

**PLANNING AND DEVELOPMENT COMMITTEE**

TO: *MAYOR AND COUNCILLORS*

**SUBJECT: OFFICIAL COMMUNITY PLAN AMENDMENT  
HOUSING CHOICES PHASE 1**

**RECOMMENDATION:**

1. THAT Council authorize the advancement of the proposed OCP bylaw amendments, as outlined in Section 3.0 of this report, as the basis for the consultation process outlined in Section 5.0 of this report.

**REPORT**

The Planning and Development Committee, at its meeting held on February 8, 2023, received and adopted the *attached* report seeking Council authorization on the advancement of the proposed amendments to the Residential section (Section 4.0 ) of the Official Community Plan (OCP) in support of Phase 1 of the Housing Choices program.

Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor J. Keithley  
Vice Chair

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**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT  
COMMITTEE

**DATE:** 2023 January 30

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**FILE:** 71000 20  
*Reference:* OCP

**SUBJECT:** OFFICIAL COMMUNITY PLAN AMENDMENT  
HOUSING CHOICES PHASE 1

**PURPOSE:** To propose amendments to the Residential section (Section 4.0) of the Official Community Plan (OCP) in support of Phase 1 of the Housing Choices program.

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**RECOMMENDATION:**

1. **THAT** the Committee request that Council authorize the advancement of the proposed OCP bylaw amendments, as outlined in *Section 3.0* of this report, as the basis for the consultation process outlined in *Section 5.0* of this report.

**REPORT****1.0 INTRODUCTION**

On 2021 December 06, Council adopted *HOME: Burnaby's Housing and Homelessness Strategy* (the "HOME Strategy"), a ten year action plan for housing in Burnaby. The HOME Strategy included a priority action that called for the City to launch an infill housing program to introduce more housing choices to Burnaby's single and two family neighbourhoods.

On 2022 February 14, Council approved the process for Phase 1 of the Housing Choices program, which would develop regulations and guidelines for the following infill housing types:

- laneway homes on single family properties;
- secondary suites in semi-detached homes;
- additional accessory dwellings in single family homes, on properties without a laneway home; and
- fourplexes on two family properties.

On 2022 May 30, Council authorized development of the regulations and guidelines for housing types (c) and (d) in Phase 1b of the program, following adoption of the program for laneway homes and suites in semi-detached homes.

A report outlining a draft program for laneway homes and suites in semi-detached homes appears elsewhere on the Committee agenda.

This report proposes amendments to Residential section (Section 4.0) of the OCP in support of the draft Housing Choices program. Specifically, this report outlines amendments to Sections 4.2 (Residential Goals) and Section 4.4.4 (Single and Two Family Residential Neighbourhoods), as well as to the Residential Policy Framework table. These amendments provide the necessary policy support for introduction of the forms included in both Phase 1a and 1b of the Housing Choices program, and remove outdated provisions. A copy of the existing Section 4.0 of the OCP, with the location of the proposed amendments outlined, is provided in *Appendix A*.

Future phases of the Housing Choices program will be addressed in the full update of the OCP, which is anticipated to be completed in 2024.

This report also considers the consistency of the proposed amendments with the Burnaby Housing Needs Report (2021), as required under Section 473 (2.1) of the *Local Government Act*, and the need for consultation on the proposed OCP amendments, as required under Section 475 of the *Local Government Act*.

## 2.0 POLICY CONTEXT

The proposed OCP amendments align with the following Council-adopted plans, reports and policies: *Corporate Strategic Plan (2022)*, *HOME: Burnaby's Housing and Homelessness Strategy (2021)*, *Burnaby's Housing Needs Report (2021)*, and the *Mayor's Task Force on Community Housing Final Report (2019)*.

