

Re: Apartment Study Review-Report #2: An Analysis of the Types and Densities of Apartment Accommodation being Provided in Relation to the Variety of Housing Available to the Residents of the Municipality.
(Item 7, Report No. 5, January 21, 1974)
(Item 17, Report No. 35, May 6, 1974)

On January 15, 1974, Council as a result of a notice of motion on high rise development requested the Director of Planning to comment on the need for a review of the 1969 Apartment Study. Council one week later received a report and adopted the following recommendations:

"THAT the Planning Department be authorized to review the Apartment Study in accordance with the suggestions noted in the Director of Planning's report dated January 17, 1974; and

THAT status reports be submitted to Council at regular intervals during the course of the review."

The initial review was received by Council on May 6, 1974. Comments on the second review is contained in the following report from the Director of Planning.

RECOMMENDATION:

1. THAT the proposals and projections outlined in Sections F (Future Population Growth and Housing Needs) and G (Projected Distribution of Units by Housing Types) of the Planner's report be adopted by the Council as the basis for the preparation of report #3, which will include an examination of the various apartment areas and provide guidelines for future housing development in the Municipality.

TO: MUNICIPAL MANAGER

Planning Department,
November 20, 1974
Our File #12.730

FROM: DIRECTOR OF PLANNING

RE: APARTMENT STUDY REVIEW - REPORT #2: AN ANALYSIS OF THE TYPES AND DENSITIES OF APARTMENT ACCOMMODATION BEING PROVIDED IN RELATION TO THE VARIETY OF HOUSING AVAILABLE TO THE RESIDENTS OF THE MUNICIPALITY.

A. BACKGROUND

The Council, on January 21, 1974, authorized the Planning Department to review a number of aspects of the Apartment Study. Report #1, which was received by the Council on May 6, 1974, covered two of these aspects, including:

- (1) The provision of statistical data on the amount and type of development which has occurred in the various apartment areas in the period between 1969 and the present (April, 1974).
- (2) An analysis of the land which has been occupied by apartments within the designated development areas and the amount of land still available for apartment use.

An analysis of the data contained in the report which follows and the conclusions reached from this analysis will form the basis for the advancing of proposed housing goals and objectives to meet the anticipated future accommodation needs of the various population groups within the Municipality.

B. HOUSING CONSTRUCTION AND DEVELOPMENT TRENDS

There are presently (September 1, 1974) an estimated 43,748 dwelling units in Burnaby, comprising 29,077 single and two-family dwellings, and 14,071 apartment units. As shown in the table which follows, apartments, which accounted for only 9.5% of the total dwelling units in Burnaby in 1961, increased to 18% in 1966, and to 30% by the end of 1972. This proportion has now grown to approximately 32.2%.

ITEM 19

MANAGER'S REPORT NO. 78

COUNCIL MEETING Nov. 25/74

Apartment Study Review - Report #2 (page 2)

Year	Total Dwelling Units (No.)	Apartment Units (No.)	Apartment Units as % of Total Dwelling Units
1961 (June 1)*	26,057	2,483	9.5
1966 (June 1)*	31,553	5,686	18.0
1971 (June 1)*	38,555	11,290	29.2
1972 (Dec. 31)	41,605	12,418	30.0
1973 (Dec. 31)	42,665	13,158	30.8
1974 (Sept. 1)	43,748	14,071	32.2

(*Census of Canada figures)

An examination of housing completion statistics in the period between 1962 and the present provides an indication of recent development trends in the Municipality. These are as follows:

Year	Single Family Units		Two Family Units		Apartment Units		Total Units
	No.	%	No.	%	No.	%	No.
1962	474	48.5	16	1.6	483	49.9	973
1963	391	45.6	20	2.2	450	52.2	861
1964	338	36.5	16	1.7	573	61.8	927
1965	352	38.9	34	3.7	520	57.4	906
1966	454	42.5	66	6.2	547	51.3	1,067
1967	382	25.3	94	6.2	1,035	68.5	1,511
1968	364	20.9	138	7.8	1,248	71.3	1,750
1969	441	20.4	114	5.3	1,582	73.3	2,157
1970	268	18.3	86	5.9	1,110	75.8	1,464
1971	340	18.1	70	3.8	1,470	78.1	1,880
1972	487	27.0	100	5.5	1,221	67.5	1,808
1973	436	34.6	84	6.6	740	58.8	1,260
1974	259	19.9	130	10.0	913	70.1	1,302
Totals	4,986		968		11,892		17,866

