a>
<b>Contractor Contact Info</b>	<input checked="" type="checkbox"/> N/A ( <i>name, position/title, email, phone</i> )

<b>Section 2: NET NEW UNITS</b>				
This is a count of net new units during the reporting period, and cumulatively since the effective date of the HTO. Net new units are calculated as completions (occupancy permits issued) minus demolitions. Legalizing existing unpermitted housing units does not count towards completions.				
	<b>Completions</b> (Reporting Period)	<b>Demolitions</b> (Reporting Period)	<b>Net New Units</b> (Reporting Period)	<b>Net New Units</b> (Since HTO Effective Date)
<b>Total</b>	2,033	426	1,607	1,607

<b>Section 3: UNIT BREAKDOWN</b> (Supplemental Information as per Interim Guidelines)				
Refer to the definitions provided at the end of the report and specify information below for the reporting period and cumulatively since the effective date of the HTO.				
	<b>Completions</b> (Reporting Period)	<b>Demolitions</b> (Reporting Period)	<b>Net New Units</b> (Reporting Period)	<b>Net New Units</b> (Since Effective HTO Date)
<b>Units by Size *</b>				
Studio	193	Net figures cannot be provided as unit sizes are not tracked with building demolitions. The City is working towards improving data collection for future reports.		
One Bedroom	297			
Two Bedroom	402			
Three Bedroom	185			
Four or More Bedroom <sup>1</sup>	Four or more bedroom units included in the Three Bedroom row.			
Unit size mix data is based on apartment and townhouse forms only. Unit size mix was not available for infills, duplexes and single-detached houses. See Section 7.				

<b>Units by Tenure</b>				
Rental Units <sup>2</sup> – Total	952	133	819	819
Rental – Purpose Built	215	114	101	101
Rental – Secondary Suite	227	14	213	213
Rental – Accessory Dwelling	200	1	199	199
Rental – Co-op	0	0	0	0
Owned Units	1,081	293	788	788
The tenure mix includes an assumption regarding other forms of secondary rental not included in the rows above such as rented condo apartments, rented coach houses and townhouses. This assumption is carried through completions and demolitions numbers in order to estimate net new units. See Section 7.				
<b>Units by Rental Affordability</b>				
Market	941	133	808	808
Below Market <sup>3</sup>	11	0	11	11
Below Market Rental Units with On-Site Supports <sup>4</sup>	0	0	0	0
All secondary rental assumed in the tenure split are included in the market rental units. Below-market rental includes a portion of social housing and privately-owned units secured at below market rents. See section 7.				

#### **Section 4: ACTIONS TAKEN BY MUNICIPALITY**

Describe actions in the last 12 months that have been taken to achieve housing targets. This may include updated Official Community Plan bylaws, land use zoning, Housing Needs Report, new housing policies and initiatives, and/or partnerships (e.g., BC Housing, CMHC, First Nations and private and non-profit housing organizations). Each entry should include a description of how the action aligns with achieving the housing target, the date of completion, and links to any publicly available information.

##### **Planning work completed in the past 12 months:**

- [Missing Middle](#): The new R1-1 zoning was adopted in September 2023 and came into effect on Oct 17, allowing up to 4-6 units on a single lot (up to 8 if all rental). We've received about 140 applications under this new zone so far, representing a potential of ~600 units. Next steps include amendments to the Zoning By-Law to align with Bill 44 Small Scale Multi-Unit Housing.
- [Skeena Terrace](#): Following approval of the Policy Statement in 2022, an application was submitted by BC Housing in partnerships with local First nations to rezone this entire 10.8 acre site to enable the development of over 1,900 non-profit housing units, a child care facility, parks,

recreation spaces and shops and services, in proximity to rapid transit. Council approved the rezoning on March 12, 2024.

- [Housing Accelerator Fund](#): The City applied to CMHC's new program in 2023 and the final agreement was signed in November 2023. The City will be receiving \$114 million in installments to support a variety of initiatives from improving permitting processes to implementing zoning changes that will expedite and increase housing delivery.
- [Below-market Rental Optimization](#): In October 2023, council approved changes to standardize our below-market rental policies. These changes guarantee that units in for-profit buildings secured at below-market rents will always remain at a fixed percentage below average market rents. These changes improve the financial viability of projects, streamline the rules emanating from multiple programs and provide more certainty to developers.
- [False Creek North social housing projects](#): In July 2023, Council approved three rezoning applications for the three option sites the City had negotiated with Concord Pacific as part of the large-scale False Creek North development. Operators have now been selected and development permits are in the final stages. These 3 sites will add 670 net new social housing units, including 470 units affordable for incomes below HILs.
- [Broadway Plan zoning amendments](#): On May 11, 2023, Council approved zoning amendments to the Broadway Plan to enable 6-storey mixed-use developments providing 100% secured market rental units in commercial zones.
- [Cambie Corridor Plan zoning amendments](#): On May 9, 2023, Council approved zoning changes in specified areas of the Cambie Corridor to convert existing single-family zones to townhouse zones (RM-8A or RM-8AN). This simplifies the development process of constructing a townhouse by eliminating the requirement to go through a rezoning process.

#### Planning work – ongoing

- [Housing Vancouver Targets Refresh & 3-year Housing Action Plan](#): This work will update the City's 10-year housing targets initially adopted in 2017 to incorporate the Provincial Targets Order, and bring forward a new 3-Year Action Plan with over 50 actions address the ongoing housing crisis.
- [Implementation of new Provincial legislation for Transit-Oriented Areas \(TOAs\)](#): Staff are preparing an interim rezoning policy to establish transit-supportive densities adjacent to transit stations.
- [Simplified Apartment District Schedules](#): The City will create simplified low-rise and tower regulations to streamline delivery of rental, below-market rental and social housing. Opportunities to pre-zone low-rise and tower buildings "as-of-right" in certain areas of the city will be explored.

