



Council Report No. PDS 206-2025

Date: November 4, 2025

File No. 6440-40

To: Mayor and Council From: Cyril Tomlinson, Planner

Subject: Year 2 Housing Target Progress Report

RECOMMENDATION

That Council direct staff to complete the following requirements in accordance with the *Housing Supply Act:*

- a. submit the Year 2 Housing Target Progress Report, attached as Appendix A to Report No. PDS 206-2025, to the Minister of Housing and Municipal Affairs; and
- b. publish the Year 2 Housing Target Progress Report on the City's website.

REPORT CONCURRENCE					
GENERAL MANAGER CITY MANAGER					
The General Manager concurs with the recommendation of this report.	The City Manager concurs with the recommendation of this report.				

PURPOSE

To present Council with the City's Housing Target Progress Report for the October 1, 2024, to September 30, 2025 reporting period.

SUMMARY OF THE ISSUE

On September 26, 2023, the City was issued a Housing Target Order from the Province of British Columbia. The proposed order establishes an overall five-year housing target, as well as guidelines for housing by unit size, tenure, and affordability. The Housing Target Order came into effect on October 1, 2023.

Reporting periods run annually from October 1 until September 30 and the City has 45 days following the end of a reporting period to prepare progress reports.

BACKGROUND

On May 31, 2023, the Province of BC brought the Housing Supply Act into force, which enables

them to set housing targets for a total of 47 municipalities that are prescribed under the *Housing Supply Regulation*. Abbotsford was in the first cohort of 10 municipalities to have received a target order.

On September 26, 2023, the City received the Province's Housing Target Order, which requires that 7,240 net new housing units be completed (i.e. ready for occupancy) in Abbotsford by September 30, 2028. The annual (cumulative) breakdown of required housing units is:

- Year 1 1,022 units
- Year 2 2,186 units
- Year 3 3,563 units
- Year 4 5,224 units
- Year 5 7,240 units

In addition to the target order, the Province provided guidelines for housing by unit size, tenure, and affordability (Table 1). While the numbers below do not form part of the official Housing Target Order, the City is asked to provide this information.

Table 1 – Housing Target Guidelines

Total	U	Units by Size		Units by	/ Tenure		y Rental et Rate	Supportive
Units	Studio/1 bedroom	2 bedrooms	3 or more bedrooms	Rental	Owned	Below Market	Market	Rental Units
7,240	3,991	1,213	2,034	3,753	3,487	2,331	1,421	198

During the first annual reporting period (October 1, 2023 to September 30, 2024), 602 net new units were completed in Abbotsford. This amounted to 59% of the Year 1 target.

DISCUSSION

The second annual reporting period came to an end on September 30, 2025. Staff have prepared the Year 2 Housing Target Report (Attachment A), which is summarized below:

Housing Data

Between October 1, 2024 and September 30, 2025, 1,042 housing units were completed (finished construction) and 176 housing units were demolished in Abbotsford. This results in a total of 866 net new housing units completed during the Year 2 reporting period.

The Year 2 target is 1,164 net new units, meaning the City achieved 74% of the Year 2 target. This increases the City's progress towards the cumulative target so far (Years 1 and 2 combined) from 59% through Year 1 to 67% through Year 2.

A summary of progress towards the annual and cumulative housing targets is provided in Table 2, below.

Table 2 – Housing Target Progress

	Annual Target	Cumulative Target	Annual Net Completed Units	Cumulative Net Completed Units	Annual Target Progress	Cumulative Target Progress
Year 1	1,022	1,022	602	602	59%	59%
Year 2	1,164	2,186	866	1,468	74%	67%
Year 3	1,377	3,563	-	ı	-	-
Year 4	1,661	5,224	-	1	-	-
Year 5	2,016	7,241	-	-	-	-

In addition to completed housing units, the Province asks for the number of housing units that have been approved (but not yet constructed) by the City since the effective date of the Housing Target Order (October 1, 2023). Since October 1, 2023 the City has approved rezoning and development permit applications, and issued building permits amounting to 4,105 new housing units. Of these, 2,163 have been issued building permits and may be under construction.

In addition, as of October 1, 2025 there are another 3,995 housing units that have received approval-in-principle, meaning once applicants are prepared to satisfy conditions of approval, these developments can proceed to final adoption/approval.