Perhaps the most significant trend revealed by the table is the recent upsurge in apartment development. Apartment unit completions, which accounted for almost 50% of all dwelling unit completions in 1962, increased to 75.8% in 1970 and reached a peak of 78.1% in 1971. Although this proportion declined in 1973, it has returned to its previous high level during the first seven months of 1974. Apartment unit completions, which also include row and townhouse dwellings, have averaged approximately 66.6% of total housing completions since 1962.

Although not as marked as the growth of apartments, there has been a notable increase in the development of two-family dwellings in the Municipality in the period between 1966 and 1974. This has been accompanied by a corresponding decline in the proportion of total housing completions represented by single family dwellings. On the other hand, the actual numbers of single family dwelling units which are constructed annually have remained relatively constant (aside from a decline in 1970) since 1962, while a moderate upsurge in building has occurred over the last two and one half years.

Single and two-family dwelling completions have averaged about 500 units annually since 1966. However, the large number of single family house demolitions

Apartment Study Review - Report #2 (page 3)

(approximately 200 units per year) has reduced the net annual increment of single and two family dwelling units to approximately 300 in recent years. These demolitions are occurring in designated apartment areas, as houses are replaced by apartments, on land purchased for park or road purposes etc.; and in sections of the Municipality where houses are non-conforming (i. e. commercial and industrial zoned areas).

The information contained in the following two tables, which show the acreages and number of units for existing and proposed apartment development by various density types and a breakdown of units by number of bedrooms, is updated from our earlier report of May 1, 1974.

Type of Development	Presently Developed				Currently Under Consideration or Development			
	Acreage	%	Units	%	Acreage	%	Units	%
1) High Density (High Rise)	28.5	9.3	3,029	21.6	44.0	26.6	3,618	45.5
2) Medium Density (Walk-up)	177.7	58.1	9,249	65.7	57.6	34.7	3,369	42.4
3) Low Density* (Garden Apts.; Townhouses, etc.)	99.7	32.6	1,793	12.7	64.1	38.7	960	12.1
Totals	<u>305.9</u>	<u>100.0</u>	<u>14,071</u>	<u>100.0</u>	<u>165.7</u>	<u>100.0</u>	<u>7,948</u>	<u>100.0</u>

(* This category includes the Fifteenth Avenue and Irmin Street public housing sites, as well as the figures from the townhouse condominium portions of the Greentree Village development, which were excluded from our report of May 1, 1974. This also applies to the table which follows on bedroom counts).

As the above table indicates, there is a large amount of apartment development included in projects currently under consideration, or which have been approved for development. A number of these are now under construction. Under current plans, it is anticipated that the undeveloped portions of the presently designated apartment areas will accommodate a further 19,095 units at full development.

As was pointed out in the Apartment Study '69 report, the great majority of apartments in the Municipality were, at that time, one-bedroom units, a form of accommodation which caters primarily to married couples without children. The amount of accommodation provided for single persons (bachelor units) or families with children (three-bedroom units) was, on the other hand, extremely limited, although as the following table indicates, this imbalance is gradually being corrected.

Type of Unit	June, 1969		September, 1974		Increases 1969 - 1974	
	No. of Units	% of Total	No. of Units	% of Total	No. of Units	Increase %
Bachelor	267	3.8	1,415	10.1	1,148	430.0
1-Bedroom	4,427	63.0	7,427	52.7	3,000	67.7
2-Bedroom	1,968	28.0	3,610	25.7	1,642	83.4
3+-Bedroom	<u>365</u>	<u>5.2</u>	<u>1,019</u>	<u>11.5</u>	<u>1,254</u>	<u>343.5</u>
Totals	<u>7,027</u>	<u>100.0</u>	<u>14,071</u>	<u>100.0</u>	<u>7,044</u>	<u>100.1</u>

Apartment Study Review - Report #2 (page 4)

While one-bedroom units have increased numerically since 1969, their proportion of total apartment units has declined since that time. Significant increases have occurred in the construction of bachelor and three-bedroom units in the period between June, 1969 and September, 1974. The growth in the latter type of accommodation has been primarily due to the development of the Villa Montecito, Lake City East and Greentree Village projects. Although two-bedroom units have experienced a numerical increase since 1969, their proportion of overall apartment development has remained relatively constant.

