

# 2024 - 2033

## **HOUSING VANCOUVER** 10-YEAR HOUSING TARGETS



**HOUSING  
VANCOUVER**

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# Introduction

Housing targets outline the specific type and quantity of housing the City plans to deliver over the next 10 years. They guide developers and housing providers on the City's priorities in development, planning, and policy making, and will support a diverse and fair housing system. Monitoring progress towards these targets helps assess policies and set future priorities.

*New housing targets will help align City processes, policies, and tools to ensure we are best positioned to deliver a diverse range of housing for new and existing residents.*

Vancouver has had housing targets for over a decade. The most recent update was approved in 2017 as part of the Housing Vancouver Strategy, with the goal of retaining income diversity in the city, and to shift housing production towards rental. The new 2024-2033 targets build upon these goals, while acknowledging new economic realities, and meeting new legislative requirements from the Province.

## **Collaboration and Alignment**

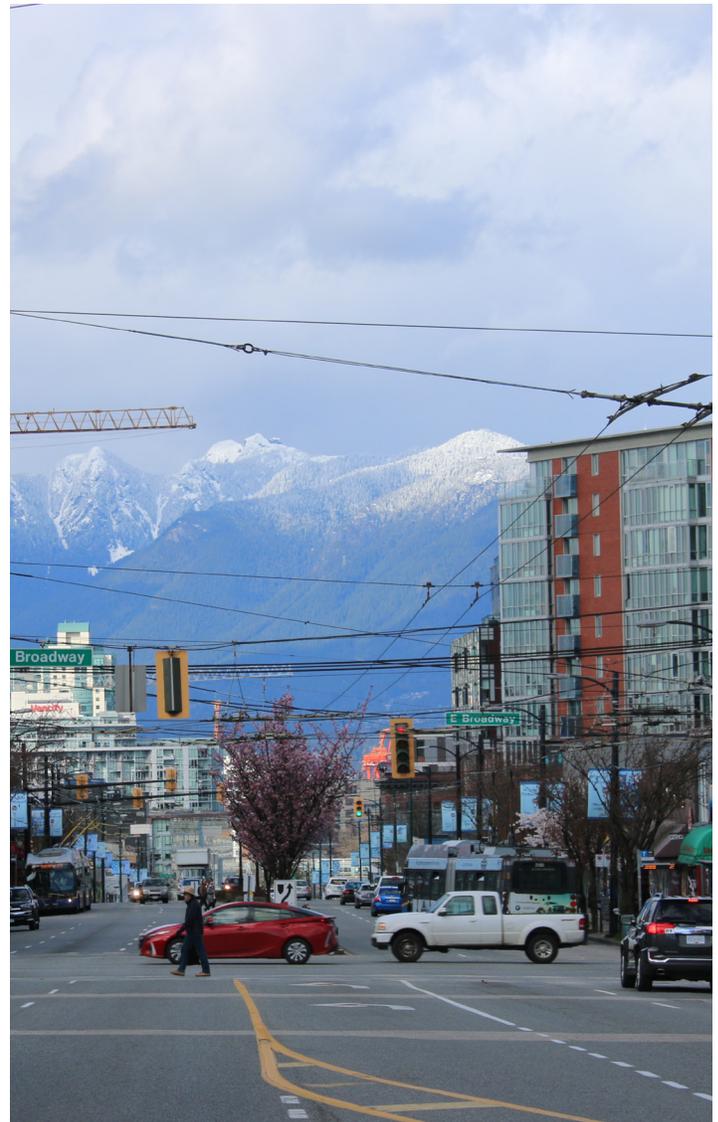
Meeting housing targets requires collaboration with other levels of government, partners in key sectors, and members of our local and regional communities. In particular, senior levels of government and regional partners must be engaged in creating an adequate supply of housing that is affordable to low-income and equity-seeking residents. Vancouver's Housing Targets (2024 – 2033) align with and work alongside other key City strategies including Vancouver Plan, Housing Vancouver Strategy, the Three-year Housing Action Plan (2024 – 2026), and the 10-Year Capital Strategic outlook (2023-2032).