- [Vancouver's Social Housing Initiative](#): As part of the Vancouver Plan implementation, the City will change zoning regulations to allow mixed-income social and co-operative housing to be built without a rezoning in all Vancouver neighbourhoods. The change will allow faster approval of these projects, reduce costs for the community housing sector and provide affordable housing for those who need it most.
- [Seniors Housing Strategy](#): After extensive engagement activity throughout 2023, a first draft of this new strategy is currently out for public consultation. It outlines key directions including enabling policies and actions to help meet the needs of older adults.
- [Rupert & Renfrew station Area Plan](#): Staff are creating a new Area Plan around the Rupert and Renfrew SkyTrain stations that will allow for more housing opportunities including market and below-market rental, social housing and home-ownership.
- [Jericho Lands Planning Program](#): Council approved the Jericho Lands Policy Statement on January 24, 2024. The Policy Statement establishes planning principles and policies that will guide the delivery of diverse housing types within the 90-acre site. Next steps include the preparation of an Official Development Plan, followed by the phase 1 rezoning process.
- [Implementation of new Provincial legislation to increase housing](#): The City is currently working to comply with the requirements contained in Bill 44, 46 and 47. Actions include:
  - Preparing an update to the Housing Needs Report by end of 2024 under Bill 44;
  - Preparing zoning changes to align with Bill 44's Small Scale Multi-Unit Housing before June 2024 (see above);
  - Designate Transit-Oriented Areas by by-law (Bill 47) and prepare an interim rezoning policy (see above);
  - Update the City's Financing Growth framework to align with Bill 46;
  - Advance Vancouver's Official Development Plan as part of Vancouver Plan implementation (see below).

**Implementation work – Ongoing**

- [Housing Vancouver implementation](#): Over 7,800 units were approved by in 2023, including 5,800 purpose-built market and affordable rental units. Since the beginning of the Housing Vancouver Strategy in 2017, about 56,000 units have been approved with 46% family-sized units and 31% for incomes under \$80K. Other initiatives include advancing the City's shelter strategy, implementation of short-term rental regulations and the Empty Homes Tax, etc.
- [Rental policies](#): 2023 was a record year for rental approvals and building permit issuance. Significant take-up of our different rental options (e.g. Secured Rental Policy, below-market rental rezoning policy etc.) can also be seen in housing starts reported by CMHC with almost 4,900 units started in 2023, a decades-long record.

- **Broadway Plan:** Adopted in June 2022, the 30-year Plan enables more housing opportunities around future SkyTrain stations, and incentivizes delivery of market and non-profit rental housing. There are currently 39 rezoning applications under review, two already approved and one building currently under construction, with a total potential for over 8,400 units.
- **SRO Investment Strategy:** The City is collaborating with its provincial and federal partners on the development of an investment strategy to replace the ageing SRO stock in Vancouver with self-contained social housing units that are affordable to low-income residents. The multi-partner working group has focused on identifying priority investments that can be accomplished in the next 10-15 years. In addition to the existing SRO replacement projects underway (e.g. Regent and Balmoral hotels), the working group identified 20 government and non-profit owned SROs for potential replacement. BC Housing is leading building assessments and the City is leading research and consultation with key stakeholders to inform the strategy.
- **Non-market housing development on city-owned sites:** The City is actively developing housing on city-owned sites. Over 2,000 units have been completed since 2018 to end of 2023, with an additional 2,000+ units currently under construction and in development. The City also takes on ownership of social housing units delivered turn-key through inclusionary zoning, over 700 homes completed or under construction since 2018.
- **City-wide Official Development Plan:** Work has started to develop Vancouver's first city-wide Official Development Plan to guide growth and change as part of the implementation of the Vancouver Plan.

**Section 5: APPROVED DEVELOPMENT APPLICATIONS**

Provide the information below to establish the quantity of new housing currently proposed based on completed development applications. For each housing project in progress, please report on the most recent development approval which has been issued since the effective date of your Housing Target Order. Each housing project should only be captured once through the **most current** development application type, and units which have received occupancy permits should not be included (*see Section 2 above for occupancy permits*).

	Rezoning	Development Permit	Building Permit	Total
<b>Applications</b>	28	21	402	451
<b>New Units</b>	5,277	2,026	2,298	9,601

Section 5 only includes those rezoning applications approved at public hearings and development or building permits issued during the 6-month reporting period (removing any double-counting). They do not capture projects currently under construction that received a building permit previously, or projects currently in development that have not reached these specific milestones during the 6-month reporting period. This means that the figures in section 5 does not reflect the City's entire development pipeline. More projects are expected to proceed and complete over the next few years. See Section 7.