With regard to senior citizen's housing, there are presently 1878 existing units being provided for this population group, while proposals for a further 2100 units, involving thirteen projects at various locations in the Municipality, are currently under consideration or development.

C. AN ASSESSMENT OF CURRENT HOUSING DEMAND AND PREFERENCES

One of the most reliable methods of assessing the demand for various types of apartment accommodation is provided by the vacancy surveys which are conducted on a semi annual basis (June and December) by CMHC. Vacancy rates (%) for privately owned rental apartments in Burnaby in June of each year for the period between 1968 and 1974 are shown below.

Type of Unit	1968	1969	1970	1971	1972	1973	1974
Bachelor -	1.7	3.9	2.0	3.7	2.5	0.5	1.6
1-Bedroom -	3.3	3.2	4.3	4.3	3.8	0.7	0.3
2-Bedroom -	1.3	1.1	2.0	3.9	1.9	0.8	0.5
3+-Bedroom -	0.4	0.3	1.7	1.9	0.8	0.3	0.5
Burnaby Totals	2.2	2.2	3.3	4.0	3.0	0.7	0.5
Vancouver Totals	1.1	0.8	2.1	3.7	1.9	0.6	0.2
Metro Area Totals	1.3	1.2	2.7	4.1	2.4	1.0	0.3

As indicated in the above table, the overall vacancy rates in Burnaby, Vancouver and the Metropolitan Area were relatively low in 1968 and 1969. These increased for most apartment types in 1970 and 1971. However, apartment vacancy rates have declined considerably since that time and, in June, 1974, were 0.5, 0.2 and 0.3 for all types of units in Burnaby, Vancouver and the Metropolitan Area respectively. These rates, according to CMHC, are the lowest since surveys were commenced in 1963. However, this trend is typical of all the major urban areas in Canada, although it is most pronounced in Vancouver due primarily to the influx of people from other sections of the country.

These vacancy rate statistics would appear to suggest a high demand for apartment rental accommodation of all types, with the possible exception of bachelor units. One of the main reasons for the probable continuation of this trend in the future is the recent decline in the construction of rental apartments. Since 1972 most interest and activity in the assembly and acquisition of apartment sites has been for condominium development.

Our research indicates that approximately 70% of all the apartment proposals which are currently under consideration or development will, due to economic pressures, be condominiums. Most of the remaining development in this category is comprised of senior citizen's rental projects and the proposed Provincial housing developments in the Lake City East and Koswick- Government areas which will provide housing on a co-operative or rental basis.

While there continues to be a demand for single family and duplex units, the proportion of the overall accommodation provided by these types of housing has notably decreased since early nineteen sixties. This can be largely attributed to steadily growing land and construction costs. There has, for example, been a considerable increase in the price of building sites for single family dwellings, as shown in the following table:

	Typical Frontage ft.	Prices of Typical Lots	
		1972(\$)	1973(\$)
North Burnaby	33 - 66	12,500 - 16,500	20,000 - 24,000
South Burnaby	33 - 66	13,000 - 17,500	18,000 - 27,500
East Burnaby	33 - 66	11,000 - 16,000	18,000 - 22,000
Central Burnaby	50 - 60	12,500 - 17,500	25,000 - 35,000

(Real Estate Trends in Metropolitan Vancouver: 1973 - 1974)

Construction costs during much of the last decade have risen steadily by between 5 and 6% per year on the average. However, over the last two to three years the annual increase has been approximately 10%.

While the rapidly decreasing supply of new rental accommodation for families with children has forced many of them to buy instead of renting, it is apparent that increasing costs for single family dwellings have made this form of housing economically unattainable for the majority of families, particularly those on moderate or low incomes, unless they are prepared to locate in outlying areas, on the fringes of the metropolitan area.

