

# 4.0 Residential

## 4.1 Context

In 1986, around the time of Burnaby's last Official Community Plan, the City had a population of 145,000 living in 58,300 residential units. By 1996, there were 179,000 people accommodated in 69,000 dwelling units in Burnaby. The magnitude, form and location of these units have established a distinctive pattern of neighbourhood development in the City. Most of the new residential units constructed during this period were built in the Town Centres of Metrotown, Lougheed and Edmonds. A significant number of units were also built in Cariboo Hill, the George Derby Lands and Oaklands.

Within each quadrant of the City there is a Town Centre and as-

sociated higher density development. As distance from the Town Centres increases, there is a generally progressive decrease of residential densities toward single and two family neighbourhoods. To correspond with this progression, a range of commercial development areas from Town Centres to Village Centres down to lower density neighbourhood centres has been established to serve residential areas. Through this broad pattern of development, each quadrant offers a range in residential choices and commercial services to allow people to stay in their general neighbourhood as their housing needs change.

To help meet regional objectives the Livable Region Strategic Plan has designated the inner areas of the Region as a "growth concentration area". This area includes Burnaby, Vancouver, New Westmin-

ster, the Tri-Cities area, Anmore, and the northern part of Surrey and North Delta. The Plan foresees an increase of about 800,000 residents within the growth concentration area between 1991 and 2021, for a total of 1.83 million people by 2021.

The Plan further emphasizes that in order to prevent urban sprawl and its associated costs (e.g., increased pollution, higher infrastructure costs and loss of farmland) appropriate housing will have to be provided in the right locations. In the next twenty years, this means that a greater emphasis should be placed on the construction of ground-oriented accommodation given the strong propensity of "baby boomers" to choose this type of housing. Therefore, the challenge facing municipalities within the growth concentration area will be to provide more opportunities for medium density ground-oriented housing rather than relying predominantly on the development of large pockets of high rise apartments.

In recent years, a number of new community plans have been either revised or adopted (e.g., Brentwood, Lougheed and Edmonds Town Centre Areas, Hastings Village and SFU). These plans are consistent with the directions of the regional plan. By focussing growth around its four Town Centres and in other designated areas, Burnaby



Brentwood Town Centre in the future

has been able to adopt a balanced approach to growth. This approach provides residential opportunities in designated areas of the City. At the same time, it ensures protection and preservation of parks and open space and other valued aspects of the community.

The City of Burnaby has indicated its qualified support for the Livable Region Strategic Plan, recognizing that without coordinated growth management, the Region as a whole will suffer negative consequences. The challenge facing Burnaby is to find new residential opportunities while preserving valued community assets. It will also be important to ensure that future residential development provides a range of housing types to meet the changing needs of residents. By building on the city's established residential framework, Burnaby is well equipped to meet housing challenges and guide development over the next ten years and beyond.

## 4.2 Residential Goals

### Goal 1: Residential Opportunities

**To provide a varied range and choice of living opportunities within the City**

The City, through its land use designation function, has the ability to influence the location of housing and provide for various types of neighbourhoods. These actions have encouraged a broad range of choice in residential environments including fairly homogenous single and two family areas and townhouse and apartment areas that meet the housing needs of differing households. The residential framework as outlined in this OCP builds upon the existing policies and is intended to accomplish the following:

- to accommodate, in proper balance with other land uses, anticipated residential growth and accompanying change to the year 2006 and provide direction for beyond;

- to make provision for a variety of predominantly urban and suburban neighbourhood types that offer a choice of residential environment and location, while recognizing the progressive urbanization of the City;
- to meet the housing needs of households through the changing lifecycle;
- to encourage a beneficial relationship between residential opportunities and the range of nodal centres in the City; and
- to continue to provide a full range of housing opportunities within each of the four quadrants of the City.

### Goal 2: Ground Orientation

**To establish increased opportunities for ground-oriented housing**



Varied living opportunities

New ground-oriented housing can be encouraged by ensuring the first levels of three storey apartments are designed to have a better orientation to the ground level. The use of the urban medium density townhouse form should also be further encouraged in the City. This could range from individual sites to ones integrated with higher density uses in Town Centres. As well, new ground-oriented housing can be encouraged by expanding opportunities for single family houses on small lots and increasing the potential to build two family dwellings in neighbourhoods where such development is appropriate and the subject of a neighbourhood area review process. Also, wherever possible, high rise residential developments should be designed to contain units with a ground orientation at grade level.