<b>Unit Breakdown</b> (Supplemental Information as per Guidelines)				
<b>Units by Size</b>				
Studio	992	532	275	1,799
One Bedroom	1,849	794	652	3,295
Two Bedroom	1,966	553	499	3,018
Three Bedroom	470	138	220	828
Four or More Bedroom <sup>1</sup>	Four or more bedroom units included in the Three Bedroom row.			
Unit size mix data is based on apartment and townhouse forms only. Unit size mix information is not currently collected for infill houses, duplexes and single-detached houses. See Section 7.				
<b>Units by Tenure</b>				
Rental Units <sup>2</sup> – Total	5,019	1,836	1,730	8,585
Rental – Purpose Built	4,869	1,734	1,357	7,960
Rental – Secondary Suite	0	1	145	146
Rental – Accessory Dwelling	0	1	126	126
Rental – Co-op	0	0	0	0
Owned Units	258	190	568	1,016
The tenure mix includes an assumption regarding other forms of secondary rental not included in the rows above such as rented condo apartments, rented coach houses and townhouses. See Section 7.				
<b>Units by Rental Affordability</b>				
Market	3,401	1,469	1,405	6,275
Below Market <sup>3</sup>	1,542	367	325	2,234
Below Market Rental Units with On-Site Supports <sup>4</sup>	76	0	0	76
All secondary rental assumed in the tenure split are included in the market rental units. Below-market rental includes a portion of social housing and privately-owned units secured below at market rents. See section 7.				

**Section 6: WITHDRAWN OR NOT APPROVED DEVELOPMENT APPLICATIONS**

**A)** Indicate the number of applications (and associated proposed units) that have been withdrawn by applicants, and the same information for applications not approved by staff or Council during this reporting period. Please capture rezoning applications, development permits, and building permits.

	<b>Applications Withdrawn</b>	<b>Applications Not Approved</b>
<b>Applications</b>	155	0
<b>Proposed Units</b>	1,181	0

**B)** For each project that was withdrawn or not approved, provide a summary of relevant project information, including application type and reasons why each project was withdrawn or not approved. Please capture rezoning applications, development permits, and building permits.

Most withdrawals are initiated by the applicants. Some applications/permits are cancelled by the City when applicants are non-responsive or fees remain unpaid for an extensive period of time. The City does not request an explanation from the applicant when they ask to withdraw a permit, and only collects this information if offered. Some applicants have declared at time of withdrawal their intention to resubmit their application under a different form of development (at least 32 projects). See additional information in section 7.

See the attached table for a complete list of reasons for withdrawal for all 155 applications/permits.

The City did not refuse any applications during the reporting period.

**Section 7: OTHER INFORMATION**

Provide any other information not presented above that may be relevant to your municipality's effort and progress toward achieving the housing target.

**Methodological notes**

Numbers are pulled from several datasets including occupancy permits issued for multi-family developments, building permit completed (final inspection passed) for low-density ground-oriented housing (single-family houses, duplexes and infills), demolition permits issued, development and building permits issued, rezoning applications approved at public hearings, applications cancelled or withdrawn, as well as trackers managed outside of the City's permitting system to monitor purpose-built market rental developments, non-profit housing developments, and ownership multi-family developments.

The majority of demolitions registered in this reporting period are single-family houses.

Section 3:

- Unit size data excludes single-family dwellings and other ground-oriented forms. The City's permitting system currently only tracks this information for apartment and townhouse forms.
- Four-bedroom units are lumped in with three-bedroom units.
- The City does not capture unit size or affordability information for demolitions.

- Total gross rental units include purpose-built rental, secondary suite, accessory dwelling, co-ops and a portion of ownership units assumed to be rented (37% of condos based on CMHC data, and 1/3 of townhouses and coach houses).
- Owned units include single-family houses and duplexes as well as condos, townhouses and coach houses assumed to be owner-occupied.
- All secondary market rental units are assumed to rent at market rates. This assumption is carried through completions and demolitions in order to calculate the number of net new units.
- The Below-Market Rental category as defined by the Province (affordable to households earning below HILs) includes the portion of non-profit housing projects secured for incomes below HILs, as well as studios and 1-bedroom apartments secured at 20% below market in privately-owned rental buildings (under the City's below-market rental policies).
- Affordability in non-profit housing may deepen over time after occupancy.

#### Section 5:

- The numbers are all gross and only include those rezoning applications approved at public hearings and development and building permits issued during the 6-month reporting period. They do not capture projects currently under construction that received a building permit previously, or projects currently in development that have not reached these specific milestones during the 6-month reporting period. This means that the figures in section 5 do not capture the City's entire development pipeline.
- Unit size data does not include single-family dwellings and other ground-oriented forms. The City's permitting system currently only tracks this information for apartment and townhouse forms.
- The total rental and ownership units are calculated using the same methodology as in section 3, including the assumption regarding other secondary rental types not listed in the form.
- All secondary market rental units are assumed to rent at market rates.
- The Below-Market Rental category as defined by the Province (affordable to households earning below HILs) includes the portion of non-profit housing projects secured for incomes below HILs, as well as studios and 1-bedroom apartments secured at 20% below market in privately-owned rental buildings (under the City's below-market rental policies).
- The City's definition of social housing requires a minimum of 30% of units to be secured at rents affordable to households earning below HILs. However, affordability levels may not have been secured yet at time of rezoning approvals and can potentially deepen through the development process depending on funding secured (for non-profit housing only). Affordability in non-profit housing may also deepen over time after occupancy.

#### Section 6:

- The number of units are gross.
- The detailed list of permits cancelled or withdrawn is attached at the end of this report.
- The City does not request an explanation from the applicant when they withdraw a permit, and only collects this information if offered.
- Many applications cancelled or withdrawn, especially in larger multi-family projects and sites that were newly zoned R1-1, have indicated that they will be resubmitting new applications.
- Applications may be cancelled by the City if applicants are non-responsive or fees remain unpaid for an extensive period of time.

**Improvements to data collection and reporting processes**

The City is planning changes to the permitting and tracking systems in order to improve collection of the data requested by the Province through the Targets Order. This will ensure future reporting is more complete and consistent.