The growing trend towards the development of alternative forms of family accommodation (i.e. the townhouse, group house, garden apartment), coupled with the rapid recent increase in the condominium form of ownership, is a further indicator of this demand and of the movement of the housing market to meet it.

In September, 1973, the Real Estate Board of Greater Vancouver released a comprehensive survey of condominium development in the Metropolitan Area. Included among the findings of the survey was the wider range of incomes found among apartment (i.e. high rise and walk-up projects) condominium residents as opposed to those in townhouse developments, which was reflected in a greater variety of price levels for the former type of accommodation.

In general, condominium apartment purchasers are older than the townhouse purchasers and have fewer children. Apartment residents are more likely to have owned a house previously and are thus able to make higher down payments. There was also a somewhat different emphasis placed on the reasons for purchasing a condominium. The majority of apartment unit owners indicated that freedom from maintenance was the most important consideration. On the other hand, the majority of townhouse owners indicated a lower price for a condominium than a single family house as the most important reason for purchase.

A survey designed to obtain the opinions of apartment dwellers on a variety of matters relating to their accommodation was undertaken in Burnaby by the Planning Department during the summer of 1974. The survey took the form of a questionnaire and involved a sampling of the residents of the three basic structural types (i.e. high-rise, low-rise, and townhouse developments). Included in the sample were 299 high-rise, 679 low-rise, 244 townhouse and 138 senior citizens housing units. Some of the results, which are considered pertinent to this report, follow.

ITEM 19

MANAGER'S REPORT NO. 78

COUNCIL MEETING Nov. 25/74

Apartment Study Review - Report #2(page 6)

Only slightly more than one-third of the respondents in high-rise and low-rise apartment units considered their present residence as being permanent. Such a response is probably to be expected since nearly all of the units surveyed in these categories were located in rental apartments. On the other hand, approximately 50% of the townhouse occupants regarded their units as permanent. However, this response reflects the fact that the majority of these units are condominiums. A sizeable majority of senior citizens (approximately 90%) considered their residences as being permanent.

As expected, the continuing popularity of the detached single family dwelling was clearly evident in the survey results. In response to a question on housing type preferences, more than 50% of the residents of high-rise, low-rise and townhouse units listed the single family house as their first choice, assuming that no other factors such as cost were involved. The only group who did not follow this trend were the senior citizens, the majority of whom selected the high-rise apartment, while a significant number listed the low-rise apartment as their first choice of housing types.

One of the questions of the survey was: "Are you in general satisfied with your present accommodation?" A considerable majority of the residents polled answered in the affirmative. The proportions exceeded 70% for low-rise apartments and approached 90% in the case of both high-rise and townhouse residents, while the response from senior citizens indicated that 98% were satisfied with their present accommodation.

D. POPULATION CHARACTERISTICS AND THEIR RELATIONSHIP TO HOUSING

Ideally, the housing provided within a community should correspond to the actual needs of the population, there being a considerable variation in the housing requirements of different groups which make up this population. A range of dwelling types is therefore desirable to meet changing needs, which vary from the young single person and the young couple, to the family with young children, the family with teenage children, and older persons. The physical structure of the community should, as far as possible, reflect and accommodate this changing process of growth.

Although there are considerable variations in the housing requirements of the various groups which make up the population, the basic needs of these groups may be generally summarized as follows:

- a) The Single Person - A bachelor unit would provide the necessary accommodation. Interior living space can be quite limited. Contact with the ground is not essential, a balcony would be sufficient. Most recreational activities would be at locations away from home.
- b) The Young Couple - A one-bedroom unit would suffice with compact space for cooking and dining. Since the young couple is generally mobile and spends the majority of time away from home, recreation space on the site can be quite limited. These requirements would also generally apply to the growing number of non-family persons who are sharing accommodation.
- c) Families with Young Children - A two, three or four bedroom unit is necessary, the type of unit depending on the number of children. The single family house is probably the best suited to meet the needs of this group, although suitable accommodation may also be provided by duplex, row, townhouse and garden apartment forms of development. If located in an apartment, units at ground

Apartment Study Review - Report #2 (page 7)

level are desirable. Suitably sized outdoor spaces for both active play and quiet relaxation are also necessary.