## 3.0 PROPOSED AMENDMENTS

### 3.1 Proposed Amendments to Residential Goals (Section 4.2)

Section 4.2 of the OCP outlines four goals for residential development:

- **Goal 1: Residential Opportunities** – To provide a varied range and choice of living opportunities within the City.
- **Goal 2: Ground Orientation** – To establish increased opportunities for ground-oriented housing.
- **Goal 3: Residential Neighbourhoods** – To maintain and improve neighbourhood livability and stability.
- **Goal 4: Special and Affordable Needs Housing** – To help ensure that the needs of people with special and affordable housing requirements are met.

These goals generally align with those of Phase 1 of the Housing Choices program, but some of the accompanying text is outdated. Written in 1998, the text predates the introduction of laneway homes in Metro Vancouver, as well as newer BC Building Code regulations regarding secondary suites in two family homes. It also predates the amendments to the *Burnaby Zoning Bylaw* to permit secondary suites in single family homes, and includes language on secondary suites that is now out-of-date. As such, text amendments are required to provide sufficient policy support for the dwelling types proposed under Phase 1 of the Housing Choices program.

Proposed text amendments are shown in Table 1 below:

**Table 1: Proposed Amendments to Section 4.2 (Residential Goals) of the OCP**

| Section   | Existing Text   | Proposed Text   |
|---|---|---|
| Goal 2,<br>Paragraph 1<br><br>(Page 3 of<br>Residential<br>Section) | ...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.   | ...new ground-oriented housing can be encouraged <u>in single and two family neighbourhoods</u> by expanding opportunities for <del>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</del> <u>accessory dwelling units and “missing middle” housing types such as duplexes, triplexes, fourplexes, and cottage courts.</u>  |
| Goal 4,<br>Paragraph 2<br><br>(Page 4 of<br>Residential<br>Section) | ...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. | <del>... 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.</del> <u>Secondary suites and other forms of accessory dwelling units can also play a role in the supply of affordable housing.</u> |

### 3.2 Proposed Amendments to Residential Framework Table (Section 4.4)

The Residential Framework Table (Section 4.4, Page 6) defines a range of neighbourhood types based on three characteristics: typical zoning, typical density (units/acre), and ground orientation per acre. The table specifies which of these neighbourhood types correspond to each of the six residential land use designations.

While the table generally reflects current development patterns, two of the three characteristics used to define neighbourhood types (typical density and ground orientation per acre) are outdated. With the introduction of secondary suites in 2014, typical densities have doubled on many single family properties. In addition, both dwelling units/acre and ground orientation/acre are metrics that have largely been superseded by measurement of floor area ratio (FAR) and consideration of building typologies. Removal of these characteristics has also been considered for multifamily neighbourhood types. On 2023 January 23, Council authorized the advancement of amendments to the OCP in support of the Bainbridge and Lochdale community plans, as a basis for consultation. These amendments

include removing the typical densities and ground orientation/acre rows for low density, medium density, and high density multifamily housing in the Residential Framework table.

For the reasons noted above, it is recommended that the typical densities and ground orientation per acre rows be removed for the remaining columns in the Residential Framework table, specifically rural small holding and single and two family housing neighbourhood types.

### 3.3 Proposed Amendments to Residential Framework (Single and Two Family Neighbourhoods) (Section 4.4.4)

As noted above, the residential framework contains six residential land use designations. Single and two family neighbourhood types generally correspond to one of two land use designations:<sup>1</sup>

- **Suburban Single Family Neighbourhoods**, which have lower densities and ground orientation per acre, and R1, R2, R3, R10 or R11 District zoning; and
- **Urban Single and Two Family Neighbourhoods**, which have higher densities and ground orientation per acre, and R4, R5, R9, or R12 District zoning.

Section 4.4.4 of the OCP describes these land use designations. As this section was written in 1998, portions of it are outdated. In order to update the section and include language in support of Phase 1 of the Housing Choices program, several text amendments are recommended, as shown in Table 2.