## Housing for a Diverse Population

Vancouver is home to a diverse population with a broad range of backgrounds, household types, incomes and occupations. Over 50 per cent of households rent their homes, including families, seniors and singles, at a range of income levels. As Vancouver grows, continuing to foster a diverse population is critical to the social and economic health of the city. To do so, the City needs to address a number of challenges:

- Significant housing demand resulting from a number of factors such as demographic changes (millennial boom), strong economy and immigration, are putting upward pressure on housing prices.
- As prices continue to rise, low- and moderate-income residents, equity-seeking groups, and families are forced to leave the city to find more affordable or suitable housing.
- Policy changes introduced over the past seven years through the Housing Vancouver Strategy have resulted in significant supply (56,000 units approved) and successfully shifted housing production to rental (53 per cent approved as purpose-built rental). However, significant gaps remain:
  - Deeply affordable social housing for low-income households
  - Supportive housing meeting a variety of needs with on- and off-site services
  - Purpose-built market and below-market rental housing delivered by the private market
  - Appropriate housing for seniors to age within their own communities
  - Culturally appropriate housing for indigenous people
  - More housing variety in all neighbourhoods across the city



Street View of Main Street at Broadway



# Housing Needs Estimate

Vancouver's housing targets are ambitious yet achievable, based on an analysis of demographic data and development capacity. These targets are also informed by a housing needs assessment that considers the diverse needs of both current and new households in the city.

Our housing needs assessment measures the housing needs of various households. It includes the unmet needs of current Vancouver residents and the expected household growth over the next 10 years.



Aerial View of Kerrisdale

## Unmet housing needs = 100,000 households

- Renter households in dwellings that are too expensive compared to incomes (paying more than 30 per cent of their income on housing), too small for the size and make-up of the households (unsuitable), and/or in need of major repairs (inadequate)
- Individuals experiencing homelessness
- Residents of Single-Room-Occupancy (SRO) buildings
- Additional indicators to account for needs not captured by the indicators above (Suppressed household formation and a rental vacancy adjustment)

## Anticipated 10-year household growth = 67,000 households

- Projected net new households moving to or forming in Vancouver over the next 10 years

This approach was informed by previous housing needs assessments made by the City for the 2017 Housing Vancouver Strategy and the 2022 Housing Needs Report, and by the methodology used by the Province for the Housing Target Order issued in September 2023 (see Provincial Housing Target Order section, page 12). A more detailed description of the methodology for the housing needs assessment is available in the Appendix (page 15).



# Housing Targets to Move Towards an Equitable Housing System

Vancouver's housing targets strive for equity by prioritizing rental housing to address the most pressing needs. This includes social housing, below-market rental, and purpose-built rental, catering to different income levels. The targets also focus on family-friendly options like townhouses and multiplexes. Overall, they are ambitious, aiming to ensure a diverse range of housing types to meet current and future demands.

## Translating Housing Needs Estimate into Targets

Housing needs assessments are not targets. To convert the number of households with housing needs into a 10-year target for new housing, we considered several factors. First, not all households require new units; some could benefit from other policies, like increased rent support for low- and middle-income households. As well, some households seeking larger homes may find them in existing housing as others move into new builds, freeing up space. Other factors include the speed of housing delivery, construction capacity, and government policy goals. We'll tackle replacing SROs in a separate plan focused on renovating or replacing them. This means only some of the identified needs will be met through new development in the next decade. We must also address all the anticipated household growth in the next 10 years to avoid worsening the housing crisis. A full breakdown of the target-setting methodology is available in the Appendix (page 15).

The City of Vancouver's housing targets measure the number of dwelling units approved for development. Approvals are an early sign of how policies are working and if they need to be adjusted, and are the step in the development process that the City has the most responsibility over.

There are many external factors which can impact if and when a project completes beyond municipal approvals, such as economic conditions, labour shortages, availability of materials, construction costs, and funding and financing. The City will also monitor completions, which are essential to track as they represent physical homes for people to live in, providing a holistic systems approach to the City's target monitoring and reporting.

*The new total target is 83,000 housing units approved over 10 years.*

Housing Vancouver targets are based on a 10-year horizon to align with the City's 10-year Capital Planning Strategic Outlook. Ten years is also an appropriate timeframe allowing the City to implement new policies, see the results and adjust policies as needed.

Finally, these targets are a measure of net new units, and will consider both the number of units approved and the number of units to be demolished through redevelopment. This will ensure we measure actual progress towards increasing overall housing supply.