Secondary suites in houses are increasingly being viewed as a way to provide more affordable ground-oriented housing in existing neighbourhoods as well as a revenue source for homeowners. Recently, the Provincial Government adopted an amendment to the BC Building Code to recognize and create new standards for secondary suites in single family houses. These standards are intended to facilitate the construction of secondary suites in new dwellings or renovations of existing ones at a lower cost than under previous regulations.



Ground-Oriented Housing

### Goal 3: Residential Neighbourhoods

To maintain and improve neighbourhood livability and stability

Through public meetings, community surveys and other means, it is clear that Burnaby residents strongly relate to their neighbourhood as the base for evaluating their community and its livability. Residential neighbourhoods are important sub-units of the City. They serve as “building blocks” creating a community through their diverse and distinctive characteristics. They differ in their geography, architecture, character and range and nature of services available. Recognizing these unique characteristics of neighbourhoods and the City’s commitment to involving residents in planning initiatives, Burnaby has increasingly emphasized planning at the neighbourhood level.

Future plans for residential development, as they relate to residential neighbourhoods, need to recognize the following:

- residential neighbourhoods are considered to be a basic unit of planning;
- wherever possible, neighbourhoods should be reinforced as a level at which social, recreational, institutional and associated improvements and facilities are provided;
- new development, including single smaller lot subdivisions, should contribute to the improvement of the neighbourhood infrastructure;
- residential neighbourhoods go through a natural aging cycle with associated changes in conditions, influences and needs;
- where changes in neighbourhoods are contemplated, residents have expressed a desire to be closely involved in the planning process shaping the change; and
- new development should respect the character of the neighbourhood and protect those aspects that make each area unique.



Lakeview Avenue

## Goal 4: Special and Affordable Housing Needs

To help ensure that the needs of people with special and affordable housing requirements are met

Burnaby contains a diverse range of housing types and tenures. The majority is market housing for people who can satisfy their housing requirements through the private market. A smaller proportion is intended to serve the needs of people who, due to financial, physical or social restrictions, cannot obtain housing through usual housing market mechanisms.

Approximately one half of Burnaby's housing stock is rented. Much of this constitutes Burnaby's affordable housing stock. Burnaby has encouraged the retention of apartment rental stock through a moratorium on conversions of rental units to condominiums. In addition, the City has developed a community density bonusing policy to, in part, seek new or partial replacement of rental housing in larger comprehensive developments. The City will also be reviewing the regulations affecting secondary suites in single family dwellings, recognizing the potential role that such suites can play in the supply of affordable housing. This could be of specific assistance to students attending Simon Fraser University and the British Columbia Institute of Technology. A specific public consultation phase would be associated with such a review.

In the past, the City has worked closely with senior levels of government to foster the development of co-operative, family rental and seniors' housing in Burnaby. Increasing the supply of government subsidized housing has become

more challenging due to the withdrawal of the Federal Government from the funding of housing and the resulting reduced funding by the Provincial Government. Encouraging the residential development of affordable housing will take a significant degree of creativity, flexibility and forging of partnerships between the City, non-profit housing groups and potential funding agencies.

Considering that it will become increasingly difficult to secure new non-market housing, it will become more important to protect any new stock developed. As new projects are developed, the City will seek ways to ensure that land remains secured for non-profit affordable housing. This could include Housing Agreements or covenants being registered against the property, or having the title deposited in a Community Land Trust for affordable housing.

The City will continue to facilitate the development of housing to meet specific identified needs. Housing for seniors that contains support services is an identified need. Also, the construction of housing units in townhouse and apartment projects that can be physically adapted to meet the needs of those with special requirements will be encouraged, as will a range of unit sizes, from additional smaller unit opportunities in Town Centre areas to larger units for families in other areas.