**Table 2: Proposed Amendments to Section 4.4.4 (Single and Two Family Neighbourhoods) of the OCP**

| Section   | Existing Text  | Proposed Text   |
|---|--|---|
| Section 4.4.4, Paragraph 1<br><br>(Page 8 of Residential Section) | 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. | <del>The</del> Single and two family residential neighbourhoods <del>in the City</del> 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. <u>In 2021, the federal census reported that 38% percent of private households lived in single and two family dwellings and/or secondary suites.</u> |

<sup>1</sup> Two family neighbourhood types may also be found in Urban Villages.

| Section  | Existing Text   | Proposed Text   |
|--|---|---|
| <p><b>Section 4.4.4</b><br/>Paragraph 3</p> <p>(Page 9 of Residential Section)</p> | <p>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.</p>   | <p>Single family suburban generally relates to neighbourhoods with R1, R2 and R3 zoning designations. These zones <del>do not permit two family dwellings such as duplexes, semi-detached units or small lot development</del> <u>permit up to three dwelling units per lot, including the principal dwelling and accessory dwelling units, such as secondary suites and/or laneway homes.</u> Also, single family suburban areas <del>have often been associated with recent rezonings to include</del> the R10 and R11 categories, which provide for <del>low-scale forms of development</del> <u>the same types of dwelling units</u> in mature single family areas consistent with the neighbourhood character.</p> |
| <p><b>Section 4.4.4</b><br/>Paragraph 5</p> <p>(Page 9 of Residential Section)</p> | <p>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.</p> | <p>The single and two family urban areas are associated with neighbourhoods having R4, <del>and R5, and R12</del> zoning. These zones allow for the development of <del>single family dwellings, duplexes and semi-detached family dwellings depending on lot size</del> <u>up to three dwelling units on a single family lot and up to four dwelling units on a two family lot.</u> 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), <del>and to the R12 zoning category, which provides for single and two family dwellings on small lots.</del></p> |
| <p><b>Section 4.4.4</b><br/>Paragraphs 6, 7</p>                                    | <p>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</p>   | <p><del>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</del></p>  |

| Section                         | Existing Text  | Proposed Text  |
|---------------------------------|--|--|
| (Page 9 of Residential Section) | <p>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.</p> <p>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.</p> | <p><del>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.</del></p> <p><del>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.</del></p> |

#### 4.0 CONSISTENCY WITH HOUSING NEEDS REPORT

Section 473 (2.1) of the *Local Government Act* requires a local government to consider their most recent housing needs report when amending an OCP in relation to policies for affordable, rental and special needs housing.

The Burnaby Housing Needs Report (2021) identifies a need for more rental housing stock, and for more affordable options for families in both the rental and homeownership markets. By supporting new rental housing types such as laneway homes and suites in semi-detached homes, and a greater variety of unit sizes and opportunities on single and two family lots, the proposed amendments respond to these needs.

#### 5.0 CONSULTATION ON PROPOSED AMENDMENTS

Section 475 of the *Local Government Act* sets out consultation requirements for OCP amendments. Section 475 requires that a local government consider consultation with:

- Regional districts that include the local government;
- Adjacent municipalities or regional districts;
- First Nations;
- School District boards, greater boards, and improvement district boards; and
- Provincial and Federal governments and their agencies.

After first reading of an OCP amendment bylaw, Section 477(3) of the *Local Government Act* requires that a local government must first consider the proposed amendment in conjunction with its financial plan and any applicable waste management plan, and then next hold a Public Hearing on the OCP amendment.

To: *Planning and Development Committee*  
From: *General Manager Planning and Development*  
Re: *Official Community Plan Amendments*  
*Housing Choices Phase 1*  
2023 January 30.....Page 7

## 5.1 Recommended Consultation Approach

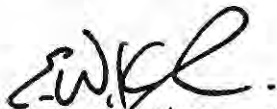
Given the scope of the proposed OCP amendments, it is recommended that consultation be undertaken with local First Nations, on whose traditional territory the amendment would impact, and the Burnaby School District #41. For these parties, it is recommended that consultation consist of notification and an invitation to provide comments or otherwise engage the City within 60 days of receiving the notification.