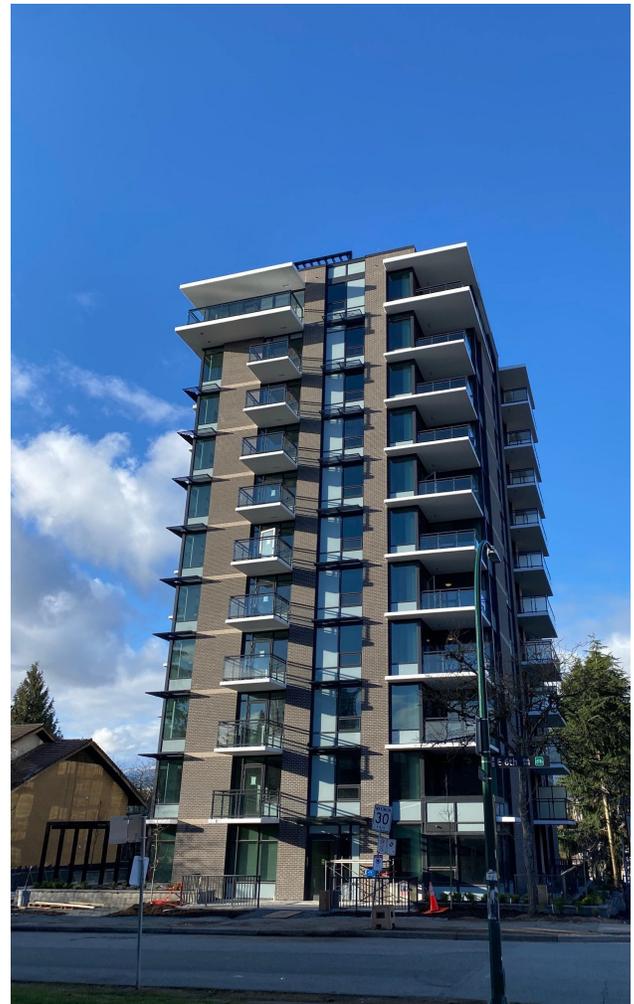


### *Indicator of affordability*

Affordability is a measure of a household's ability to pay for housing – it relates the cost of housing to household income. Housing is considered affordable when it costs 30 per cent or less of a household's total income before taxes. For example, rental housing affordable for the median renter income of \$66,500 in Vancouver in 2021 would need to cost no more than \$1,663 per month. Households spending over 30 per cent of their income on housing are considered "housing cost burdened". This is particularly relevant for low- and moderate-income households whose household expenses take a higher overall share of their monthly budgets, whereas higher-income households may be able to absorb higher housing costs.