Ridgelawn Gardens

## 4.3 Directions

The framework provides directions concerning the future residential development of the City. These directions relate to the residential goals and focus on the following:

- to continue to provide for increased housing opportunities in the City with particular encouragement for ground-oriented housing forms;
- to broaden housing options within the City and its neighbourhoods to allow more residents to stay in familiar neighbourhoods as they age and their housing needs change;
- to amend Zoning Bylaw regulations in single and two family residential areas to better reflect contemporary and changing standards;
- to provide for new housing development above ground floor commercial outlets as part of the expansion of "Urban Villages" in the City;
- to organize multi-family development in the City around designated Town Centres, Urban Villages and suburban multi-family communities;
- to provide for increased residential opportunities in appropriate locations along the Lougheed and SkyTrain transit corridors;
- to continue to involve residents in planning the types and location of housing best suited to local areas within an overall City context; and
- to seek new methods, regulations and partnerships to encourage the development and protection of affordable and special needs housing in the City.

## 4.4 The Framework

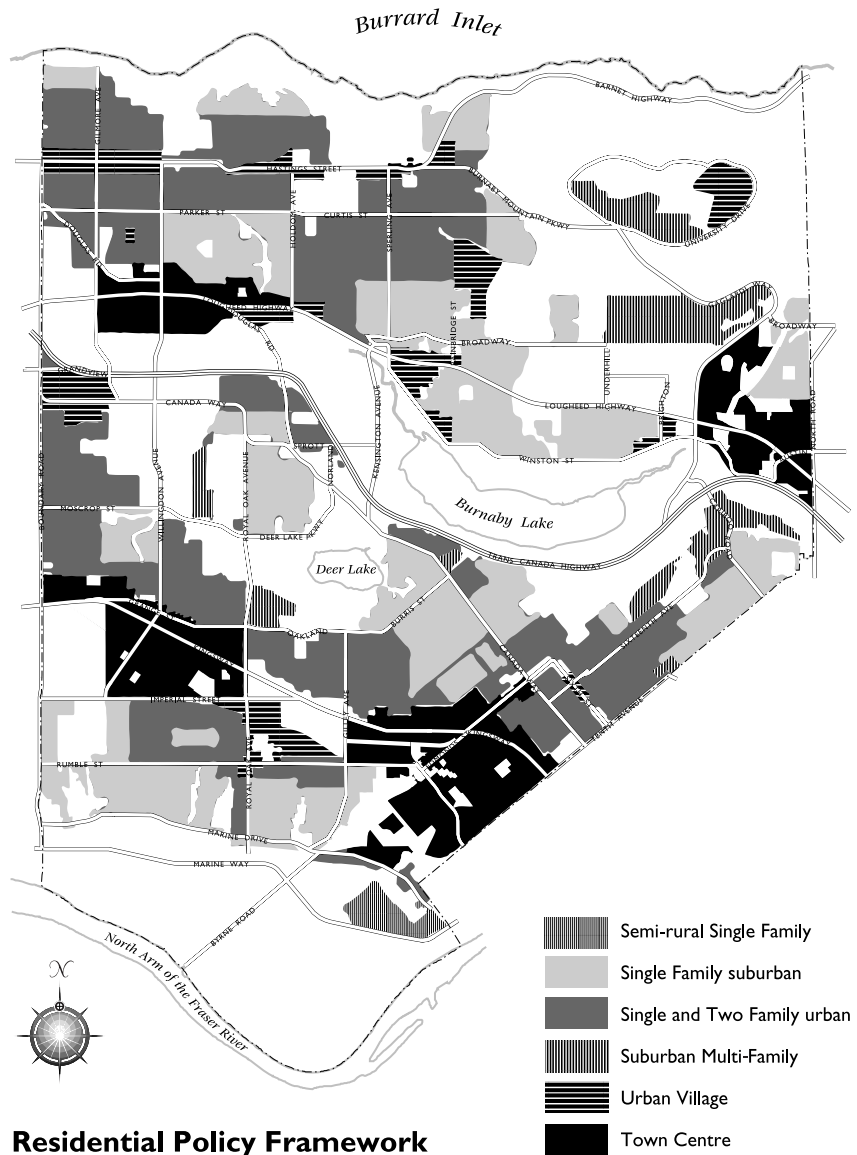
A description of the principal elements of the Residential Framework is as follows:

### 4.4.1 Town Centres

As noted, Burnaby has four Town Centres. Each of the four Town Centre areas has been the subject of recent planning reviews that define land use development guidelines for the designated centres of the City's four residential quadrants. The adopted land use frameworks for Metrotown, Lougheed Town Centre, Brentwood Town Centre and Edmonds Town Centre provide more detailed guidelines for the residential development of these areas.