Importantly, during the reporting period, the City has not refused any residential development applications.

Actions Taken by Municipality

The Province asks the City to provide information about actions taken in the past year to achieve the housing target. Staff have highlighted the following initiatives:

1. Official Community Plan Update

The City is nearing completion of the OCP update process, with an emphasis on increasing housing supply.

2. Zoning Bylaw Update

Alongside the OCP Update, the City is preparing Zoning Bylaw amendments to expand housing permissions broadly across the city.

3. Housing Accelerator Fund

The City is a recipient of the Federal Housing Accelerator Fund. Implementation of the City's action plan is ongoing.

4. Secondary Suites Incentive Program

The program launched on September 16, 2024 and offered a streamlined registration process, reduced fees, and a financial incentive to spur the delivery of secondary suites. As of September 30, 2025 the program has resulted in 93 new secondary suites.

5. <u>Development Application Process Review</u>

The consultant's report was presented to Council on June 24, 2025 and implementation is underway.

6. Housing Needs Report Update

The City prepared an interim Housing Needs Report to identify housing needs for the next 20 years. This was received by Council on October 30, 2024.

7. <u>Digitized Building Permits</u>

In 2024 the City launched a digital Building Permit portal which has seen substantial uptake. This has now been expanded to include plumbing and sprinkler permits.

8. Density Bonus Update

In accordance with Provincial legislation, the City is in the process of reviewing the Density Bonus program to help incentivize the delivery of affordable housing.

9. Supporting Housing Development

The City continues to support the Province through the application and building permit process for new supportive housing sites.

Summary of Planned Actions to Meet Targets

The Province asks for a summary of actions the City intends to take over the next two years to help meet the housing target. Staff have highlighted the OCP Update, Zoning Bylaw Updates, Housing Accelerator Fund Action Plan, Development Application Process Review, Density Bonus Update, and Supportive Housing projects in collaboration with BC Housing.

Summary

During the Year 2 reporting period, 866 net new units were completed in Abbotsford. This is 74% of the Year 2 target. The City's progress towards the cumulative target so far increased to 67% in Year 2. While the completed housing units are currently lagging the 5-year target, the City saw a meaningful improvement in progress towards the target in Year 2 relative to Year 1. Further, the City has been granting development/building approval and undertaking significant policy and procedural work that is consistent with achieving the target over time.

In fact, if instead of completed units the Housing Target was based on issued building permits, the City would have achieved 115% (1,594 units) of the Year 2 target (1,164 units).

Next Steps

Following Council receiving the Housing Target Progress Report, the report must be submitted to the Minister of Housing and posted to the City's website as soon as practicable.

FINANCIAL PLAN IMPLICATION

No financial plan implications are anticipated. Work is being completed using existing staff resources.

IMPACTS ON COUNCIL POLICIES, STRATEGIC PLAN AND/OR COUNCIL DIRECTION

The contents of this report meet the goals and objectives identified in the 2016 Official Community Plan and Council's 2022-2026 Strategic Plan, which identifies four principles: inclusive and connected community, sustainable and safe city, vibrant and growing economy, and organizational excellence and integrity.

APPROVALS

Mark Neill, General Manager of Planning and Development Services Komal Basatia, Chief Financial Officer Peter Sparanese, City Manager

ATTACHMENTS

Appendix A – Year 2 Housing Target Progress Report



Housing Targets Branch
BC Ministry of Housing and Municipal Affairs

PURPOSE

Municipalities will use this form to complete the requirements for progress reporting under the <u>Housing</u> <u>Supply Act</u> (Act). The information provided will be evaluated to determine whether targets have been met or satisfactory progress has been made toward meeting targets.

REPORT REQUIREMENTS

The report must contain information about progress and actions taken by a municipality to meet housing targets as identified in the Housing Target Order (HTO).

The progress report must be received in a meeting that is open to the public and by Council resolution within 45 days after the end of the reporting period.

Municipalities must submit this report to the minister and post it to their municipal website as soon as practicable after it is approved by Council resolution.

ASSESSMENT

The Housing Targets Branch evaluates information provided in the progress report based on Schedule B - Performance Indicators in the HTO. If targets have not been met and satisfactory progress has not been made, the Minister may initiate compliance action as set out in the Act.