**Permitting Improvement Program**

Work is underway to improve the City's permitting process by simplifying regulations and permit conditions, in order to eliminate the housing permitting backlog and increase housing delivery.

**Senakw**

The Senakw project, developed on Squamish land by Nch'kay' Development Corporation, is not included in this report as it does not fall under City jurisdiction. However, as this site is located in the heart of the city, the City signed an agreement with the Squamish Nation to plan for the integration of the site within city infrastructure such as public transit, water and sewer, road network etc. The project is currently under construction and will deliver about 6,000 net new rental units.

**Development pipeline**

The City's development pipeline currently holds ~31,300 net units to be completed over the next 5 years, based on projects currently in development or already under construction. The number of building permits issued by the City, as well as housing starts registered by CMHC, have reached record levels in 2022 and 2023, indicating a higher level of completions over the next few years. Purpose-built rental in particular is driving this surge in construction.

**Market conditions**

Completion of housing units is a complicated metric as completions depend on a number of factors that municipalities do not control. Rising construction costs, labour shortages and high interest rates impact the financial viability of projects and may result in some projects delaying construction or going through major redesigns. Although the City expects higher levels of completions in the next couple of years, adverse market conditions may impact delivery of housing in the following years. However, CMHC projects that financial constraints will ease in 2025, resulting in renewed growth in the sector.

<sup>1</sup> If needed due to data gaps, you may report "Three Bedroom" and "Four or More Bedroom" as one figure in the "Three Bedroom" row.

<sup>2</sup> **Rental Units** include purpose built rental and secondary rental (e.g., secondary suites, accessory dwellings, etc.).

<sup>3</sup> **Below Market Units** are units rented at or below 30% of the local Housing Income Limits (HIL) per unit size.

<sup>4</sup> **Below Market Rental Units with On-Site Supports** are units rented at the Income Assistance Shelter rate providing permanent housing and on-site supports for people to transition out of homelessness.

**Rezoning Applications, Development Permits, and Building Permits Withdrawn or Cancelled  
between October 1, 2023 and March 31, 2024.**

Application/ Permit Type	Work Description	Reason for Withdrawal
Building Permit (BP)	Multiple conversion dwelling	Applicant requested application to be withdrawn
Building Permit (BP)	Coach house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling	Incomplete application
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling	Lack of activity
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Duplex, secondary suites	Lack of activity
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Lack of activity
Building Permit (BP)	Duplex	New application submission (R1-1)
Building Permit (BP)	Single family dwelling	New application submission (R1-1)
Building Permit (BP)	Laneway house	New application submission
Building Permit (BP)	Duplex	Lack of activity
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	New application submission
Building Permit (BP)	Single family dwelling	New application submission (R1-1)
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Incomplete application
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling, secondary suite	Applicant requested application to be withdrawn
Building Permit (BP)	Townhouses	Lack of activity
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling	New application submission (R1-1)
Building Permit (BP)	High-rise apartments	Lack of activity
Building Permit (BP)	Duplex	Lack of activity
Building Permit (BP)	Single family dwelling	Unpaid fees
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Duplex, secondary suites	New application submission (R1-1)

Application/ Permit Type	Work Description	Reason for Withdrawal
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Duplex	Lack of activity
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Incomplete application
Building Permit (BP)	Laneway house	New application submission
Building Permit (BP)	Duplex, secondary suites	Lack of activity
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Duplex	Lack of activity
Building Permit (BP)	Duplex, secondary suites	Lack of activity
Building Permit (BP)	Duplex, secondary suites	Lack of activity
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Duplex, secondary suites	New application submission (R1-1)
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Laneway house	Lack of activity
Building Permit (BP)	Duplex	New application submission (R1-1)
Building Permit (BP)	Mid-rise apartments, townhouses	Applicant requested application to be withdrawn
Building Permit (BP)	High rise apartments	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling, secondary suite	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Mid-rise apartments	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling, secondary suite	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling, secondary suite	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex, secondary suites	Lack of activity
Building Permit (BP)	Laneway house	Property sold
Building Permit (BP)	Duplex, secondary suites	Applicant requested application to be withdrawn



Application/ Permit Type	Work Description	Reason for Withdrawal
Building Permit (BP)	Single family dwelling	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling	New application submission (R1-1)
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	New application submission (R1-1)
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Single family dwelling	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex	Applicant requested application to be withdrawn
Building Permit (BP)	Laneway house	Applicant requested application to be withdrawn
Building Permit (BP)	Duplex	Applicant requested application to be withdrawn
Development Permit (DP)	High-rise apartments	New application submission
Development Permit (DP)	High-rise apartments	New application submission
Development Permit (DP)	High-rise apartments	New application submission
Development Permit (DP)	Multiple conversion dwelling, coach house	Property sold
Development Permit (DP)	Mid-rise apartments, townhouses	Applicant requested application to be withdrawn
Development Permit (DP)	Single family dwelling	Lack of activity
Development Permit (DP)	Mid-rise apartments	Lack of activity
Development Permit (DP)	Duplex	Incomplete application
Development Permit (DP)	Multiple conversion dwelling, coach house	Lack of activity
Development Permit (DP)	High-rise apartments	New application submission
Development Permit (DP)	Single family dwelling, secondary suite	Applicant requested application to be withdrawn
Development Permit (DP)	Mid-rise apartments	New application submission
Development Permit (DP)	Single family dwelling	Incomplete application
Development Permit (DP)	High-rise apartments	New application submission
Development Permit (DP)	Low-rise apartments	Applicant requested application to be withdrawn
Development Permit (DP)	Duplex, coach house	Unpaid fees
Development Permit (DP)	Duplex	Unpaid fees
Rezoning Application (RZ)	High-rise apartments	Applicant requested application to be withdrawn
Rezoning Application (RZ)	Mid-rise apartments	New application submission (R1-1)

