

---

# UNIVERSITY ENDOWMENT LANDS (UEL) INTERIM HOUSING NEEDS REPORT

---

December 2024

## Background

This Interim Housing Needs Report (IHNR) is prepared in compliance with section 790 of the [Local Government Act](#) (LGA). While not a local government as defined by the LGA, the University Endowment Lands (UEL) Administration was directed by the Minister responsible for the UEL to align with relevant housing legislation.

This IHNR should be read in conjunction with the [UEL's 2022 Housing Needs Assessment](#) (HNA). A regular HNR is required to be received by December 31, 2028, and will supersede this IHNR and the current HNA when completed.

The IHNR is required to include three components, per regulations:

- The number of housing units required to meet the current and anticipated need in the UEL for the next 5 and 20 years,
- A statement about the need for housing near transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation; and,
- A description of the actions taken by the UEL Administration to address housing needs since completing the previous HNA.

The 5-year and 20-year housing needs have been generated in accordance with the [HNR Method Technical Guidelines](#) which are prescribed by regulation. The data and tables that inform the need are provided within the Appendix: Data Tables.

# Current Housing Context and Characteristics

According to the 2021 Canadian census, the UEL had a total population of 3,105, a ~10% increase from the 2006 census. The UEL experienced slower population growth than its regional partners (UBC and City of Vancouver) from 2006 to 2021, with an annual growth rate of 0.7%. (see table 1)

Table 1: UEL and Regional Population and Growth Rate

UEL and Regional Population and Growth Rate							
Community	2006	2011	2016	2021	Growth 2006-2021	Change	Annual Growth Rate
UEL	2,870	3,355	3,155	3,150	280	10%	0.7%
UBC	7,455	8,790	10,880	15,103	7,648	103%	6.8%
City of Vancouver	578,041	603,502	631,486	662,248	84,207	15%	1.0%
Metro Van	2,116,581	2,313,328	2,463,431	2,642,825	526,244	25%	1.7%

Source: Source: *Statistics Canada, 2006, 2011, 2016 and 2021, University Endowment Lands [Designated Place], Custom Data Set, UBC, City of Vancouver and Vancouver CMA.*

As of 2021, the UEL had a total of 1,465 households, with a tenure split of 58% renters and 42% owners. From 2006 to 2021, the UEL has seen an increase of 27% (or 315) in total number of households, most of which was in the rental sector. On average, the size of households within the UEL dropped by -8%, from 2.4 people per unit in 2006 to 2.2 in 2021. (see table 2)

Table 2: UEL Households and Household Characteristics

UEL Total Households and Household Characteristics						
	2006	2011	2016	2021	Difference 2006-2021	% Change
Number of Households	1,150	1,350	1,330	1,465	315	27%
Number of Renters (# and %)	615 (53%)	650 (48%)	700 (53%)	845 (58%)	230	37%
Number of Owners (# and %)	530 (46%)	700 (52%)	625 (47%)	615 (42%)	85	16%
Average Size of Household	2.4	2.5	2.5	2.2	-0.2	-8%

Source: *Statistics Canada, 2006, 2011, 2016 and 2021, University Endowment Lands [Designated Place], Custom Data Set*

## 5-year and 20-year

The anticipated number of new housing units needed within the next **5 years** is **718**.

The anticipated number of new housing units needed within the next **20 years** is **1,985**.

The Minister responsible for the UEL has directed the Administration to amend the UEL Official Community Plan (OCP) and Land Use, Building and Community Administration (LUB) Bylaw by 31 December 2025 to accommodate the 20-year projections at a minimum.

## Actions Taken Since 2022

The IHNR must include a description of actions taken by the UEL Administration to address housing needs since the previous HNR, as per *LGA* section 790(3)(b)(ii). The current HNA was completed in April 2022 and based on 2019 census data. The following list chronologically itemizes significant actions taken by the UEL since 2022:

- Since April of 2022, the UEL has added<sup>1</sup> approximately 234 new units, including 168 strata and 66 townhomes.
- Through rezonings, the UEL has approved over 1,500 new units from April of 2022. This includes 840+ new strata, 110+ rental and 90+ student beds. Over 100 units are affordable and/or moderate rental housing.
- The UEL has made the necessary amendments to the UEL LUB to align with Bill 44 (Small-Scale Multi-Unit Housing). These amendments allow for small-scale multi-plex buildings, coach/laneway housing and secondary suites within the UEL. The UEL estimates that these changes could result in an additional 1,700 units at full build-out.
- The then Minister of Municipal Affairs designated the University of British Columbia Bus Loop as a Transit-Oriented Area (TOA) in alignment with Bill 47. At full build-out, it is estimated that these changes could result in an additional 7,000 units.