REPORT SUBMISSION

Please complete the attached housing target progress report form and submit to the Minister of Housing at **Housing.Targets@gov.bc.ca** as soon as practicable after Council resolution.

Do not submit the form directly to the Minister's Office.



Housing Targets Branch
BC Ministry of Housing and Municipal Affairs

Section 1: MUNICIPAL INFORMATION		
Municipality	City of Abbotsford	
Housing Target Order Date	October 1, 2023	
Reporting Period	October 1, 2024 – September 30, 2025	
Date Received by Council Resolution	November 4, 2025	
Date Submitted to Ministry	November 5, 2025	
Municipal Website of Published Report	<u>abbotsford.ca</u>	
Report Prepared By		
Municipal Contact Info	Heather Kauer, Director, Community Planning,	
	<u>hkauer@abbotsford.ca</u> , (604) 557-7068	
Contractor Contact Info	N/A (name, position/title, email, phone)	

Section 2: NUMBER OF NET NEW UNITS

Record the number of net new housing units delivered 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 secondary suites or other housing types does not count toward completions.

Section 8 must be completed if a housing target has not been met for the reporting period.

	Completions	Demolitions	Net New Units	Net New Units
	(Reporting Period)	(Reporting Period)	(Reporting Period)	(Since HTO Effective Date)
Total	1,042	176	866	1,468

Section 3: NUMBER OF HOUSING UNITS BY CATEGORY AND TYPE (Unit Breakdown Guidelines)

Record the number of housing units in each category below for the reporting period and cumulatively since the effective date of the HTO. Definitions are provided in the endnote.

	Completions (Reporting Period)	Demolitions (Reporting Period)	Net New Units (Reporting Period)	Net New Units (Since Effective HTO Date)
Units by Size				
Studio	20	0	20	154
One Bedroom	355	26	329	414
Two Bedroom	412	36	376	599
Three Bedroom	255	114	141	301
Four or More Bedroom ¹	n/a	n/a	n/a	n/a



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Units by Tenure					
Rental Units ² – Total	351	59	292	619	
Rental – Purpose Built	181	58	123	346	
Rental – Secondary Suite	159	1	158	251	
Rental – Accessory Dwelling	11	0	11	22	
Rental – Co-op	n/a	n/a	n/a	n/a	
Owned Units	691	117	574	849	
Units by Rental Affordability					
Market	351	59	292	508	
Below Market ³ - Total	n/a	n/a	n/a	111	
Below Market - Rental Units with On-Site Supports ⁴	n/a	n/a	n/a	111	

Section 4: MUNICIPAL ACTIONS AND PARTNERSHIPS TO ENABLE MORE HOUSING SUPPLY

- **A)** Describe <u>applicable actions</u> taken in the last 12 months to achieve housing targets, in line with the Performance Indicators in the HTO. 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. For example:
 - Streamlined development approvals policies, processes or systems.
 - Updated land use planning documents (e.g., Official Community Plan, zoning bylaws).
 - Updated Housing Needs Report.
 - Innovative approaches and/or pilot projects.
 - Partnerships (e.g., BC Housing, CMHC, or non-profit housing organizations except First Nations see Section 4 B).
 - Other housing supply related actions.
 - Official Community Plan Update The City is nearing completion of the OCP update process, which emphasizes boosting housing supply. The Draft OCP includes are broad increase in permitted housing density across the City, with the capacity to accommodate the 20-year housing need, as identified in the most recent Housing Needs Report. The anticipated completion for this project is December 2025.
 - 2. **Zoning Bylaw Update** Alongside the OCP Update, the City is preparing Zoning Bylaw amendments to better align the Zoning Bylaw with the OCP, increase flexibility for small-scale multi-unit housing, and rezone select areas for higher density townhouse development. The anticipated completion for this project is December 2025.