New Mid-rise Apartment for Market and Below-Market Rental

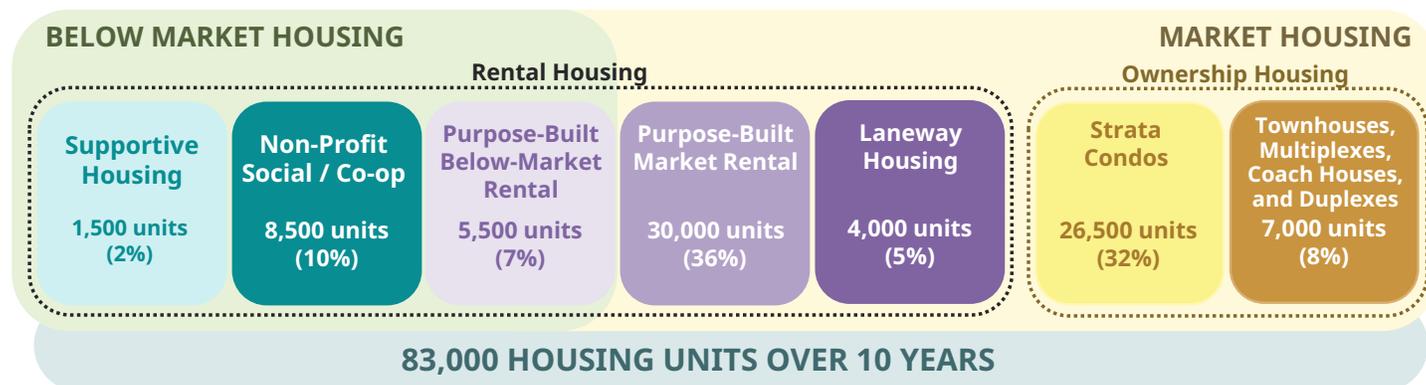


New Mid-rise Apartment for Social Housing

## Breaking Down the Targets

Of the 83,000 new homes projected as part of the new targets, nearly three-quarters will serve renter households, nearly 20 per cent will be below-market rental, and over 40 per cent will be family-size units. About 13 per cent of the target will bring more missing middle housing options to low-density areas throughout the city (townhouses, multiplexes, duplexes, and coach houses).

**Figure 1. Updated Housing Vancouver 10-Year Targets (2024-2033)**



### Non-Market Housing

Housing Vancouver aims to provide 10,000 social, supportive, and non-profit co-operative housing units for low- and moderate-income residents. This includes 2,500 homes for people experiencing or at risk of homelessness, with 1,500 of these having on-site supports. The City will collaborate with non-profit organizations, for-profit developers, and senior government partners to meet this goal. Currently, about 20 per cent of the non-market housing stock is co-ops. Due to strong public support, the City plans to add approximately 2,500 more co-op units over the next 10 years.

**Table 1: Breakdown of Non-Market Housing Targets**

Housing Type	Units
Social and co-op housing	8,500 (including ~2,500 co-ops)
Supportive housing	1,500
<b>Total non-market housing</b>	<b>10,000</b>

### Privately-owned Rental Housing

Expanding the supply of rental housing is a key priority in the new Housing Vancouver targets. The plan aims to create over 35,000 new purpose-built market and below-market rental units over the next 10 years, a 77 per cent increase from the previous target. Fifteen per cent of these will be privately-owned affordable rental secured at below market rates over the long term. The City also aims to create 4,000 rental laneway homes. Additionally, over a third of ownership units are anticipated to be used as secondary rental. Overall, 75 per cent of new homes approved will be available for renters, including non-market, below-market and market rental housing.

**Table 2: Breakdown of Privately-owned Rental Housing Targets**

Housing Type	Units
Purpose-built market rental	30,000
Purpose-built below-market rental	5,500
Laneways	4,000
<b>Total purpose-built, privately-owned rental housing</b>	<b>39,500</b>

## Ownership Housing

Ownership housing includes both condominium apartments and "missing middle" housing types, catering to first-time homebuyers, families, and downsizing seniors. The target for condominium apartments is 26,500 units. Additionally, the City has set a target of 7,000 units of low-density housing, which include townhouses, duplexes, coach houses, and multiplexes to address the demand for ground-oriented forms of ownership housing.

**Table 3: Breakdown of Ownership Housing Targets**

Housing Type	Units
Condos	26,500
Townhouses, coach houses, duplexes and multiplexes	7,000
<b>Total ownership housing</b>	<b>33,500</b>

## Family Housing

In addition to tenure and affordability, the City also aims for housing suitable for families with children. Forty percent of all new housing will have two or more bedrooms to accommodate families:

- Nearly 35 per cent of the purpose-built market rental, 50 per cent of laneway homes and 50 per cent of social housing and co-op units, will create over 18,700 new secured rental options for families with children.
- Almost 35 per cent of condo units, all the duplexes and coach houses, and 90 per cent of multiplexes and townhouses, will result in over 15,500 ownership housing units suitable for families with children.

## Affordability

To address housing needs for a range of incomes, nearly 20 per cent of homes will be at below-market rates, including homes owned by non-profit housing providers such as social, supportive and co-op housing, as well as privately-owned rental homes.

About 8,000 of these homes will be available for households earning at or below BC's Housing Income Limits<sup>1</sup>. This includes a portion of the non-market housing target as well as a portion of the privately-owned below-market rental target.

Affordability in non-profit-owned projects may increase during development or after occupancy as a result of new funding or as buildings age. In privately-owned below-market rental, discounted rents are secured for the building's lifespan through legal agreements.

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<sup>1</sup> Housing Income Limits (HILs) are fixed by BC Housing and updated from time to time. The current HILs by unit type and region are available here: <https://www.bchousing.org/sites/default/files/media/documents/2023-Housing-Income-Limits-HILS-Effective-January-1-2023.pdf>. Affordability for incomes at or below HILs is how the Province defines the "below-market rental" category of the Provincially-mandated housing supply target guideline under the Housing Supply Act (see section on Provincial Housing Target Order).