- d) Families with Teenage Children - The needs of this group are similar to those of families with young children. However, teenagers generally spend more time outside the home and in organized sports and activities than younger children. Nearby green spaces are therefore desirable, with smaller private garden areas for relaxation. In addition, community or neighbourhood gathering places are needed by these teenagers.
- e) Older Couples - A one-bedroom unit would provide the necessary accommodation with compact space for cooking and dining. Contact with the ground is not too important and a balcony is often satisfactory. However, small private spaces are considered desirable.

The Census provides a valuable source of statistical data on the number of persons per household (dwelling unit) which bear a close correspondence with the various population groups described above.

The one person household represents the non-family segment of the population (i. e. young single persons, students, widows, etc.). Also included in this category, as well as in the composition of the two person household, are the senior citizens. The two person household is generally made up of young married couples. The small family (parents and one child) comprises the typical three person household, while the larger family group, with two or three children is represented by the four to five person household.

There is an evident correlation between the number of persons per household, the number of bedrooms and the form of development in which these are provided. In general, this relationship would be as follows:

<u>No. of Persons Per Household</u>	<u>Type of Unit</u>	<u>Form of Development</u>
1	Bachelor	High rise and walk-up apartments.
2	1-bedroom	High rise and walk-up apartments
3	2-bedroom	Generally high rise and walk-up apartments, with some provision in lower density garden apartments, as well as in other types of lower density housing.
4-5	3-4 bedroom	Single and two-family dwellings, garden apartments, townhouses, cluster housing.
6+	5+ bedroom	"

There are, of course, exceptions to these relationships. However, such a breakdown will provide the necessary background for analyzing trends in the household structure of the Municipality and as a basis for determining future housing needs of the population.

E. CHANGES IN HOUSEHOLD STRUCTURE AND THEIR HOUSING IMPLICATIONS

The changes which have occurred in the household structure of the Municipality

ITEM 19

MANAGER'S REPORT NO. 78

COUNCIL MEETING Nov. 25/74

Apartment Study Review - Report #2 (page 8)

in the period between 1961 and the present are shown in the following table. The make up of the various household groupings for 1961, 1966 and 1971 has been obtained from Census data, while the 1974 figures are based on Planning Department estimates.

No. of persons per Household	1961		1966		1971		1974	
	No. of House-holds	%	No. of House-holds	%	No. of House-holds	%	No. of House-holds	%
1	2,145	7.8	3,054	9.7	4,825	12.5	6,125	14.0
2	7,085	26.0	8,337	26.4	11,605	30.0	13,693	31.3
3	4,724	17.1	5,568	17.5	7,275	18.8	8,443	19.3
4-5	10,332	37.7	11,081	35.0	11,730	30.3	12,337	28.2
6+	<u>3,109</u>	<u>11.4</u>	<u>3,590</u>	<u>11.4</u>	<u>3,255</u>	<u>8.4</u>	<u>3,150</u>	<u>7.2</u>
Totals	<u>27,395</u>	<u>100.0</u>	<u>31,620</u>	<u>100.0</u>	<u>38,685</u>	<u>100.0</u>	<u>43,748</u>	<u>100.0</u>

Average No. of persons per Household	1961	1966	1971	1974
	3.5	3.4	3.2	3.1

Total Population	1961	1966	1971	1974
	100,157	112,036	125,660	134,000

An examination of the above table reveals that there has been a significant growth in the proportion of one person (non-family) households in the Municipality between 1961 and 1974, while smaller percentage increases have been characteristic of both two and three person households. On the other hand, a considerable decrease has been experienced in the proportion of the six and over person household group (large families), with a smaller but still definite decline in the percentage of four and five person households. However, this group has experienced a numerical increase of approximately 2,000 households since 1961. A continuation of this growth, coupled with the rising land and construction costs associated with single family dwellings, indicates a growing future need for the provision of higher density forms of family-oriented accommodation (i. e. garden apartments, townhouses, cluster housing, etc.)