## Appendix B: Provincial Housing Target Order and reporting requirements

### PROVINCE OF BRITISH COLUMBIA

Ministerial Order No. M285

#### ORDER OF THE MINISTER RESPONSIBLE FOR THE *Housing Supply Act*

#### WHEREAS

- A. The minister has, prior to making this Housing Target Order, considered the information set out in section 3 (1) *Housing Supply Act*, SBC 2022, c.38, in relation to the City of Vancouver.
- B. In accordance with section 3(2) and (3) *Housing Supply Act*, SBC 2022, c. 38, the minister has consulted with the City of Vancouver regarding this housing target order.
- C. The minister has:
  - i. provided a description of the proposed Housing Target Order to the City of Vancouver; and
  - ii. in accordance with section 4(1), Housing Supply Regulation, B.C. Reg. 133/2023, provided the City of Vancouver an opportunity to provide written comments to the minister.
- D. An extension to the consultation period, if any, granted by the minister to the City of Vancouver, pursuant to section 4(2), Housing Supply Regulation, B.C. Reg. 133/2023, has elapsed.

NOW THEREFORE Pursuant to section 2, *Housing Supply Act*, SBC 2022, c. 38, the Minister of Housing orders as follows:

1. A housing target order is made for the City of Vancouver, effective October 1, 2023 (the “**Effective Date**”).
2. The housing targets for the City of Vancouver under this housing target order are set out in the attached **Schedule A** (*Housing Targets*).

September 23, 2023

Date



Minister of Housing

*(This part is for administrative purposes only and is not part of the Order)*

#### Authority under which Order is made:

Act and section: *Housing Supply Act*, S.B.C. 2022, c. 38, s 2

Other: Housing Supply Regulation, B.C. Reg. 133/2023

3. The performance indicators by which progress by the City of Vancouver toward meeting each housing target is to be assessed are described in the attached **Schedule B** (*Performance Indicators*).
4. This Housing Target Order begins on the Effective Date and ends on September 30, 2028 (the “**End Date**”).
5. The City of Vancouver must prepare and submit a housing target progress report at the intervals set out in the attached **Schedule C** (*Housing Targets Progress Reporting*).

**SCHEDULE A**  
**Housing Targets**

1. The five-year housing target for the City of Vancouver is **28,900 Units**, which is the total minimum number of net new completed housing units required to comply with this Provincial Housing Target Order.
2. The above housing targets reflect 75% of the total Provincial Housing Needs Estimate for the City of Vancouver.
3. For each Progress Reporting Period as set out in Schedule C, the net new number of completed housing units will be measured annually and cumulatively, as follows:
  - a. Year 1: 5,202
  - b. Year 2: 10,597
  - c. Year 3: 16,281
  - d. Year 4: 22,349
  - e. Year 5: 28,900

**SCHEDULE B**  
**Performance Indicators**

1. The performance indicators to measure annual progress toward achieving the housing target are set out in Table 1 and are based on:
  - a. Progress toward achieving the annual cumulative housing target; and
  - b. Actions taken by municipality toward meeting the annual housing target.

**Table 1 - Performance Indicators**

Category	Performance Indicator	Data to Measure
<b>Annual cumulative housing target</b>	Satisfactory progress to meet annual cumulative housing target, measured by completed net new housing units.	Total number of new completed housing units (minus demolitions) during the reporting period.
<b>Actions taken by the municipality toward meeting the annual cumulative housing target</b>	Satisfactory progress demonstrated by: <ol style="list-style-type: none"> <li>1. update of land use planning documents to align with housing targets;</li> <li>2. adoption of policies and initiatives to meet housing targets; and</li> <li>3. residential approvals complete and/or in progress that met or will meet housing targets.</li> </ol>	<ol style="list-style-type: none"> <li>1. Relevant information about updates to land use planning documents such as the Official Community Plan, Zoning Bylaw, Housing Needs Report, Housing Action Plan/Strategy (other documents, e.g., Strategic Plan) including date of last update, and related policies that align with achieving annual housing targets.</li> <li>2. Description of new/amended bylaws &amp; policies adopted to achieve housing targets.</li> <li>3. The number of applications received and permits issued in relation to residential development such as development, building and rezonings.</li> </ol>

**SCHEDULE C**  
**Housing Targets Progress Reporting**

The City of Vancouver must receive the progress report by resolution within 45 days of the end of the reporting period:

Reporting Period 1.1: October 1, 2023 – March 31, 2024

Reporting Period 1.2: October 1, 2023 – September 30, 2024

Reporting Period 2: October 1, 2024 – September 30, 2025

Reporting Period 3: October 1, 2025 – September 30, 2026

Reporting Period 4: October 1, 2026 – September 30, 2027

Reporting Period 5: October 1, 2027 – September 30, 2028

Progress Report Forms must be posted to the municipal website and submitted to the Minister as soon as practicable after being received.



BRITISH  
COLUMBIA

VIA EMAIL

Ref. 61444

September 26, 2023

His Worship Ken Sim  
Mayor of the City of Vancouver  
Email: [Ken.Sim@vancouver.ca](mailto:Ken.Sim@vancouver.ca)

Dear Mayor Sim:

RE: Housing Target Order for the City of Vancouver

Thank you for your letter of September 14, 2023, in response to the proposed Housing Target Order (Order). I appreciate the feedback about the housing targets program. Your suggestions have been directed to Ministry of Housing staff for further consideration.