## Housing in Proximity to Transportation Infrastructure

The IHNR must include a statement regarding the need for housing near transportation infrastructure that supports walking, bicycling, public transit, or other alternative forms of transportation, as per *LGA* section 790(3)(b)(iii).

For background and context:

The 2005 UEL [Official Community Plan](#) (OCP) (section 6.5) aims to support and increase multi-modal transportation to reduce single-occupancy vehicles and maximize existing infrastructure.

---

<sup>1</sup> For the purposes of the IHNR, 'added' is defined as the granting of occupancy

The UEL Administration plans to review and update the OCP by December 2025, as required by legislation, including statements connecting housing needs to current and future transportation infrastructure.

In 2022, the UEL amended the OCP to include the [Area D Neighbourhood Plan \(Plan\)](#). The Plan covers the multi-family and commercial area within the UEL (Area D with the exclusion of Block F) and contains several policies which connect housing needs to transportation infrastructure. This Area D plan includes supporting density near established arterial roads with existing multi-modal transportation infrastructure, such as University Boulevard.

The UBC Bus Loop was designated as a TOA to align with Bill-47 and will allow increased density in formerly single-family area near the designated transportation hub.

The UEL is aware of planning for a future potential rapid transit expansion to UBC (UBCx).

To align the IHNR with legislation the following statement is provided:

**“The UEL Administration recognizes the need for housing (in a variety of forms) near transportation infrastructure that supports walking, cycling, public transit, and other alternative forms of transportation. Integrating housing with these transportation options is essential to successful, sustainable community growth, as it helps to reduce vehicle traffic on roads, increase transit ridership, lower emissions, improve social equity, and enhance quality of life among residents. Higher density housing is prioritized within walking distance of the UBC Bus Loop and lower density multi-plex (SMMUH) housing near bus stops with frequent service.”**

## Appendix: Data Tables

The following tables follow the HNR Method set out in the Province's [Guidelines for Housing Needs Reports - HNR Technical Guidelines](#) in generating six components (A-E) of an overall housing need figure. These are:

- A. The number of housing units for households in extreme core housing need
- B. The number of housing units for individuals experiencing homelessness
- C. The number of housing units for suppressed households
- D. The number of housing units for anticipated household growth
- E. The number of housing units required to increase the rental vacancy rate to 3%
- F. The number of housing units that reflects additional local housing demand ("demand buffer").

### Component A: Extreme Core Housing Need (ECHN)

Table 1a: Owner and Renter Households

Total number of owner and renter households in the four previous census years.

University Endowment Lands				
	2006	2011	2016	2021
Owner	620	700	625	615
Renter	530	650	700	845
<b>Total</b>	<b>1150</b>	<b>1350</b>	<b>1325</b>	<b>1460</b>

Source: Statistics Canada, 2006, 2011, 2016 and 2021, University Endowment Lands [Designated Place], Custom Data Set

Table 1b: Extreme Core Housing Need

Total number of owner and renter households in ECHN in the four previous census years, with average ECHN rate.

University Endowment Lands									
	2006		2011		2016		2021		Average ECHN %
	#	%	#	%	#	%	#	%	
Owner with mortgage	n/a		n/a		n/a		76*	12.3%	12.3%
Renter	25	4.7%	45	6.9%	50	7.1%	85	10.1%	7.2%

\*Calculated using the UEL portion of the Metro Vancouver A ECHN.

Source: Statistics Canada, 2006, 2011, 2016 and 2021, University Endowment Lands [Designated Place], Custom Data Set; Statistics Canada, 2021, Metro Vancouver Electoral Area A

Table 2: 2021 ECHN Total

Total estimated number of owner and renter households in ECHN in 2021. (Table 1a + Table 1b)

University Endowment Lands			
Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners	615*	n/a	n/a
Owner with Mortgage		12.3%	76
Renters	845	7.2%	61
<b>Total New Units to Meet ECHN - 20 years</b>			<b>137</b>

\*Census data available to the UEL did not include owners with mortgages. For the purposes of the IHNR the owners and owner with mortgage were merged.

Source: *Statistics Canada, 2006, 2011, 2016 and 2021, University Endowment Lands [Designated Place], Custom Data Set*

## Component B: Housing Units And Homelessness

People experiencing homelessness (PEH) is a population not typically captured well in data sources such as the census. This component of housing need quantifies the supply of permanent housing units required for those currently experiencing homelessness.