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- 3. <u>Housing Accelerator Fund</u> the City continues to advance its Housing Accelerator Fund Action Plan and has been exceeding HAF targets for Building Permit issuance. In total, the City's HAF initiatives are anticipated to result in 730 additional housing units between 2024 and 2027.
- 4. <u>Secondary Suite Incentive Program</u> This program launched in September 2024 and over the past 12 months has resulted in more than 90 new secondary suites completed so far.
- Development Application Process Review The DAPR Report was endorsed by Council on June 24, 2025, including short-term priorities that are anticipated to be completed within the next 16 months.
- 6. <u>Housing Needs Report</u> Council received the Interim Housing Needs Report on October 30, 2024, which identifies a 20-year housing need of 37,185 units.
- 7. <u>Digitized Building Permits</u> the City recently launched a digital building permit portal, which saw substantial uptake in its first year. The program has now been expanded to included plumbing and sprinkler permits.
- 8. **Density Bonus Update** In accordance with Provincial legislation, the City is in the process of reviewing the Density Bonus program to help incentivize the delivery of affordable housing.
- 9. **Supportive Housing Developments** the City continues to support the Province through the application and building permit process for new supportive housing sites.
- **B)** Please provide any information about First Nation partnerships and/or agreements including planning, servicing and infrastructure that support delivery of housing on First Nation land including delivered and/or projected housing units.

n/a

Section 5: APPROVED HOUSING DEVELOPMENT APPLICATIONS

Report the number of approved applications issued by type since the effective date of the HTO. Each project should only be recorded once for the **most current** application type. Provide the estimated number of new housing units to be delivered for each application category.

NOTE: units issued occupancy permits should be recorded in Section 2.

	Rezoning	Development Permit	Building Permit	Total		
Applications	30	17	318	365		
New Units	226	1,716	2,163	4,105		
Unit Breakdown						
Units by Size						
Studio	0	144	155	299		
One Bedroom	0	702	734	1,436		
Two Bedroom	0	508	677	1,185		





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Three Bedroom	226	362	560	1,148
Four or More Bedroom ¹	n/a	n/a	n/a	n/a
Units by Tenure				
Rental Units ² – Total ²	(See Note 1)	444 (See Note 1)	758 (See Note 1)	1,202 (See Note 1)
Rental – Purpose Built	(See Note 1)	444 (See Note 1)	655 (See Note 1)	1,099 (See Note 1)
Rental – Secondary Suite	(See Note 2)	(See Note 2)	99	99
Rental – Accessory Dwelling	(See Note 2)	(See Note 2)	4	4
Rental – Co-op	n/a	n/a	n/a	n/a
Owned Units	226 (See Note 1)	1,272 (See Note 1)	1,375 (See Note 1)	2,873 (See Note 1)
Units by Rental Affordability				
Market	(See Note 3)	(See Note 3)	(See Note 3)	(See Note 3)
Below Market ³ - Total	(See Note 3)	(See Note 3)	104 (See Note 3)	104 (See Note 3)
Below Market - Rental Units with On-Site Supports ⁴	(See Note 3)	(See Note 3)	61 (See Note 3)	61 (See Note 3)

Note 1 – The City is generally inaware at the rezoning, development, or building permit stage whether housing units will be owned or rental. This is typically determined closer to occupancy based on market factors. Units identified in the tables above are based on information available at the time of application.

Note 2 – The City is unaware at the rezoning/subdivision stage whether a single detached dwelling will include a secondary suite/accessory unit. This is revealed at the Building Permit stage.

Note 3 - Unless a project is being delivered in partnership with a third-party housing provider, such as BC Housing, the City typically does not know whether rental units will be provided at below-market rates, and to what extent. This is typically determined closer to occupancy, based on market factors. Units identified in the tables above are based on information available at the time of application.

Section 6: WITHDRAWN OR NOT APPROVED HOUSING DEVELOPMENT APPLICATIONS

A) Indicate the number of applications and the estimated number of proposed units withdrawn by applicants, and /or not approved by staff or Council during this reporting period. Please include rezoning applications, development permits, and building permits.



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	Applications Withdrawn	Applications Not Approved
Applications	12	0
Proposed Units	356	0

B) Provide a description of each application (e.g., rezoning, development permit, building permit) and brief summary of why each project was withdrawn or not approved.