I have attached the Order for the City of Vancouver effective October 1, 2023 (see Appendix A). The Order sets out the total five-year housing target to be met by September 30, 2028, and annual cumulative housing targets (Schedule A), housing target performance indicators (Schedule B), and progress reporting dates (Schedule C). The Order will be published on BC Laws and must also be published on the City of Vancouver's internet site.

I want to thank your staff for working with the provincial team through the target-setting process and the commitment from the City of Vancouver to address the housing crisis in your community. To address the housing crisis, strong action is required from all levels of government.

.../2

His Worship Ken Sim  
Page 2

In February 2023, the Province launched the \$1 billion Growing Communities Fund, providing grants to every local and regional government to deliver infrastructure projects necessary to enable growth in their communities. In addition, the Province recently announced \$61 million to support local governments in meeting new density initiatives, including updating Housing Needs Reports, Official Community Plans, and zoning and development finance bylaws. BC Housing's Community Housing Fund and other funding programs give consideration to non-profits, co-operative and municipal housing providers, and First Nations delivering housing in municipalities where housing need is significant. Together, these funding initiatives provide a foundation for local governments to move forward with the implementation of housing targets within their communities, as well as contribute to the wider goal of addressing the housing crisis in B.C.

### **Housing Targets**

Housing targets set out in the Order reflect 75% of the Province's total estimated housing need for the City of Vancouver. This is the minimum number of completed net new units to be delivered annually and cumulatively for the five-year period of the Order. The City of Vancouver should strive to achieve 100% of the estimated housing need over the duration of the Order.

Appendix B includes the unit breakdown (size, tenure, unit affordability and supportive housing ) as interim guidance for the City of Vancouver. I encourage the City of Vancouver to strive toward meeting and monitoring the unit breakdown to deliver the right type of housing needed in your community. The unit breakdown is currently not required but can be reported as supplemental information.

### **Progress Reporting**

Housing target progress reports must be received by Council resolution within 45 days after the end of each reporting period as set out in Schedule C. As soon as practicable after receiving the housing target progress report, the City of Vancouver must submit the report to the Minister and publish the report on its municipal website.

In addition to reporting on the net new completed units, the City of Vancouver must also report on information about actions taken and progress toward meeting the housing target order (see housing target performance indicators in Schedule B). If a housing target has not been met, the City of Vancouver must also report any planned actions toward meeting the housing target within the 2-year period following the report.

.../3

His Worship Ken Sim  
Page 3

I appreciate your concerns about completions as the primary metric for measuring progress towards achieving targets. The Province is committed to measuring the targets against move-in ready housing (completions), however building permits will also be considered as part of the evaluation of municipal efforts to meet targets. In addition to assessing progress towards meeting a housing target, the Province may analyze market conditions, and external factors, concerning housing development.

**First Nations Engagement**

Municipalities have an important role to play in Reconciliation, particularly with First Nations whose territory includes your municipality and Indigenous peoples living in or near your community. I strongly encourage the City of Vancouver to frequently and meaningfully engage with First Nations on land use planning to ensure that increased housing supply is responsive to Indigenous housing needs and does not negatively impact on culturally and environmentally sensitive lands.

We appreciate your commitment to working toward our shared housing outcomes.

Sincerely,



Ravi Kahlon  
Minister of Housing

Attachments:

Appendix A: Housing Target Order for the City of Vancouver

Appendix B: Housing Unit Breakdown as Guidance for the City of Vancouver

pc: Teri Collins, Deputy Minister, Ministry of Housing  
Okenge Yuma Morisho, Deputy Minister, Ministry of Municipal Affairs  
Bindi Sawchuk, Assistant Deputy Minister, Ministry of Housing  
Tara Faganello, Assistant Deputy Minister, Ministry of Municipal Affairs  
Paul Mochrie, City Manager, City of Vancouver

Appendix B – Housing Unit Breakdown as Guidance for the City of Vancouver

The following guidelines are based on 75% of the Province’s estimated housing need by unit size, tenure, rental affordability, and rental units with on-site supports. Needs are estimated over a five-year timeframe between 2023 and 2028.

UNITS BY SIZE	GUIDELINE
Studio/One bedroom*	17,459* (1 Bedroom Minimum 5,771)
Two Bedroom	5,231
Three or More Bedroom	6,209

UNITS BY TENURE	GUIDELINE
Rental Units	20,886
Owned Units	8,015

**Rental units:** Number of new rental units built in prescribed municipality, including purpose built rental and secondary rental (e.g., secondary suites, accessory dwellings, etc.).

RENTAL AFFORDABILITY	GUIDELINE
Below Market	7,894
Market	12,992

**Below Market:** Number of rental units which are at or below 30% of the local Housing Income Limits (HIL) per size.

SUPPORTIVE RENTAL UNITS	TOTAL
With On-site Supports	583

**Supportive rental units with On-Site Supports:** Number of below-market rental units with on-site supports to provide permanent housing for people to transition out of homelessness.



March 27, 2024

Ref: 65936

Paul Mochrie, City Manager  
City of Vancouver  
[paul.mochrie@vancouver.ca](mailto:paul.mochrie@vancouver.ca)

RE: Interim Progress Report

Dear Paul Mochrie,

Further to the City of Vancouver Housing Target Order (HTO) of September 23, 2023, I am writing regarding the upcoming six-month interim Housing Target Progress Report. Municipal staff are requested to complete the attached form (Appendix A).