As shown in the table, the average number of persons per household has decreased from 3.5 in 1961 to 3.1 in 1974. This trend towards a declining household population in the Municipality has important implications for housing since it has created a larger demand for accommodation than would normally result from a net increase in the total population. Such a demand will be primarily in the form of bachelor, 1-bedroom and 2-bedroom units to meet the needs of the one, two and three person households respectively, which suggests that apartment developments will be required to provide an increasing proportion of the housing accommodation in the future.

Apartment Study Review - Report #2 (page 9)

The changes which have occurred in household structure also provide a good indicator of the stage of urbanization which has been reached by the Municipality. As a community becomes more highly urbanized, the proportion of one person (one-family) and two person (couples) households tends to increase, while declining percentages are typical of families with children (four, five and six plus person households). These trends are further emphasized by comparing the 1971 data which follow for Vancouver, Surrey and the Metropolitan Area with the 1971 household statistics for Burnaby.

No. of Persons Per Household	Vancouver		Surrey		Metro Area	
	No. of Households	%	No. of Households	%	No. of Households	%
1	41,995	27.3	2,570	9.5	65,675	18.9
2	49,145	32.3	6,905	25.6	101,520	29.3
3	21,895	14.2	4,510	16.7	55,530	16.3
4-5	29,555	19.2	9,320	34.6	92,925	26.8
6+	10,830	7.0	3,660	13.6	30,565	8.7
Totals	153,415	100.0	26,975	100.0	346,215	100.0

Average No. of Persons Per Household	Vancouver	Surrey	Metro Area
	2.7	3.5	3.0

Total Population	Vancouver	Surrey	Metro Area
	426,260	98,600	1,082,350

In Vancouver, a highly urbanized area, the proportion of one and two person households made up almost 60% of all households in 1971. On the other hand, four to five person households, which represent the typical family with two to three children, accounted for less than 20% of the total number in the city at that time. By contrast, the 1971 figures for Surrey are quite similar to the breakdown for this Municipality in 1966, which would suggest that a similar level of urbanization to that of Burnaby in 1966 had been reached in Surrey by 1971.

A further indicator of a community's level of urbanization, which is closely related to the foregoing data on households, is the percentage of the total housing stock that is comprised of apartment accommodation. In 1971 these proportions in Vancouver, Burnaby, Surrey and the Metropolitan Area were as follows:

	Total No. of Dwelling Units	Total No. of Apts. Units	Apt. Units as a % of Total Dwelling Units
Vancouver -	153,240	72,800	47.5
Burnaby -	38,555	11,290	29.2
Surrey -	26,955	2,175	8.1
Metro Area -	345,875	113,940	32.1

As noted earlier in the report, the number of apartment units in Burnaby has reached an estimated 14,071 (Sept. 1/74), which accounts for approximately 32.2% of all dwelling units.

If it were assumed that the proportional increases of the various numbers of persons per household categories which occurred from 1961 to 1971 would also apply to the next ten year period, the following projected percentages

Apartment Study Review - Report #2 (page 10)

ITEM 19

MANAGER'S REPORT NO. 78

COUNCIL MEETING Nov. 25/74

would result in Burnaby in 1981:

1 person households -	17.2%
2 person households -	34.0%
3 person households -	20.5%
4-5 person households -	22.9%
6+ person households -	5.4%

Based on this assumption, the average number of persons per household would be 2.9. A comparison of these figures with those which applied in Vancouver in 1971 indicates a fairly close correspondence, particularly in the two, four to five and six plus person per household groupings.

While the foregoing household projections to 1981 are only estimates, there would appear to be sufficient evidence to suggest that a somewhat similar breakdown would result from a continuation of recent development trends in the Municipality. On the assumption that a more balanced population makeup is regarded as a desirable future objective, this can be significantly influenced by the establishment of specific housing goals and policies for the Municipality.

F. FUTURE POPULATION GROWTH AND HOUSING NEEDS

To achieve a population balance which is both reasonable and practical, such a breakdown should not diverge unduly from the trends which have been indicated. While it is desirable that all groups be represented and accommodated, it is suggested that more stress be placed on encouraging certain categories to continue to form an important part of the population composition of the Municipality in the future, particularly the family (i. e. the four to five person household) through a policy aimed at the continued provision of family type accommodation. Based on these considerations, the following person per household (dwelling unit) category proportions are proposed as a guide for future housing development.