# Monitoring and Reporting

The City monitors its progress in meeting targets through the Annual Progress Report. Our reporting system tracks each new housing supply target based on affordability, building type, and tenure from approval to completion. We also monitor the overall housing market and its influencing factors. The Vancouver Housing Databook provides a comprehensive overview of Vancouver's housing situation with various indicators.

In addition to the City's own targets for housing approvals, the Province has issued Housing Target Orders for a number of municipalities in BC, including Vancouver, under the Housing Supply Act. This legislation includes specific reporting requirements which will be fulfilled separately as they measure different indicators over a different period of time (see Provincial Housing Target Order section, page 13).

**Table 4: Output and Outcome Measures to Monitor Housing Vancouver Strategy and the New Housing Targets**

Output Measures	Outcome Measures
<p><b>Units by type of housing:</b></p> <ul style="list-style-type: none"> <li>• Supportive housing</li> <li>• Social housing</li> <li>• Co-ops</li> <li>• Below-market rental (privately-owned)</li> <li>• Purpose-built market rental</li> <li>• Laneway homes</li> <li>• Coach homes</li> <li>• Condominiums</li> <li>• Townhomes</li> <li>• Multiplex homes</li> <li>• Duplexes</li> </ul>	<ul style="list-style-type: none"> <li>• Rental market indicators:                             <ul style="list-style-type: none"> <li>◦ Vacancy rate</li> <li>◦ Average rents and change</li> <li>◦ Purpose-built rental universe and change</li> </ul> </li> <li>• Ownership market indicators:                             <ul style="list-style-type: none"> <li>◦ Benchmark prices</li> <li>◦ Sales prices</li> <li>◦ Sales activity</li> <li>◦ Sales affordable to local incomes</li> </ul> </li> <li>• Housing stock change over time</li> <li>• Distribution of housing stock and new supply in the city and region by type</li> </ul>
<p><b>Units by tenure, affordability, and household type served:</b></p> <ul style="list-style-type: none"> <li>• Shelter rate</li> <li>• Below HILs</li> <li>• Market and below-market rental</li> <li>• Ownership</li> <li>• Studios</li> <li>• One bedroom</li> <li>• Two bedrooms</li> <li>• Three or more bedrooms</li> <li>• Accessible units</li> <li>• Seniors housing</li> <li>• Social housing owned and/or operated by an Indigenous society</li> <li>• SRO rooms renovated or redeveloped (tracked separately)</li> </ul>	<ul style="list-style-type: none"> <li>• Number of sheltered and unsheltered homeless individuals in the city and region</li> <li>• Number and share of households spending over 30 per cent of income on housing</li> <li>• Share of housing stock suitable for families</li> <li>• Number of households in unsuitable dwellings</li> <li>• Number of renters in Core Housing Need, specifically for low-income, seniors and indigenous households</li> </ul>



Multiplexes



Co-op Housing



6-Storey Apartment



High-rise Apartment

## Provincial Housing Target Order

In 2022, the Province adopted the Housing Supply Act which includes mandatory housing construction targets for municipalities, set by the Province. The City of Vancouver was among the first 10 municipalities to receive a Target Order in September 2023, covering the period from October 1, 2023 to September 30, 2028.

The provincial targets will be updated every five years. They measure net new completed units (completions minus demolitions over five years). These targets stem from a standardized housing needs assessment approach that was applied to all municipalities, which forecasts the number of units needed over five years based on unmet housing needs and expected growth. The minimum target is then set at 75 per cent of the needs assessment.

The Ministerial Order includes the overall number of units as a mandatory target. However, the Province has provided supplemental target guidelines for tenure, unit type and affordability. These could become mandatory in the future.

The City will comply with requirements set out by the Province and will strive to achieve 100 per cent of the Province’s needs assessment, beyond the minimum 75 per cent. The new Housing Vancouver targets incorporate Provincial direction, but also consider the City’s housing goals, our role in creating housing supply, and local conditions.