Under the Housing Supply Act (Act), municipalities are required to submit progress reports for each reporting period outlined in the HTO. The Housing Supply Regulation requires that progress reports be received by Council resolution within 45 days after the end of the applicable reporting period. This six-month interim progress report covers the 'Reporting Period 1: October 1, 2023 – March 31, 2024,' and is due to be submitted to the Province no later than May 15, 2024. Reports can be submitted to: [Housing.Targets@gov.bc.ca](mailto:Housing.Targets@gov.bc.ca)

Interim progress reports are intended to provide the Province with an early indication of a municipality's ability to meet or make satisfactory progress toward achieving its housing targets. Reports will be evaluated to assess the data submitted, current and planned municipal actions to create conditions to deliver new housing, and any gaps impacting the ability to report progress.

The Ministry of Housing is committed to supporting municipalities in meeting their housing targets. Please contact Matthew Pawlow, Executive Director of the Housing Targets Branch at 778- 405-9403 or [Matthew.Pawlow@gov.bc.ca](mailto:Matthew.Pawlow@gov.bc.ca) if you, or your staff, have any questions about the interim progress report.

Page 2

Yours truly,

A handwritten signature in black ink, appearing to read "Bindi Sawchuk". The signature is written in a cursive, flowing style.

Bindi Sawchuk  
Assistant Deputy Minister  
Housing and Land Use Policy

Enclosure/Attachment  
Appendix A: Housing Target Progress Report Form

## Appendix C: Housing Target Order Methodology & Analysis

In September 2023, the Province issued Ministerial Order to 10 municipalities, under the Housing Supply Act, requiring them to meet housing construction targets determined by the Province. These targets are set for a five-year period starting on October 1<sup>st</sup>, 2023. Requirements include meeting a target for net new units completed, providing information on actions taken and progress made through annual reports and an initial 6-month interim report. Reports must be approved by Council, published on the municipalities' website and sent to the Province within 45 days after the end of the reporting period (see Appendix B for the full Ministerial Order).

Below is a summary table of the Provincial Target Order methodology, breakdown categories and implications for the City of Vancouver.

### Summary of Provincial Target Order & implications

Provincial Housing Target Order		Notes / Implications
<b>Metrics</b>	Targets are measured in net new completions.	<ul style="list-style-type: none"> <li>We agree that tracking completions is important.</li> <li>For targets, the City has historically tracked approvals as it is the measure that municipalities have the most responsibility and control over. It is important to note that there are many external factors that impact whether and when a project completes beyond municipal approvals, such as economic conditions, labour shortages, availability of materials, construction costs, and funding and financing.</li> </ul>
<b>Unit count</b>	<p>Targets are measuring net new units.</p> <p>Calculated by counting units completed minus units demolished within the reporting period</p> <p>Completions calculated as occupancy permits issued for multiple dwellings and building permit completion (final inspection passed) for low-density ground-oriented housing (single-family house, duplex, infill)</p>	<ul style="list-style-type: none"> <li>Tracking net new units (compared to gross) is the most accurate way of measuring an increase in housing supply.</li> <li>The Province counts net numbers based on completions and demolitions over the reporting period. In Vancouver, we typically count net units by project to reflect units lost through redevelopment and additional units it has created. Work is underway to change our tracking system to better comply with Provincial requirements for reporting.</li> </ul>