Generally speaking, these areas provide for higher density forms of housing in the City's most urban settings. Typically, the housing forms are in an apartment and often mixed use form, with provision for some ground-oriented units as conditions permit.

In 1991, these Town Centre areas accommodated collectively some 22,000 units that housed about 41,000 persons. Between 1991 and 2006, it is estimated that an additional 12,000 units will be developed within the four Town Centre areas, accounting for about 53 percent of the total growth projected for the City as a whole.



**Residential Policy Framework**

### 4.4.2 Urban Villages

The Residential Framework provides for thirteen Urban Village areas. These accommodate non Town Centre multi-family development associated with a commercial service area. The intent of the commercial component of the Urban Village is to provide a focal point for convenient and "close to home" access to commercial facilities and services that can meet the day to day and occasional shopping needs of surrounding residential neighbourhood areas. These centres help respond to the complete community objectives of the Livable Region Strategic Plan.

Some existing centres relate to a locally oriented commercial base such as exists at Montecito or along Canada Way in the vicinity of Boundary Road. Others are to be provided in a mixed use form and be composed of shops and stores located on the streetfront level with multi-family residential development above. Example areas where existing adopted plans provide for this type of development include the Hastings Village area in Burnaby Heights, the proposed Simon Fraser University Village centre and along Hastings between Howard and Holdom Avenues. Other areas proposed for Urban Village development include the Holdom, Bainbridge and Brighton Avenue LRT station plan areas, portions of

# Residential Framework

Neighbourhood Type	Range of Housing Opportunities							
	Rural Small Holding	Single Family	Single and	Two Family	Multiple Low Density	Multiple Medium Density	Multiple High Density	
<b>General Characteristics</b>	<b>Typical Zoning</b>	A2	R1, R2, R3 R10, R11	R4, R5, R9	R12	R6, R8, RM1, RM6 RM7, CD	RM2, RM3, CD	RM4, RM5 CD
	<b>Typical Density (Units/acre)</b>	1	6	10	20	10-30	50-60	80-100
	<b>Ground Orientation / Acre</b>	Low	Medium	Medium	High	High	Medium	Low
<b>Location Framework</b>	<b>Town Centres</b>	No	No	No	No	Yes	Yes	Yes
	<b>Urban Villages</b>	No	No	No	*Some	Yes	Yes	Some
	<b>Suburban Multi-Family Community</b>	No	No	No	No	Yes	Yes	No
	<b>Suburban Single Family Neighbourhoods</b>	Yes	Yes	No	No	No	No	No
	<b>Urban Single and Two Family Neighbourhoods</b>	No	No	Yes	*Some	No	No	No
	<b>Rural</b>	Yes	No	No	No	No	No	No

\* designation through neighbourhood consultation

# Residential Policy Framework Locations

Location		Implementation Action				
		Adopted Plan	Plan Amendment Required	New Plan Required	Plan Under Review	Development Complete
<b>Town Centres</b>	Metrotown	▲			Maywood Neighbourhood	
	Lougheed	▲				
	Edmonds	▲				
	Brentwood	▲				
<b>Urban Villages</b>	Montecito	▲	minor			
	Canada Way / Boundary Rd.	▲	minor			
	Hastings Village	▲				
	SFU E. Neighbourhood	▲				
	Hastings St. / Holdom Ave.	▲				
	Holdom / Lougheed LRT Station Area			▲		
	Bainbridge / Lougheed LRT Station Area			▲		
	Brighton / Lougheed LRT Station Area			▲		
	Sixth St. (17th Ave. to 14th ave.)			▲		
	Royal Oak / Rumble				▲	
	Madison Ave. / William St.			▲		
	Sunset St. / Smith Ave.			▲		
	Hastings St. / Sperling Ave.			▲		
<b>Suburban Multi-Family Communities</b>	Oaklands	▲				
	Cariboo Heights	▲				
	George Derby	▲				
	SFU South Neighbourhood	▲				
	Forest Grove					▲
	One Arbour Lane					▲
	Newcombe St. and Tenth Ave.	▲				
	Greentree Village					▲

Sixth Street between Edmonds and Tenth Avenue and the Sperling/Hastings area. Of the thirteen areas designated, five have adopted plans which facilitate Urban Village development, with two of these requiring minor amendments; one is included within the Royal Oak Area Review presently underway; and the remaining seven are proposed for local area planning processes. Of the seven to be reviewed, three are associated with proposed LRT stations along the Lougheed Corridor.