**Table 5: Provincial Needs Assessment and Target for Vancouver**

Needs Assessment (100%)	Target (75%)
<b>38,500 units</b>	<b>28,900 units</b>
Composed of: <ul style="list-style-type: none"> <li>• Extreme Core Housing Need</li> <li>• Homelessness</li> <li>• Suppressed household formation</li> <li>• Rental vacancy adjustment</li> <li>• Anticipated household growth</li> </ul>	

**Table 6: Target Guideline Breakdown by Unit Category for Vancouver**

Category	Guideline (units)
<b>Studio / one-bedroom</b>	17,459 (min. 5,771 one-bedroom)
<b>Two-bedroom</b>	5,231
<b>Three-bedroom or larger</b>	6,209
<b>Rental units (inc. secondary rental)</b>	20,886
<b>Owner-occupied units</b>	8,015
<b>Market rental</b>	12,992
<b>Below-market rental (at or below HILs)</b>	7,894
<b>Supportive rental units</b>	583

**Note:** One main difference between the Province’s approach and the City’s is the measure of completions versus approvals. There is a lag between the two metrics, as buildings need to get permits and to go through construction before completing. Attrition of some projects is also expected as applicants sometimes resubmit their project with new schemes/designs or decide not to proceed. This means the City’s approvals target needs to be higher than the Province’s completions target in order to meet the minimum 75 per cent target, and even more so to meet 100 per cent of the housing needs identified in the Assessment.



# Appendix - Housing Vancouver New Target Methodology

The City's approach to setting housing targets is based on a number of considerations and inputs:

- Incorporating the Provincial Housing Target Order methodology, including a housing needs assessment for Vancouver
- Financial and development capacity analysis
- Learnings from 2017 Housing Vancouver targets and 2022 Housing Needs Report
- Policy aspirations to move towards an equitable housing system

The targets are a measure of **net new units approved over 10 years, but also track completions to comply with Provincial requirements.** The targets were developed as follows:

## 1. Housing Needs Assessment

The Housing Needs Assessment follows the same categories as the Provincial Housing Needs Assessment, but uses different data sources and methods of calculation tailored to Vancouver. The City's full needs assessment is shown below and provides a complete picture of the city's housing needs.

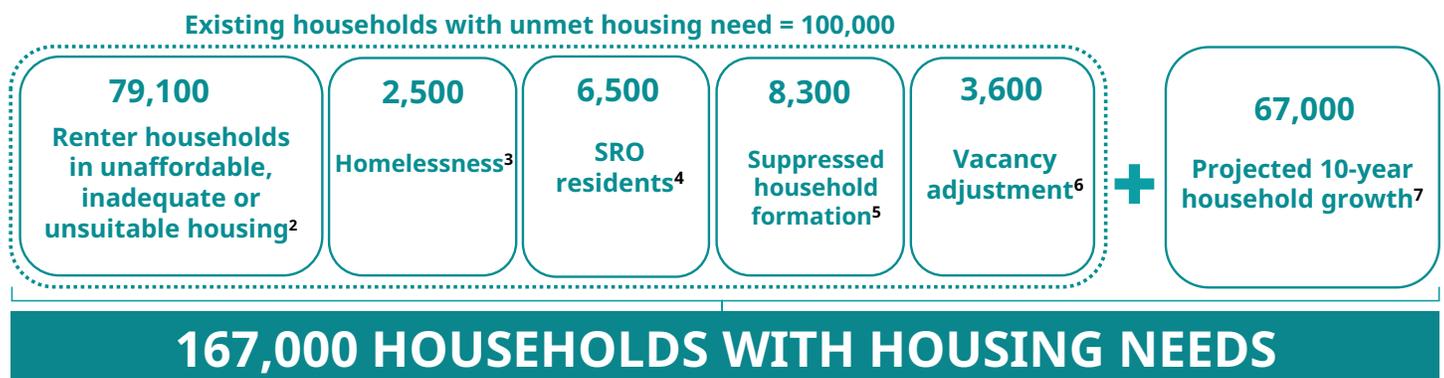


New Townhouses



3-Storey Apartment

**Figure 2. Housing Needs Estimate for Vancouver**



2. Renter households with shelter-cost-to-income ratio of 30 per cent to less than 100 per cent, living in unaffordable, inadequate or unsuitable dwellings - Census 2021