- 1. PRJ23-071 This application proposed a rezoning and subdivision to enable 1 new single detached lot. The application received 3rd reading from Council on October 30, 2023 but the applicant decided not to proceed to final adoption.
- 2. PRJ23- 056 This application proposed a rezoning and subdivision to enable 1 new single detached lot. Following staff's First Review Letter, the applicant did not advance the application within the allotted timeline. The application was granted an extension but was ultimately closed in May 2025.
- 3. PRJ23-010 Rezoning and Development Permit application for a four-unit townhouse. The application received 3rd reading from Council on October 16, 2023 but the applicant decided not to proceed to final adoption.
- 4. PRJ22-149 This application proposed a rezoning and subdivision to enable 1 new single detached lot. The application received 3rd reading from Council on July 10 2023 and an extension was granted to complete the rezoning. However the applicant decided not to proceed.
- 5. PRJ22-069 This application proposed a rezoning and subdivision to enable 1 new single detached lot. The application received 3rd reading on May 8, 2023 but the applicant chose not to proceed to final adoption.
- 6. PRJ22-052 This application proposed a rezoning and subdivision to enable 1 new duplex lot. The application received 3rd reading on December 5, 2022 but the applicant decided not to proceed. The application was closed on December 5, 2024.
- 7. PRJ21-230 Rezoning and Development Permit application for a four-unit townhouse. The application received 3rd reading from Council on December 5, 2022. The application was granted an extension but the applicant decided not to proceed to final adoption. The application was closed on April 1, 2025.
- 8. PRJ21-227 This application proposed a rezoning and subdivision to enable 1 new single detached lot. The application received 3rd reading on December 12, 2022. An extension was granted but the application was ultimately closed on November 25, 2024.
- 9. PRJ21-184 Rezoning and Development Permit application to enable a mixed-use multi-unit residential development with 240 units. The application was withdrawn by the applicant and has since been resubmitted (March 2025) with a new concept.
- 10. PRJ21-183 Rezoning and Development Permit application to enable a 70-unit residential development. This application received 3rd reading but ultimately lapsed. The application has since been resubmitted.
- 11. PRJ20-010 Rezoning and Development Permit application to enable a 30-unit residential development. The application received 3rd reading on April 18, 2023 and was granted an extension until April 18, 2025, however, the applicant decided not to proceed to adoption.
- 12. PRJ19-173 This application proposed a rezoning and subdivision to enable 1 new single detached lot. The application received 3rd reading on February 22, 2021 and received extension



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until December 11, 2024. The applicant chose not to proceed and the application was closed in June 2025.

Section 7: OTHER INFORMATION

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

As of October 1, 2025 there were 3,995 residential units that have received Approval-in-Principle.

Prior to receiving final adoption/approval, applicants must satisfy conditions of approval. Applicants are only prepared to satisfy conditions of approval when they are ready to proceed with a project. In the current economic climate, the City routinely hears from applicants wishing to extend their applications until more favourable economic conditions exist.

Section 8: SUMMARY OF PLANNED ACTIONS TO MEET TARGETS

If the housing target has not been met for the reporting period, please provide a summary of <u>planned and future</u> actions in line with the Performance Indicators that the municipality intends to take <u>to meet housing targets during the two-year period following this report</u>. For each action, provide:

- a description of how the action aligns with achieving the housing target;
- dates of completion or other major project milestones;
- links to any publicly available information; and
- the number of units anticipated by completing the action.

NOTE: THIS SECTION IS NOT APPLICABLE FOR INITIAL SIX-MONTH REPORTING.

Name of Action: Abbotsforward 2050 OCP Update

Description of Action: The City is nearing completion of the 2050 OCP Update Project, with an emphasis on boosting housing supply. The update includes a broad increase to housing permissions and density across the City and is anticipated for completion in December 2025.

Completion/Milestone Date: December 2025



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Link: https://letstalkabbotsford.ca/ocp	Number of Units: It is difficult to
	predict how many units will be
	created as a result of the updated
	OCP. However, there is the capacity in
	the Plan to accommodate the 20-year
	housing need (37,185 units) identified
	in the Interim Housing Needs Report.

Name of Action: Zoning Bylaw Update

Description of Action: Alongside the OCP Update, the City is preparing updates to the Zoning Bylaw. These include increasing flexibility for small-scale multi-unit housing and rezoning select areas for higher density townhouse development.