Housing in Urban Village areas can include small lot development (e.g. back to front duplexes), urban townhouses, housing over stores, and higher density multiple family forms (e.g. Montecito). In those areas still requiring a local area planning process, the details of the housing type and mix will be articulated through that process and defined with reference to local conditions. As well, the precise boundaries of the urban village areas will be defined through the area planning process that will include consultation with the adjacent local area.

In 1991, Urban Village areas accounted for about 5,480 residential units. Between 1991 and 2006, about 3,300 additional units can be anticipated within Urban Village areas.

#### 4.4.3 Suburban Multi-Family Communities

Incorporated within the framework are eight comprehensively planned townhouse and garden apartment development areas. These areas differ from the Urban Villages by their singular low density multi-family residential character, with usually only a minor



Urban Village

associated convenience store. The areas included in this category are Oaklands, Cariboo Heights, George Derby lands, Simon Fraser University South Neighbourhood, Forest Grove, One Arbour Lane, Newcombe/Tenth Avenue and Greentree Village.

Each of these is the subject of already adopted plans. They have provided a greater opportunity for ground-oriented housing and typically are associated with the preservation of key natural features.

In 1991, these areas accounted for 2,775 units. Between 1991 and 2006, it estimated that some 3,350 additional units will be accommodated within these areas.

#### 4.4.4 Single and Two Family Residential Neighbourhoods

The single and two family residential neighbourhoods in the City occupy the largest land use of any category of Burnaby's developed land area. In 1991, 52.0 percent of private households in the City lived in single and two family dwellings. By 1996, it is estimated that this figure fell to 49.7 percent.

In order to meet differing housing needs of individuals, a broad range of single and two family housing types and unit sizes is also provided for in the residential framework. The City will continue to encourage a wide variety of unit types and sizes in the new housing stock.



Oaklands

Generally speaking, the City's single and two family neighbourhoods can be divided into two categories: single family suburban and single and two family urban. Single family suburban generally relates to the neighbourhoods with R1, R2 and R3 zoning designations. These zones do not permit two family dwellings such as duplexes, semi-detached units or small lot development. Also, single family suburban areas have often been associated with recent rezonings to the R10 and R11 categories, which provide for low-scale forms of development in mature single family areas consistent with the neighbourhood character.

A relatively minor component within the single family category is the semi-rural neighbourhood in the northeast portion of the Big Bend area. Properties in this neighbourhood are zoned A2 and are generally one acre in size.

The single and two family urban areas are associated with the neighbourhoods having R4 and R5 zoning. These zones allow for the development of single family dwellings, duplexes and semi-detached family dwellings depending on lot size. These zones also permit small lot development if an existing small lot character already exists. In addition, these areas have been the subject of rezonings to the R9 zoning category (small lot single family), and to the R12 zoning category, which provides for single and two family dwellings on small lots. The R12 rezoning processes are occurring in the more mature neighbourhoods that are generally experiencing a transition. These rezonings have been initiated by the local neighbourhood, are approved for consideration of a zoning change by Council, and always involve the use of a local area consultation process.

A recent community attitude

survey of Burnaby residents showed that 78 percent of residents surveyed supported legalization of secondary suites with controls such as provision of on-site parking, owner occupancy of the main unit or the secondary suite, and appropriate fees being charged. Considering this response and the recent amendments to the BC Building Code, the City will initiate a process to consider the advisability and conditions for legalizing or permitting new suites in all or some of the City's single family housing stock.

Between 1991 and 2006, it is estimated that about 4,000 additional units will be provided within the single family suburban and single and two family urban neighbourhood areas.