3. 2023 Homeless Count in Vancouver, including an estimated 20 per cent undercount of unsheltered homelessness population - Homelessness Services Association of BC, City of Vancouver

4. Low-Income Housing Survey 2023 - City of Vancouver

5. Number of additional households we would have if peak household maintainer rate (between 1996 and 2021) in each age group were maintained in today's population - City of Vancouver, Census 2021

6. Vacancy adjustment to bring 2022 rental vacancy rate to 3 per cent - City of Vancouver, CMHC

7. Projection based on development pipeline and BC Stats household projection - City of Vancouver, BC Stats

## 2. Translating Needs to Targets

Housing needs are not targets. Several considerations are at play in determining how many new units should need to be approved over a certain period of time. These include:

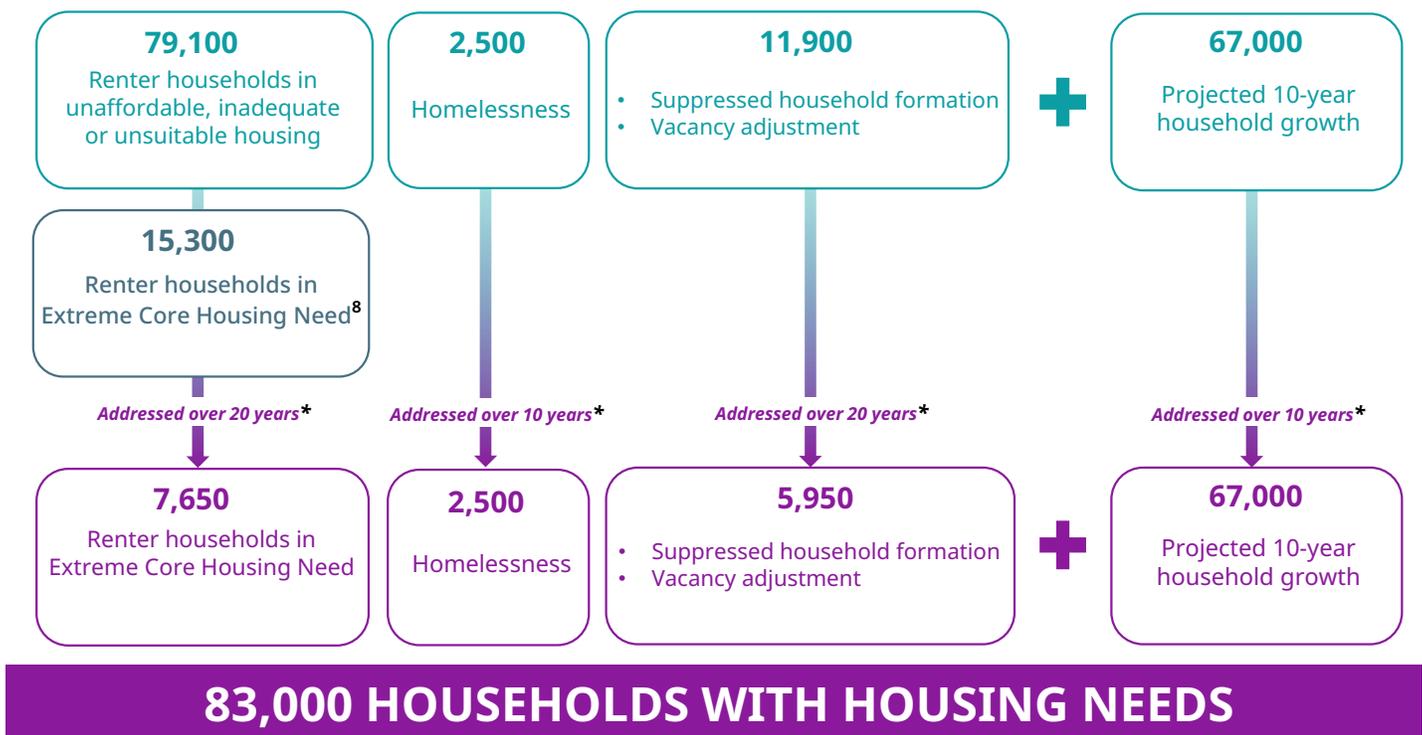
- Policy levers other than new supply that can meet needs, such as income/rent supplements;
- Vacancies created in the existing stock;
- Policy intentions, which shape how the City plans to grow; and
- Development capacity, as this constrains how much housing can be realistically built in a given timeframe.