Data on homelessness is derived from the Province’s Integrated Data Project (IDP). To be included in IDP counts, individuals must have received income assistance (i.e., BC Employment Assistance) and had no fixed address for three consecutive months or stayed in a BC Housing-affiliated shelter for at least one night, or both. The data is publicly available at the regional scale, with the most recent year being 2021 as of the writing of this guidance.

Table 3: Home for People Experiencing Homelessness (PEH)

University Endowment Lands				
Regional Population	UEL Population		Regional PEH	Proportional UEL PEH
	#	%		
2,642,825	3,193	0.12%	11,392	14
Total new units for PEH				14*

\*The [2023 Homeless Count in Greater Vancouver](#) conducted by the Homeless Services Association of BC identified an Unsheltered population of 8 individuals within the UEL’s jurisdiction.

Source: *Government of British Columbia. Report: 2021 Estimate of the Homeless Population in British Columbia. [https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/social-housing/supportive-housing/2021\\_idp\\_cohort\\_report\\_homeless\\_population\\_in\\_bc\\_final.pdf](https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/social-housing/supportive-housing/2021_idp_cohort_report_homeless_population_in_bc_final.pdf)*

## Component C: Housing Units And Suppressed Household Formation

Suppressed Household Formation (SHF) addresses those households that were unable to form between 2006 and the present due to a constrained housing environment. Households make decisions on housing based on the choices available to them; for example, young people may have difficulty moving out of their parents' homes to form households of their own, while others may choose to merge households with roommates due to lack of available and affordable housing supply.

Table 4a: Age of Household Maintainer (2006)

Total number of owner and renter households in 2006 by age of primary household maintainer.

University Endowment Lands		
	2006 Households	
	Owner	Renter
Under 25 years	50	85
25 to 34 years	20	100
35 to 44 years	155	175
45 to 54 years	105	90
55 to 64 years	160	50
65 to 74 years	50	20
75 years and over	85	10

Source: Statistics Canada, 2006, University Endowment Lands [Designated Place], Custom Data Set

Table 4b: Owner and Renter Age of Household Maintainer (2021)

Total number of owner and renter households in 2021 by age of primary household maintainer.

University Endowment Lands		
	2021 Households	
	Owner	Renter
Under 25 years	30	270
25 to 34 years	65	205
35 to 44 years	35	130
45 to 54 years	150	75
55 to 64 years	140	100
65 to 74 years	100	35
75 to 84 years	65	20
85 years and over	40	10

Source: Statistics Canada, 2021, University Endowment Lands [Designated Place], Custom Data Set

Table 5: Age (2006 and 2021)

Population by age category in 2006 and 2021.

University Endowment Lands					
Age Categories - Household Maintainers	Age Categories - Population	2006 All Categories	2006 Summed Categories	2021 All Categories	2021 Summed Categories
15 to 24 years	15 to 19 years	295	585	220	765
	20 to 24 years	290		545	
25 to 34 years	25 to 29 years	195	275	350	630
	30 to 34 years	80		280	
35 to 44 years	35 to 39 years	200	570	180	280
	40 to 44 years	370		100	
45 to 54 years	45 to 49 years	175	375	120	360
	50 to 54 years	200		240	
55 to 64 years	55 to 59 years	165	290	255	380
	60 to 64 years	125		125	
65 to 74 years	65 to 69 years	70	125	145	235
	70 to 74 years	55		90	
75 years and over*	75 to 79 years	45	145	80	215
	80 to 84 years	25		55	
	85 years and over	75		80	

\*Combined 75-84 and 85+ of 2006 census to align with 2021 census formatting

Source: Statistics Canada, 2006 and 2021, University Endowment Lands [Designated Place], Custom Data Set

Table 6: 2006 Headship rate

2006 headship rate in each age category for both renters and owners.

University Endowment Lands					
Household Maintainers (age)	Households Owner	Households Renter	Population Total	Headship Rate Owner	Headship Rate Renter
15 to 24 years	50	85	585	8.5%	14.5%
25 to 34 years	20	100	275	7.3%	36.4%
35 to 44 years	155	175	570	27.2%	30.7%
45 to 54 years	105	90	375	28.0%	24.0%
55 to 64 years	160	50	290	55.2%	17.2%
65 to 74 years	50	20	125	40.0%	16.0%
75 years and over *	85	10	145	58.6%	6.9%

\*Combined 75-84 and 85+ of 2006 census to align with 2021 census formatting

Source: Statistics Canada, 2006, University Endowment Lands [Designated Place], Custom Data Set



Table 7: 2021 Headship Rates

Potential 2021 Headship rate of each age category for both renters and owners if the headship rate from 2006 remained constant.