<u>Person per Household Group</u>	<u>% of Total Households</u>
1	16
2	33
3	21
4-5	25
6+	5

Average Number of Persons per Household - 3.0

In order to provide the basis for the development of a housing policy that will reflect the foregoing household distributions, an estimate of the ultimate population of the Municipality is necessary. In this regard, the Planning Department has recently conducted research and prepared statistical data in cooperation with the G. V. R. D. for the determination of population assignments within the area covered by the Regional District. Three alternative projections are outlined below:

<u>Basis of Estimate</u>	<u>Estimated Saturation Population</u>
(1) The Apartment Study	218,000
(2) The Apartment Study, plus the development of a regional town centre in the Kingsway - Willingdon area	250,000
(3) The "Metro Towns Concept"	450,000

It is our opinion that the second of the above estimates provides the most desirable and realistic objective for the Municipality and will therefore be used in this report, since it also corresponds closely to the data presently being prepared by the G. V. R. D. .

The relating of this saturation population estimate of 250,000 to the previously proposed population breakdown results in the following distribution of household (dwelling unit) groupings:

<u>Person per Household</u>	<u>% of Total</u>	<u>Estimated No. of Households (Units)</u>
1	16	13,360
2	33	27,555
3	21	17,535
4-5	25	20,875
6+	5	4,175
	<u>100</u>	<u>83,500</u>

As indicated by the table, an average of 3.0 persons per household would provide a total of about 83,500 dwelling units at full development, compared with an estimated 43,748 units at the present time (September 1, 1974). Thus, it is anticipated that an addition of approximately 40,000 dwelling units will be required to house the predicted future population growth of the Municipality.

The estimated saturation population figure of 250,000 is expected to be reached around the year 2000, assuming a continuation of recent municipal growth trends in the future. This represents a population increase of about 116,000 over the existing estimate of 134,000.

The composition of this additional population which will need to be accommodated is determined by subtracting the current household category distribution from the projected total future estimates. This is shown below.

ITEM 19

MANAGER'S REPORT NO. 78

COUNCIL MEETING Nov. 25/74

Apartment Study Review - Report #2 (page 12)

Persons per Household Group	Estimated Total No. of Households at Full Development	Estimated Current Household Distribution	Estimated Additional No. of Household Units Required (In Rounded Figures)
1	13,360	6,125	7,300
2	27,555	13,693	14,000
3	17,535	8,443	9,100
4-5	20,875	12,337	8,600
6+	<u>4,175</u>	<u>3,150</u>	<u>1,000</u>
Totals	<u>83,500</u>	<u>43,748</u>	<u>40,000</u>

In determining the forms of housing which will be required to meet the needs of the various household size categories, the assumption is made that the one and two person households will be accommodated in apartments, primarily in high-rise and walk-up types of development. This would apply, although to a lesser degree, to the three person (small family) household group who would also be accommodated in lower density garden apartments, comprehensive housing projects, as well as single and two-family dwellings. While a proportion of families with two or three children (four to five person households) and larger families (six or more person households) will continue to be housed in single and two-family dwellings, such accommodation, particularly the single family house, will be limited to families with higher incomes. It is anticipated that the needs of an increasing number of such family groups will be met in garden apartment, townhouse, group housing and cluster housing developments.

However, a continuation of the recent trend towards condominium development into the future, which has been accompanied by a decline in the construction of rental units, would create a growing need for Government sponsored housing projects, particularly for low income families. The implementation of the proposed Provincial housing projects in the Lake City East and Keswick - Government areas, together with the development of a number of other smaller sites which have been previously proposed for low cost rental housing, should do much to alleviate this situation in the future. The concept of including a proportion of subsidized housing units for the accommodation of low income families within larger projects is, we feel, a good one which provides for a more balanced distribution of such units and removes the stigma which has generally been associated with large scale public housing developments in the past.