Additionally, SRO replacement will be monitored separately as the 10-year targets measure net new units only, not replacement housing. SRO replacement is being addressed through the SRO Investment Strategy, a separate workstream in which the City, Province and Federal government are working closely

to replace SRO buildings, starting with identified priority buildings and the creation of an interim SRO repair and stabilization program. Through the intergovernmental SRO Investment Strategy, the City will be tracking the number of new self-contained units that are directly replacing existing SRO rooms.

With these considerations in mind, the needs number is translated into a target by narrowing the categories down. An assumption is made that only the portion of renter households living in unaffordable, unsuitable or inadequate housing who are identified in Extreme Core Housing Need<sup>8</sup> actually need a new unit. Others may be helped through other means. We then assume that each category of the needs assessment can realistically be addressed over a certain period of time, emulating the Province’s housing needs assessment methodology in the Target Order.

**Figure 3. Translating the Needs Assessment into 10-year Targets**



<sup>8</sup> Core Housing Need is an indicator of households whose dwellings don't meet one or more of the affordability, suitability and adequacy standards and who would not be able to afford acceptable housing in the local market. Households in Extreme Core Housing Need spend over 50 per cent of their income on shelter costs. This is the same indicator used by the Province in their needs assessment for the Housing Target Order.

\* Addressing each need category over 10 or 20 years to follow the Province’s methodology for the housing needs assessment of the Housing Target Order.

### 3. Breaking Down the Target

The next step breaks down the overall 10-year approvals target by housing types, tenure, and unit mix. The methodology for each category is described in the table below:

**Table 7: Methodology and Units Number Breakdown by Target Category**

Target Category	Methodology	Units
<b>Condos, missing middle and infill</b>	Based on development pipeline and past 10-year trend	
	<i>Condos</i>	26,500
	<i>Laneways</i>	4,000
	Based on past approval levels and anticipated uptake in multiplex programs	
	<i>Missing middle (duplexes, coach houses, town houses, multiplexes)</i>	7,000
<b>Supportive housing</b>	Based on homelessness need estimate (2023 homeless count with an assumption of a 20% undercount in the unsheltered population) and a staff estimate of about 2/3 of homeless individuals who are in need of housing with on-site supports	1,500
<b>Social housing</b>	Based on the housing need estimate for renters in Extreme Core Housing Need and a staff estimate of about 1/3 of homeless individuals who would not need on-site supports <i>Note: per City definition of social housing, at least 30% of units are required to be at or below BC Housing's HILs.</i>	8,500
	Co-ops to maintain the current share of co-ops in the City's social housing stock	Includes ~2,500 co-ops
<b>Private purpose-built rental</b>	Based on recent approval trends of ~3,600 units of purpose-built rental approved per year from 2020-2023 since the Secured Rental Policy was implemented, and to ensure that three-quarters of the overall new supply be rental, to serve projected growth from new renter households.	
	<i>85% market rental</i>	30,000
	<i>15% below-market rental</i> <i>Note: private below-market rental is defined as units secured at 10-20% below city-wide average rent reported by CMHC by unit type. At this level of discount, only studios and 1-bedrooms will rent at or below current HILs rates and count towards the Province's below-market rental guideline target.</i>	5,500
<b>Overall rental</b>	Includes all rental categories: Private purpose-built rental (market and below-market), laneways, social housing, supportive housing, and an estimate for secondary rental (37% of condos per CMHC data and 1/3 of low-density ownership).	61,600
<b>Overall Ownership</b>	Includes all ownership categories: Townhouses, coach houses, duplexes, multiplexes and condos (excluding the units assumed to be secondary rental).	21,400
<b>Unit Mix</b>	Based on current unit mix requirements and guidelines by tenure and housing type, and development trends over the past seven years since the Housing Vancouver Strategy was approved in 2017.	
	<i>Studios &amp; 1-bedrooms</i>	48,700
	<i>2-bedrooms</i>	22,900
	<i>3-bedrooms +</i>	11,400
	<b>Total</b>	<b>83,000</b>





The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam), Sḵw̓x̓ wú7mesh (Squamish), and səliwətaʔ (Tsleil-Waututh) Nations.