University Endowment Lands					
Household Maintainers (age)	2006		2021		
	Headship Rate Owner	Headship Rate Renter	Population Total	Potential Households Owner	Potential Households Renter
15 to 24 years	8.5%	14.5%	765	65	111
25 to 34 years	7.3%	36.4%	630	46	229
35 to 44 years	27.2%	30.7%	280	76	86
45 to 54 years	28.0%	24.0%	360	101	86
55 to 64 years	55.2%	17.2%	380	210	66
65 to 74 years	40.0%	16.0%	235	94	38
75 years and over*	58.6%	6.9%	215	126	15

\*Combined 75-84 and 85+ of 2006 census to align with 2021 census formatting

Source: Statistics Canada, 2006 and 2021, University Endowment Lands [Designated Place], Custom Data Set

Table 8: Suppressed Households

The number of suppressed households by subtracting actual households in 2021 from potential households in 2021, by age category.

University Endowment Lands							
Household Maintainers (age)	2021						
	Potential Household		Households		Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	65	111	30	270	35	-159	0*
25 to 34 years	46	229	65	205	-19	24	5
35 to 44 years	76	86	35	130	41	-44	0*

45 to 54 years	101	86	150	75	-49	11	0*
55 to 64 years	210	66	140	100	70	-34	35
65 to 74 years	94	38	100	35	-6	3	0*
75 years and over *	126	15	105	30	21	-15	6
<b>Total New Units to Meet Suppressed Housing Need - 20 years</b>							<b>46</b>

\* As per IHNR guidelines, negative numbers for suppressed households are considered 0.

Source: Statistics Canada, 2006 and 2021, University Endowment Lands [Designated Place], Custom Data Set; See also tables 4a, 4b, 5, 6, and 7 above

## Component D: Housing Units And Anticipated Household Growth

Anticipated household growth (AHG) quantifies the additional households required to accommodate an increasing population over twenty years.

Table 9: Metro Vancouver Regional District Population

The 20-year population projection and growth rate for Metro Vancouver Regional District.

University Endowment Lands			
Regional District Projections	2021	2041	Growth Rates
Households	1,039,419	1,580,744	52.1%

Source: BC Stats, Household Estimates and Projections for BC, 2024, Metro Vancouver 2021-2041: <https://bcstats.shinyapps.io/hsdProjApp/>

Table 10: 20-Year Housing Needs

Number of new homes needed in the next 20 years, calculated with the average of municipal and regional growth projections.

University Endowment Lands				
Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Local Household Growth	n/a	1584	3870	2286
Regionally Based Household Growth	52.1%	1584	n/a	825
Scenario Average				1555
<b>Total New Units to Meet Household Growth Needs - 20 years</b>				<b>1555</b>

Source: BC Stats, Household Estimates and Projections for BC, 2024, Metro Vancouver 2021-2041:  
<https://bcstats.shinyapps.io/hsdProjApp/>

## Component E: Housing Units And Rental Vacancy Rate

A Rental Vacancy Rate Adjustment (RVRA) adds surplus rental units to restore local vacancy rates to levels representing a healthy and well-functioning rental housing market. Including a RVRA in calculations of housing need has been recommended by multiple sources, including the Expert Panel on Housing Supply and Affordability (BC/Canada) and the Canadian Mortgage and Housing Corporation (CMHC). Typically, rates between 3% and 5% are considered healthy rates. These calculations use the more conservative rate of 3% due to local market conditions.

The RVRA calculation uses Primary Rental Market Vacancy Rate data from CMHC for each applicable municipality or Electoral Area. The difference between the units required to reach a healthy vacancy rate of 3% and the estimated existing number of rental units is taken as the additional number of new units required.

Table 11: Rental Deficit

Difference between existing rental homes and the total number required for a 3% vacancy rate.

University Endowment Lands				
	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate %	3.0%	97.0%	845	871
Local Vacancy Rate %	0.9%	99.1%	845	853
<b>Total New Units to Achieve 3% Vacancy Rate - 20 years</b>				<b>18</b>

Source: Canadian Mortgage and Housing Corporation (CMHC), Housing Market Information Portal, 2024:  
[https://www03.cmhcschl.gc.ca/hmippimh/en#Profile/2410260/6/Neighbourhood%3A%20University%20Endowment%20Lands%20\(Vancouver%20CMA\)%20](https://www03.cmhcschl.gc.ca/hmippimh/en#Profile/2410260/6/Neighbourhood%3A%20University%20Endowment%20Lands%20(Vancouver%20CMA)%20)

## Component F: Housing Units And Demand (“Demand Buffer”)

The final component included in the HNR Method is a calculated number of housing units reflecting additional demand for housing within a given community, beyond the minimum units required to adequately house current and anticipated residents. This is called the “demand buffer” and is designed to account for the number of units required to meet “healthy” market demand in different communities. Accounting for additional local demand helps address the needs of households who require or prefer housing with certain characteristics (e.g., housing location, unit size, transportation options, or amenities), thereby reducing pressure on the housing system. Examples of such demand include households seeking homes closer to jobs

and schools, growing families looking for larger homes, and seniors looking to downsize in their existing communities.