To generate broader public awareness and comment, it is also recommended that information on the OCP amendments be provided on the Housing Choices website, and in the open houses proposed in the draft Housing Choices program report that appears elsewhere on the Committee agenda. It is anticipated that these activities will conclude in late April 2023.

Upon conclusion of the consultation process, a report will be advanced to Council, attaching the proposed OCP amendment bylaw, and requesting it be given First Reading and forwarded to Public Hearing. The required Public Hearing will provide the broader community an additional opportunity to comment on the proposed OCP amendments.

## 6.0 CONCLUSION

This report proposes amendments to Section 4.0 (Residential section) of the OCP in support of Phase I of the Housing Choices program. It is recommended that this report be forwarded to Council with a recommendation that the proposed amendments be approved as the basis of the consultation program outlined in *Section 5.0* above.



E.W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

### *Attachment*

LF:sa

Copied to: Chief Administrative Officer  
Deputy Chief Administrative Officer and Chief Financial Officer  
General Manager Corporate Services  
General Manager Engineering  
Director Legislative Services  
City Solicitor



# 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

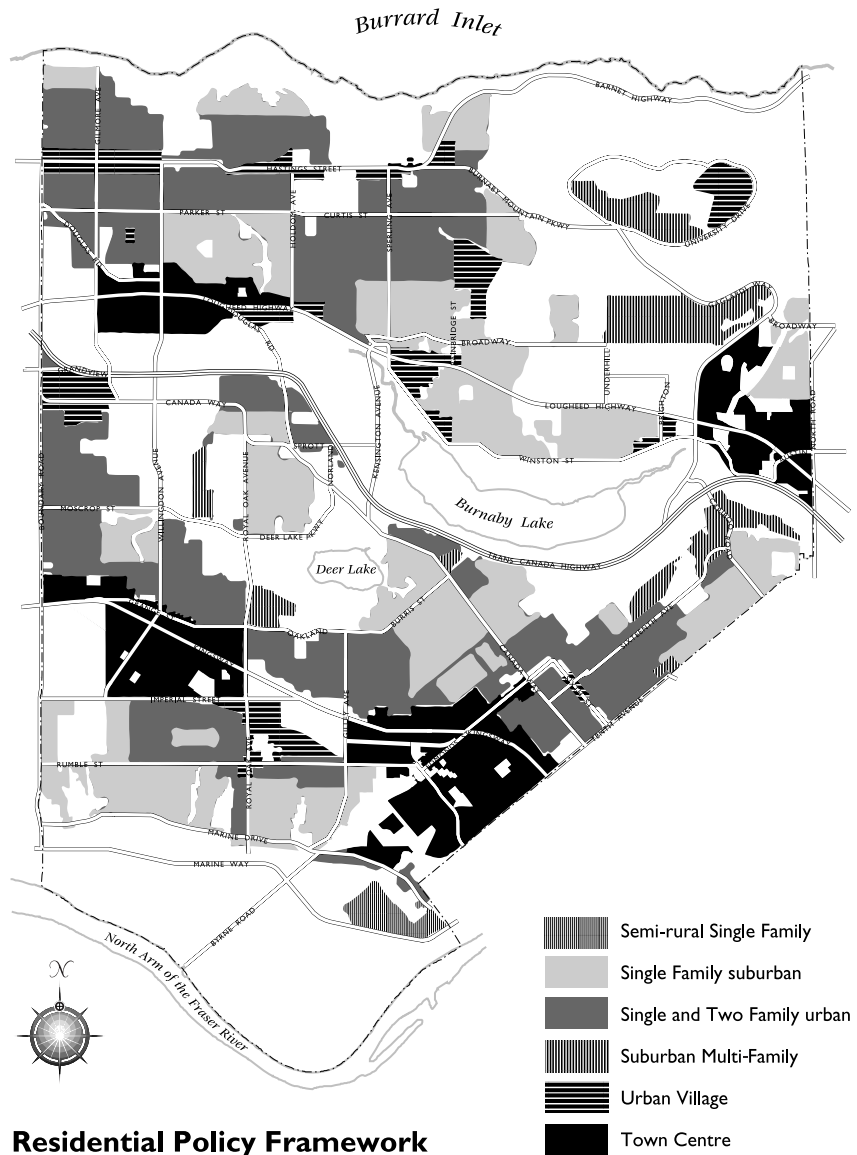
A description of the principal elements of the Residential Framework is as follows:

### 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

(Updated 2021 November 08)

| Neighbourhood Type   |  | Range of Housing Opportunities |                      |            |                       |                           |                         |                       |
|--|--|--------------------------------|----------------------|------------|-----------------------|---------------------------|-------------------------|-----------------------|
|  |  | Rural                          | Single Family        | Single and | Two Family            | Multiple Low Density      | Multiple Medium Density | Multiple High Density |
| General Characteristics  | Typical Zoning                             | A2                             | R1, R2, R3, R10, R11 | R4, R5, R9 | R12                   | R6, R8, RM1, RM6, RM7, CD | RM2, RM3, CD            | RM4, RM5, CD          |
|  | Typical Density (Units/Acre)               | 1                              | 6                    | 10         | 20                    | 10-30                     | 50-60                   | 80-100                |
|  | Ground Orientation/Acre                    | Low                            | Medium               | Medium     | High                  | High                      | Medium                  | Low                   |
| Location Framework   | Town Centres                               | No                             | No                   | No         | No                    | Yes                       | Yes                     | Yes                   |
|  | Urban Villages                             | No                             | No                   | No         | Some* <sup>1</sup>    | Yes                       | Yes                     | Some                  |
|  | Suburban Multi-Family Community            | No                             | No                   | No         | No                    | Yes                       | Yes                     | No                    |
|  | Suburban Single Family Neighbourhoods      | Yes                            | Yes                  | No         | Yes* <sup>2</sup>     | Yes* <sup>2</sup>         | Yes* <sup>2</sup>       | No                    |
|  | Urban Single and Two Family Neighbourhoods | No                             | No                   | Yes        | Yes * <sup>1, 2</sup> | Yes* <sup>2</sup>         | Yes* <sup>2</sup>       | No                    |
|  | Rural                                      | Yes                            | No                   | No         | No                    | No                        | No                      | No                    |
| <p>*<sup>1</sup> Designation through neighbourhood consultation</p> <p>*<sup>2</sup> Only on sites in the P1 Neighbourhood Institutional District, P2 Administration and Assembly District, or P5 Community Institutional District as of 2021 July 01, subject to rezoning approval following neighbourhood consultation and Public Hearing.</p> |  |                                |                      |            |                       |                           |                         |                       |

Proposed amendments reviewed by Council on January 23rd, 2023

# Residential Policy Framework Locations

(Updated 2022 July 04)

| 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 / ( 17 Ave. to 14th Ave)      |                         |                   | ▲                     |                      |
|  | Royal Oak / Rumble                     |                         |                   |                       | ▲                    |
|  | Madison Ave. / William St.             |                         |                   | ▲                     |                      |
|  | Sunset St. / Smith Ave.                |                         |                   | ▲                     |                      |
|  | Hastings St. / Sperling Ave.           |                         |                   | ▲                     |                      |
|  | Willingdon Lands                       |                         |                   |                       | ▲                    |
| <b>Suburban Multi-Family Communities</b> | Oaklands                               | ▲                       |                   |                       |                      |
|  | Cariboo Heights                        | ▲                       |                   |                       |                      |
|  | George Derby                           | ▲                       |                   |                       |                      |
|  | SFU South Neighbourhood                | ▲                       |                   |                       |                      |
|  | Forest Grove                           |                         |                   |                       | ▲                    |
|  | One Harbour 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.