Completion/Milestone Date: December 2025

Link: https://letstalkabbotsford.ca/ocp
Number of Units: It is difficult to predict how many units will be created as a result of the updated Zoning Bylaw. However, there is the zoned capacity to accommodate the 20-year housing need (37,185 units)

Needs Report.

identified in the Interim Housing

Name of Action: Housing Accelerator Fund

Description of Action: The City continues to implement the Housing Accelerator Fund Action Plan. So far, the City is exceeding the target of issued Building Permits. The HAF Action Plan anticipates issuing building permits for 730 units over three years, above and beyond baseline projections.

Completion/Milestone Date:

Link: Helping build more homes, faster in Abbotsford | Number of Units: 730

City of Abbotsford

Name of Action: Development Application Process Review

Description of Action: The City will continue to implement the short-term initiatives identified in the DAPR report, including:

• Digitization and Modernization

Completion/Milestone Date:

Link: Council Report Number of Units: unknown

Name of Action: Density Bonus Update

Description of Action: In accordance with Provincial legislation, the City is in the process of reviewing the Density Bonus program to help incentivize the delivery of affordable housing.



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Completion/Milestone Date: June 30, 2026				
Link: n/a	Number of Units: unknown			
Name of Anti-on Commonting Installant				

Name of Action: Supportive housing

Description of Action: The City will continue to support the Province (BC Housing) through the application and building permit processes for new supportive housing sites.

Completion/Milestone Date:

Link: n/a Number of Units: unknown

*Copy/Paste above description tables as needed

¹ If needed due to data gaps, it is acceptable to report "Three Bedroom" and "Four or More Bedroom" as one figure in the "Three Bedroom" row.

² Rental Units include purpose built rental, certain secondary rentals (secondary suites, accessory dwellings) and co-op.

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

⁴ **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.



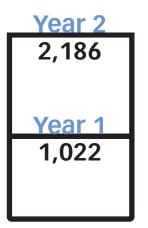
Regular Meeting of Council | November 4, 2025 Planning & Development Services

Purpose

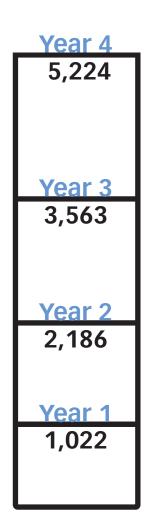
To present Council with the City's Housing Target Progress Report for the Year 2 reporting period.

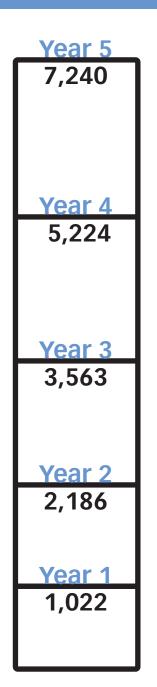
Reporting Period: October 1 - September 30 (annually)

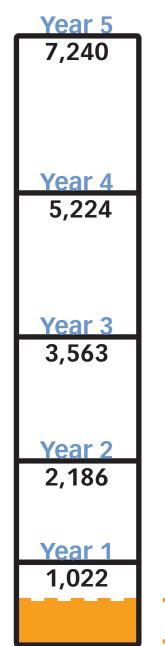
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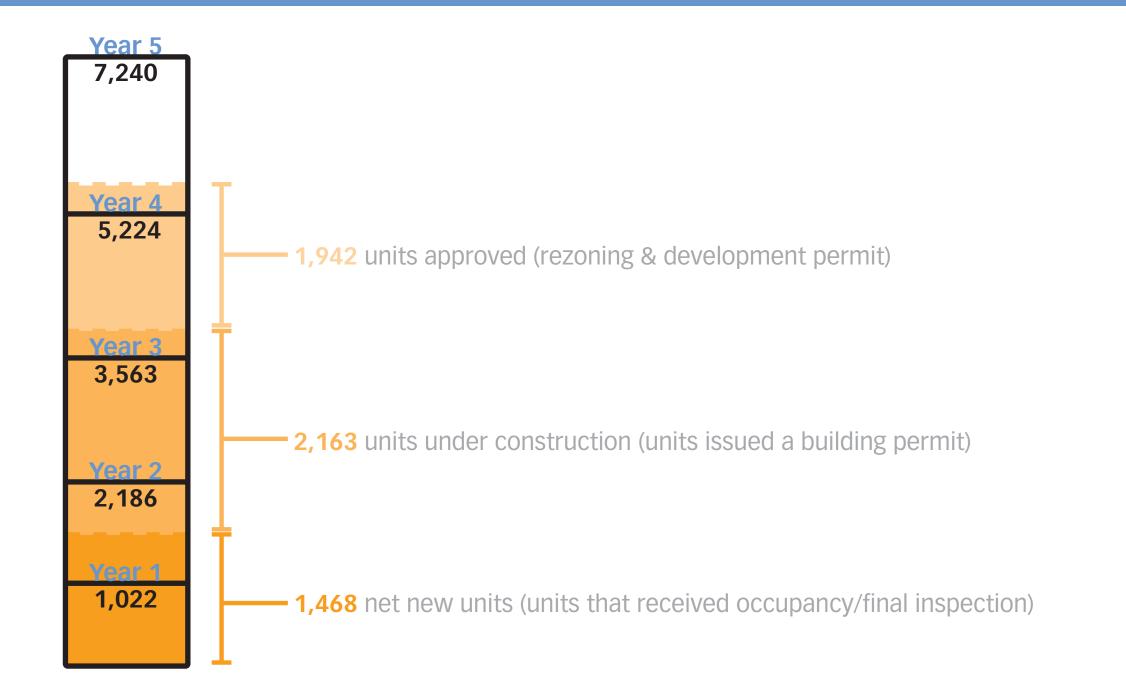