Provincial Housing Target Order		Notes / Implications																
<b>Timeframe</b>	5 years	<ul style="list-style-type: none"> <li>For this first reporting cycle, the majority of the completions anticipated in the target period were projects already under construction in the development pipeline. The full impact of the Provincial Target Order and related Provincial legislation to increase housing supply will not be known until the later years of the Target Order or into the next Target Order.</li> </ul>																
<b>Housing Needs Assessment</b>	<p><b>Housing need identified by the Province: 38,543 units over 5 years</b></p> <p>This model is primarily based on population/demographic trends. This methodology is replicable for all municipalities subject to the Order.</p>	<ul style="list-style-type: none"> <li>The Province has established a thoughtful and comprehensive model to establish housing need, taking into account both existing and future housing needs.</li> <li>The provincial housing needs assessment does not show the full picture of housing need in municipalities as it already assumes it to be addressed over a certain period of time.</li> <li>The anticipated need (5-year household growth) is based on BC Stats household projection, with an additional adjustment made to reflect regional growth in the municipal projections. BC Stats projection are updated every quarter. It will be important to monitor changes over the life cycle of the targets in order to understand any major changes in housing projections that could impact housing demand and supply.</li> <li>In turning needs into targets, the model does not consider pragmatic elements such as development capacity, funding available for below-market housing or economic viability of projects. This will be carefully considered as part of the upcoming work to refresh the City's Housing Vancouver Targets.</li> </ul>																
	<table border="1"> <thead> <tr> <th>5-year housing need</th> <th>Units</th> </tr> </thead> <tbody> <tr> <td colspan="2"><b>Unmet need</b></td> </tr> <tr> <td>Extreme Core Housing Need, addressed over 20 years</td> <td>6,133</td> </tr> <tr> <td>Homelessness, addressed over 10 years</td> <td>1,411</td> </tr> <tr> <td>Suppressed household formation, addressed over 20 years</td> <td>434</td> </tr> <tr> <td>Vacancy adjustment, addressed over 20 years</td> <td>942</td> </tr> <tr> <td><b>5-year anticipated need</b></td> <td><b>29,613</b></td> </tr> <tr> <td>Household growth projection</td> <td></td> </tr> </tbody> </table>		5-year housing need	Units	<b>Unmet need</b>		Extreme Core Housing Need, addressed over 20 years	6,133	Homelessness, addressed over 10 years	1,411	Suppressed household formation, addressed over 20 years	434	Vacancy adjustment, addressed over 20 years	942	<b>5-year anticipated need</b>	<b>29,613</b>	Household growth projection	
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Provincial Housing Target Order		Notes / Implications										
<b>Overall target</b>	<p><b>Overall housing target: 28,900 units over 5 years</b></p> <p>A minimum threshold target set at 75% of estimated 5-year housing need, loosely based on 14-year completions trend from CMHC as benchmark.</p>	<ul style="list-style-type: none"> <li>The Minister has strongly encouraged municipalities to strive to meet 100% need, above and beyond the minimum target set at 75% of the needs assessment.</li> <li>From an analysis of the City's current development pipeline, there are ~31,300 units at various stages of the development process, which is sufficient to meet the minimum target, but not 100% of Housing Need.</li> <li>To support housing and a growing population, assistance is necessary from senior governments to help fund much needed infrastructure and community amenities.</li> </ul>										
<b>Guidelines</b>	<p>This breakdown is provided as a guideline for now.</p> <p>During consultation in summer 2023, Provincial staff had signaled their intention to issue a second ministerial order to make it official targets. No news have been received since in this regard.</p> <p>Breakdown categories are generally based on past census distribution and trends, with assumptions weaved in.</p> <table border="1"> <thead> <tr> <th>Category</th> <th>Units</th> </tr> </thead> <tbody> <tr> <td>Studio &amp; 1 bedroom</td> <td>17,459</td> </tr> <tr> <td>2 bedrooms</td> <td>5,231</td> </tr> <tr> <td>3 or more bedrooms</td> <td>6,209</td> </tr> <tr> <td>Ownership (all types)</td> <td>8,015</td> </tr> </tbody> </table>	Category	Units	Studio & 1 bedroom	17,459	2 bedrooms	5,231	3 or more bedrooms	6,209	Ownership (all types)	8,015	<p><u>Unit mix:</u></p> <ul style="list-style-type: none"> <li>The City's current policies encourage at least 25% 2-bedrooms and 10% 3-bedrooms and larger. The proposed target is for a much higher share of 3-bedrooms (22%). Engagement with the industry and economic testing has shown that increasing the number of 3-bedrooms, especially in rental buildings, significantly impacts project viability.</li> </ul> <p><u>Tenure:</u></p> <ul style="list-style-type: none"> <li>In the short term, Staff believe this preliminary tenure breakdown is achievable, especially as it assumes at least 1/3 of ownership housing to be available on secondary rental market. The City will continue to promote secured, purpose-built rental housing as the main form of new rental in order to provide security of tenure to renters and would encourage the Province to look more closely at distinguishing different types of rental in future target orders.</li> </ul> <p><u>Affordability:</u></p>
Category	Units											
Studio & 1 bedroom	17,459											
2 bedrooms	5,231											
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<b>Provincial Housing Target Order</b>		<b>Notes / Implications</b>								
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Rental Market	12,992									
Supportive housing (for people transitioning out of homelessness)	583									
<b>Annual targets</b>	<p>The 5-year overall target is broken down in cumulative annual thresholds:</p> <ul style="list-style-type: none"> <li>Year 1: 5,202</li> <li>Year 2: 10,597</li> <li>Year 3: 16,281</li> <li>Year 4: 22,349</li> <li>Year 5: 28,900</li> </ul> <p>A linear model was used to set the rate of increase in completions based on historical completion rate</p>	<ul style="list-style-type: none"> <li>This breakdown provides an annual construction target for net completions against which progress will be measured. The annual number of units required to complete increases each year, but progress will be evaluated on a cumulative basis.</li> </ul>								
<b>Reporting requirements</b>	6-month interim report followed by annual reports to be approved by Council and submitted to the	<ul style="list-style-type: none"> <li>Staff note some gaps in our current tracking system that impact our ability to report on net new units. Currently, we</li> </ul>								

Provincial Housing Target Order	Notes / Implications
<p>Province within 45 days after the end of the reporting periods.</p> <p>The Ministerial order includes:</p> <ul style="list-style-type: none"> <li>total number of new completed housing units net of demolitions during the reporting period</li> <li>relevant information on actions taken by the municipality (e.g. land use changes, new policies etc.)</li> <li>number of applications received and permits issued.</li> </ul> <p>A reporting template was provided at the end of March 2024. It includes the mandatory information required in the Ministerial Order as well as detailed tables for completed and demolished units in all the guideline categories, and additional ones (e.g. 4-bedroom unit count, secondary suite counts). The same level of detail is requested for permits issued/rezoning approved during the reporting period.</p> <p>The template also requests a full list of permits withdrawn with project description and explanations for each withdrawal.</p> <p>A 2-tier evaluation system is planned: the first tier is the above. If progress is not satisfactory to the Province, tier 2 would require municipalities to submit much more information and datasets regarding application activity, processing times, zoning/land use documents etc.</p>	<p>track net new units only for social housing and market rental projects but not ownership or low-density housing. Our permitting system is not currently set up to track demolition data closely, as well as detailed data on tenure, affordability or bedroom count for low-density housing. This makes reporting on all the detailed categories as requested in the reporting templates challenging in the short term. For the sub-categories, we pull from different sources in the CoV systems, providing net counts where available, and gross counts when netting is not possible.</p> <ul style="list-style-type: none"> <li>Work is currently underway to implement changes to our systems to improve data collection which will allow us to report out in a way that matches the Province’s requirements over the medium/long-term.</li> </ul>