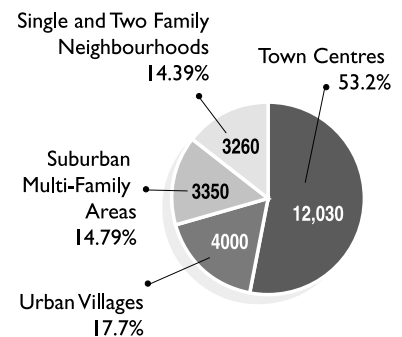
## 4.5 The Future: To 2006 and Beyond

### 4.5.1 1991 - 2006

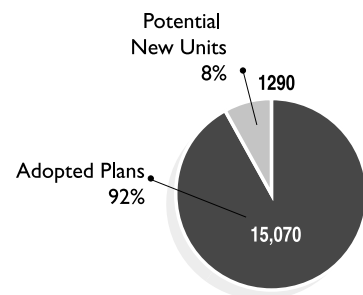
It is estimated that about 22,700 new units could be built between 1991 and 2006, for a total of about 85,500 dwelling units in Burnaby. Incremental changes in policy prior to 1996 reflect an awareness of the Livable Region Strategic Plan and the setting of new policy directions. Of the 22,700 estimated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

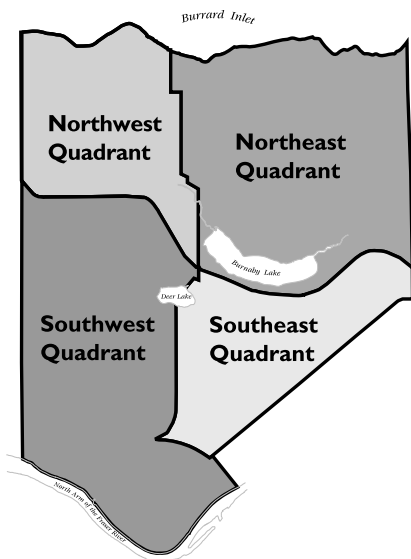


**Additional units: 2006**  
Adopted Plans versus Potential New Units

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:



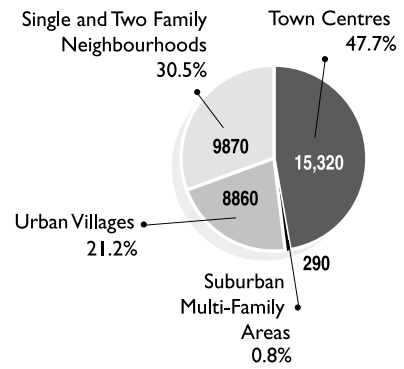
#### 4.5.2 Beyond 2006

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.

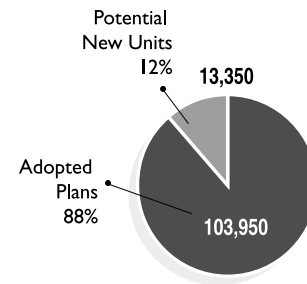
Based on the trends established in the period up to 2006 and on assumptions concerning the possible outcomes of public consultation processes, it is estimated that the City has a residential capacity of about 118,000 units. This represents an additional 32,350 residential units, or a 38 percent increase, 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.

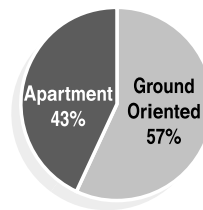
Of the total 2021 capacity figure, 59 percent is accounted for by existing development, 21 percent by new development in Town Centres, 11 percent in Urban Villages, 2 percent in suburban multi-family communities, and 8 percent in single and two family areas.

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

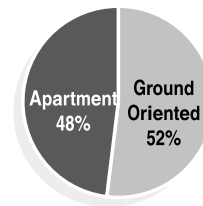
dwelling units will be developed between 2006 and 2021. Of these units, about 7,600 will be ground-oriented and 10,800 in an apartment form. By 2021, it is anticipated that there will be a total of about 43,900 units within the Lougheed Corridor service area. In the case of the estimates for the Lougheed 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**