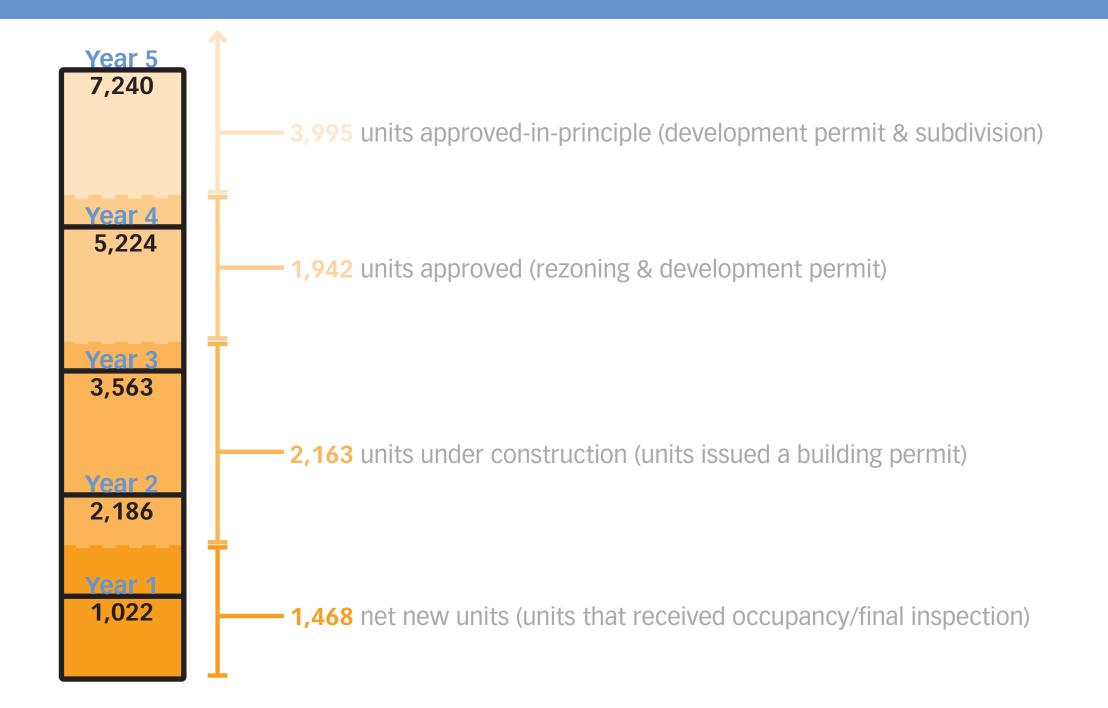
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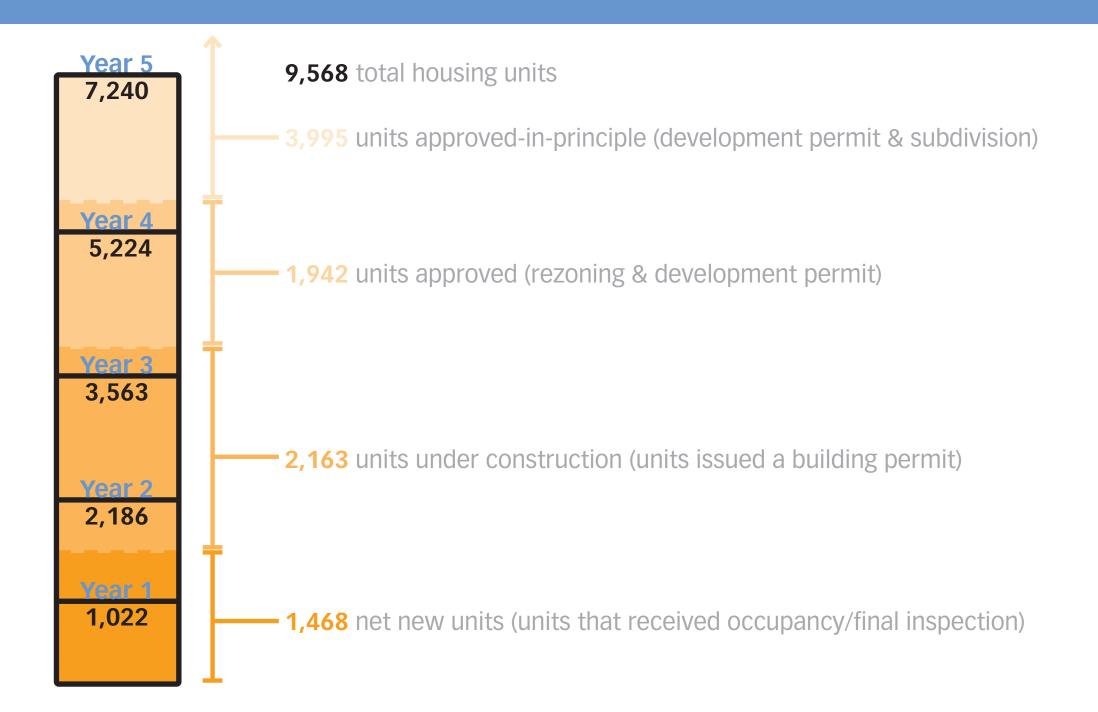
Year 1 Report: October 1, 2023 - Sept 30, 2024