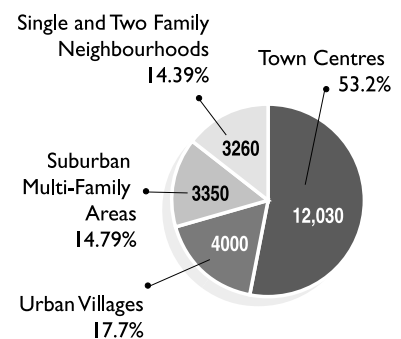
## 4.5 The Future: To 2006 and Beyond

### 4.5.1 1991 - 2006

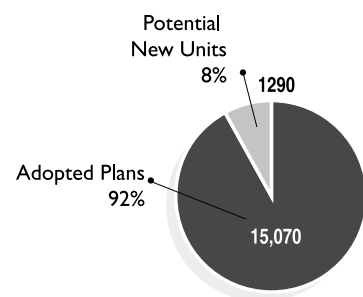
It is estimated that about 22,700 new units could be built between 1991 and 2006, for a total of about 85,500 dwelling units in Burnaby. Incremental changes in policy prior to 1996 reflect an awareness of the Livable Region Strategic Plan and the setting of new policy directions. Of the 22,700 estimated new units, about 16,400 are projected to be developed between 1996 and 2006.

About 92 percent of the growth anticipated between 1996 and 2006 is expected to occur within areas already having adopted plans. The projected population for Burnaby in 2006 would be roughly 217,000. These figures indicate an average annual net increase of 3,875 people and 1,510 dwelling units over the fifteen year period.

By 2006, the composition of the City's housing stock will be slightly different. In 1996, single and two family dwellings accounted for about 50 percent of the total number of dwelling units, apartments accounted for 42 percent, and townhouses accounted for 8 percent of the total. By 2006, single and two family dwellings will represent 43 percent of the housing stock, apartments will represent 44 percent and townhouses will account for 13 percent. About 58 percent of the total dwelling units in Burnaby will be ground-oriented. Projections indicate townhouse and apartment units will account for about 86 percent of the new housing built in Burnaby between 1996 and 2006.



**Additional units: 1991 - 2006**  
Total = 22,700

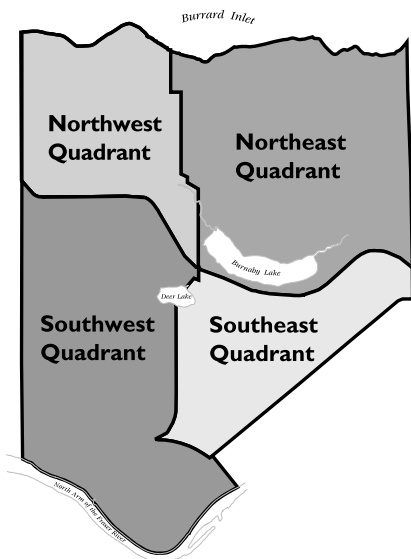


**Additional units: 2006**  
Adopted Plans versus Potential New Units

Between 1991 and 2006, it is estimated that within the Lougheed Corridor area, approximately 3,480 additional ground-oriented units will be developed, along with an additional 3,000 apartment units, for a combined total of 6,480 new units. By 2006, there will be approximately 25,450 units within the Lougheed Corridor.

Of the four quadrants in Burnaby, projections reveal that the southeast quadrant will gain the greatest number of new units by 2006. Forty-two percent of the new units built in Burnaby will be built there. Construction in the Edmonds Town Centre will account for most of the new units as development occurs according to the Edmonds Town Centre Plan. New units built in Cariboo Heights and on the George Derby lands will also contribute to the number of new units in the southeast quadrant. The northwest and southwest quadrants will each account for about 20 percent of the new units built between 1996 and 2006, while the northeast quadrant will account for 18 percent of the new units.