For the purposes of HNRs, a demand factor based on a ratio of housing price to housing density is calculated for each applicable municipality. This factor is then multiplied by the sum of the housing units calculated for Components A (housing units to address extreme core housing need), B (housing units for persons experiencing homelessness), C (housing units to address suppressed household formation), and E (housing units to increase the rental vacancy rate) to determine the additional local housing demand.

The Province did not include the UEL as a distinct jurisdiction within its demand factor calculation. As a result, the Administration determined the average demand factor within the Metro Vancouver Regional District.

Table 12a: Average Metro Vancouver Regional District Demand Factor

<b>Metro Vancouver Regional District Demand Factor</b>	
<b>Member Municipalities</b>	<b>Demand Factor</b>
Anmore	1.4494
Belcarra	1.4494
Bowen Island	1.3847
Burnaby	0.7863
Coquitlam	0.8827
Delta	1.1705
City of Langley	0.4561
Township of Langley	1.2738
Lions Bay	1.4494
Maple Ridge	1.1056
New Westminster	0.4494
City of North Vancouver	0.6781
District of North Vancouver	1.1595
Pitt Meadows	0.9617
Port Coquitlam	1.0036
Port Moody	0.8654
Richmond	0.7598
Surrey	1.0190
City of Vancouver	0.8503
West Vancouver	1.1063
White Rock	0.7391
<b>Total (divide by # of member municipalities)</b>	<b>1</b>

Source: Province of BC, Demand Factor Multiplier for Metro Vancouver, 2024:

<https://www2.gov.bc.ca/assets/download/3D921D96D12D45D0897222089D1FAE12?>

Table 12b: Additional Demand

Additional demand derived from applying the demand factor to Component A, B, C & E totals.

University Endowment Lands	
Component	Result
A. Extreme Core Housing Need	137
B. Persons Experiencing Homelessness	14
C. Suppressed Household Formation	46
E. Rental Vacancy Rate Adjustment	18
<b>Total</b>	<b>215</b>
Demand Factor (Table 12a)	<b>1</b>
<b>Total New Units to Address Demand Buffer - 20 years</b>	<b>215</b>

Source: See Components A, B, C, & E above.

## Total 5-Year And 20-Year Housing Need

The calculation of 5-year housing need is based on the 20-year calculation for each of the six components of current and anticipated need described above.

The 5-year total number of new housing units for the applicable municipality or regional district electoral area (EA) is the sum of the six components, rounded to the nearest whole number.

Table 13: Total Need

University Endowment Lands		
	5 Year Need	20 Year Need
A. Extreme Core Housing Need (20 yr/4)	34	137
B. Persons Experiencing Homelessness (10 yr/2)	7	14
C. Suppressed Household Formation (20 yr/4)	11	46
D. Anticipated Growth (calc on 5 yr)	607	1555
E. Rental Vacancy Rate Adjustment (20 yr/4)	5	18
F. Additional Local Demand (20 yr/4)	54	215
<b>Total New Units</b>	<b>718</b>	<b>1985</b>

## Summary

As per the Provinces' IHNR framework, the UEL's estimated total need for housing in the next 20 years is 1,985 units, with 718 initial units in the next 5 years. These estimates represent a net total household of 2,183 units or 49% growth in units in the next 5 years; and 3,450 net total households or 135% growth in units in the next 20 years.

The UEL could expect a total population of 4,803 in 5 years and 7,590 in 20 years.

Since April of 2022, the UEL has approved occupancy for 234 new units, with over +1,500 potential units approved through rezoning. The rezonings include 231 affordable units, of which 130 are identified as student housing. The Minister has also designated a TOA area adjacent to the UEL, which will provide additional opportunities for development, and estimate it could provide for a full buildout of over 7,000 units. On a smaller scale, the UEL has eliminated single family zoning and complied with SSMUH legislation in the LUB. The UEL estimates that this could provide an additional 1,700 units at full buildout.

Barring unfavourable market forces, the UEL's current bylaws and policies support the estimated growth identified in this IHNR.