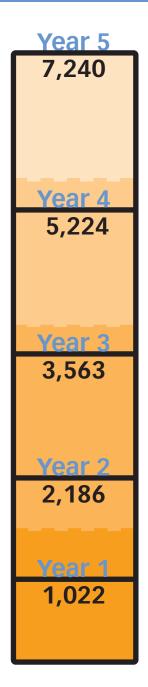


Applications denied: 0



Action Taken by the City:

- OCP Update
- Housing Accelerator Fund
- Secondary Suite Incentive Program
- Development Application Process Review
- Digital Building Permits
- Housing Needs Report
- Density Bonus Update



Housing Target Guidelines:

To	ōtal Jnits	Units by Size			Units by Tenure		Units by Rental Market Rate		Supportive Rental
Un		Studio/1 bedroom	2 bedrooms	3 or more bedrooms	Rental	Owned	Below Market	Market	Units
7,2	240	3,991	1,213	2,034	3,753	3,487	2,331	1,421	198

Key Takeaways

- 1. Significant improvement from Year 1 (59% to 67% of cumulative target)
- 2. The City has been approving housing at a rate that is consistent with meeting the target over time
- 3. Substantial policy and procedural updates are underway to boost housing supply
- 4. If housing targets were based on issued building permits, the City would have achieved 115% (1,594 units) of the Year 2 target

Next Steps

- 1. Submit Progress Report to Minister of Housing
- 2. Post Report to City Website

Recommendation

That Council direct staff to complete the following requirements in accordance with the *Housing Supply Act*:

- a. submit the Year 2 Housing Target Progress Report, attached as Appendix A to Report No. PDS 206-2025, to the Minister of Housing and Municipal Affairs; and
- b. publish the Year 2 Housing Target Progress Report on the City's website.