The actual and projected percentage share of the total population and dwelling units by the four quadrants in 1996 and 2006 are shown below:



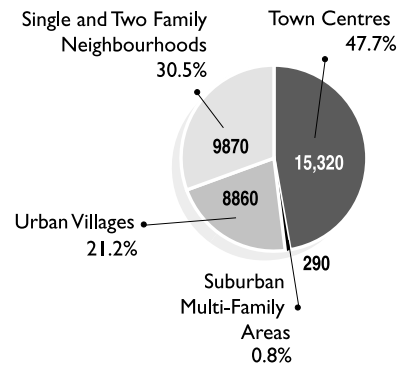
#### 4.5.2 Beyond 2006

The Livable Region Strategic Plan contains a target for the Growth Concentration Area to the year 2021. As such, the Regional Context Statement provided to the Region by each municipality is to provide a residential capacity figure to the year 2021.

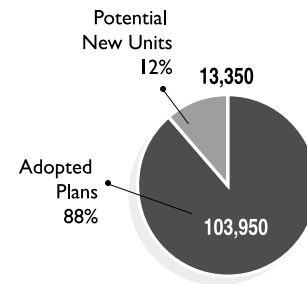
Based on the trends established in the period up to 2006 and on assumptions concerning the possible outcomes of public consultation processes, it is estimated that the City has a residential capacity of about 118,000 units. This represents an additional 32,350 residential units, or a 38 percent increase, beyond 2006. This dwelling unit development would correspond to a population of between 260,000 and 280,000, depending on occupancy assumptions.

The distribution of this total as graphically shown indicates that 103,950 (88 percent) of the units are within developed areas or already adopted community plans. The remaining 12 percent of the expected units are related to the new opportunities identified in the Residential Framework. This 88 percent

1996				
Quadrant	Population	%	Dwelling Units	%
Northwest	35,782	20	13,307	19
Northeast	39,787	22	15,151	22
Southeast	40,494	23	14,483	21
Southwest	63,146	35	26,114	38
<b>Total</b>	<b>179,209</b>	<b>100</b>	<b>69,055</b>	<b>100</b>
2006				
Northwest	44,500	21	16,600	20
Northeast	45,800	21	18,200	21
Southeast	56,100	26	21,300	25
Southwest	70,600	32	29,400	34
<b>Total</b>	<b>217,000</b>	<b>100</b>	<b>85,500</b>	<b>100</b>



**Additional units: 2006 - 2021**  
Total = 32,350



**Dwelling Units 2021**  
Total = 117,800

figure incorporates policy changes that have occurred in the City since the initiation of the Livable Region Strategic Plan process.

Growth assumptions associated with these figures are subject to the completion of more detailed local area planning processes involving community consultation, and the recognition that the City's Official Community Plan will be subject to successive reviews prior to 2021.

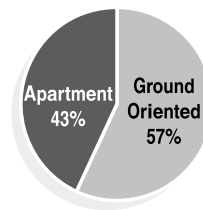
Of the total 2021 capacity figure, 59 percent is accounted for by existing development, 21 percent by new development in Town Centres, 11 percent in Urban Villages, 2 percent in suburban multi-family communities, and 8 percent in single and two family areas.

In terms of the Lougheed Corridor service area, it is anticipated that approximately 18,400 new

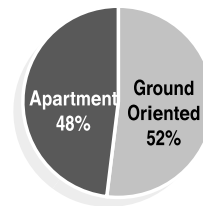
dwelling units will be developed between 2006 and 2021. Of these units, about 7,600 will be ground-oriented and 10,800 in an apartment form. By 2021, it is anticipated that there will be a total of about 43,900 units within the Lougheed Corridor service area. In the case of the estimates for the Lougheed and Brentwood Town Centres, this assumes the development of LRT along the Lougheed Corridor by 2005 and from New Westminster to the Lougheed Town Centre by 2008 as has been proposed.

### 4.5.3 Ground Orientation of Housing

The accompanying graph illustrates the estimated distribution of ground-oriented and apartment units for 2006 and 2021 that is reflective of the policies and directions in the OCP. In 1991, there were 36,685 ground-oriented units in the City, or about 58.5 percent of the total dwelling units. By 1996, this number had increased to 39,840 units (57.7 percent). Between 2006 and 2021, approximately 16,900 new ground-oriented units are anticipated, accounting for about 52 percent of the 32,400 total units. By 2021, 56.4 percent of the projected total of 118,000 units are to be ground-oriented.



**Ground Orientation of New Units  
1991 - 2006**



**Ground Orientation of New Units  
2006 - 2021**