Senior citizens form a special group in the community with their own particular housing requirements. The bachelor or one bedroom unit are generally best suited to their needs. Senior citizens (persons 65 years of age and over) accounted for 7.8% of the total population of Burnaby in 1966 and 7.9% in 1971. While this represents a very moderate increase, it is considered that the proportion which this group comprises of the total population will increase gradually over the next few years and reach an estimated level of 8.5% by the year 2000, or approximately 21,000 persons, compared to 9,965 in 1971. The considerable number of senior citizen's housing projects which are presently underway or proposed (2,100 units) would seem to suggest that the needs of this particular segment of the population is being adequately met.

The development of single and two-family dwellings is expected to continue at approximately the same rate for the next few years (i.e. a net increase of about 300 units annually), with two-family units comprising an increasing proportion of the total by either new construction or conversion. However, as the amount of available land decreases in the future, a decline in the number of units constructed is anticipated, a trend which, at the regional level, will likely be

accompanied by an increased rate of growth in the more outlying municipalities such as Delta, Surrey, Coquitlam, Port Coquitlam, Langley and Maple Ridge where more space is available and land costs are lower.

Our research indicates that there is sufficient undeveloped residentially zoned land to accommodate an estimated future potential of between 6,000 and 7,000 single and two-family dwelling units. It is considered likely, however, that this number will be reduced by 1,000 to 2,000 units as a result of the growing trend towards the construction of low density comprehensive housing projects, such as the Greentree Village development on land located outside of the designated apartment areas. For example, the recently approved plan for the Clayton-Canada Way-Burris area makes provision for group housing development. Other possible locations for group, cluster or townhousing projects include the Stride Avenue and Cariboo Road areas, as well as the sector situated north-east of the Lake City East development. In addition, there are a number of sites which have previously been proposed for subsidized housing.

G. PROJECTED DISTRIBUTION OF UNITS BY HOUSING TYPES

Based on the foregoing analysis, the following table shows the projected distribution of units by housing types to meet the anticipated needs of the estimated 116,000 increase in the population of the Municipality.

<u>Housing</u> <u>Types</u>	<u>Unit Distribution</u>					<u>Totals</u>
	<u>Bachelor</u> <u>(1 person</u> <u>Household)</u>	<u>1-bedroom</u> <u>(2 person</u> <u>Household)</u>	<u>2-bedroom</u> <u>(3 person</u> <u>Household)</u>	<u>3 + 4</u> <u>bedroom</u> <u>(4-5 person</u> <u>Household)</u>	<u>5+</u> <u>bedroom</u> <u>(6+ person</u> <u>Household)</u>	
1) High Rise & Walk-up Apts.	7,300	13,700*	7,700*	300*	--	29,000
2) Garden Apts; Townhouses, Cluster Housing	--	300*	800*	3,900*	700	5,700
3) Single & Two-Family Dwellings	--	--	600	4,400	300	5,300
Totals	<u>7,300</u>	<u>14,000</u>	<u>9,100</u>	<u>8,600</u>	<u>1,000</u>	<u>40,000</u>

(* These figures are based on a projection of the present distribution of various bedroom categories between the different housing types).

Future senior citizen's housing needs are estimated at about 2,200 units. This would be in the form of bachelor and one-bedroom accommodation, based on an estimated proportion of 75% and 25% respectively. It is also anticipated that approximately 1,500 units of family oriented rental accommodation will ultimately be required. This should be primarily comprised of three, four and five bedroom units from the garden apartment, townhouse and cluster housing category. Some of this expected need will also be provided by two-family dwelling units.

ITEM 19

MANAGER'S REPORT NO. 78

COUNCIL MEETING Nov. 25/74

Apartment Study Review - Report #2 (page 14)

The addition of 40,000 dwelling units to the existing housing stock will provide the following breakdown for the Municipality as a whole at full development.

<u>Type of Housing</u>	<u>Estimated No. of Units</u>	<u>% of Total</u>
Single & Two-Family Dwellings	35,000	42.0
Apartment Units (High-Rise, Walk-up, Garden Apts.; Townhouses, etc.)	48,500	58.0
Totals	<u>83,500</u>	<u>100.0</u>

While a wide variety of apartment types and densities have been constructed in the different areas designated for apartment development in the Municipality, the achieving of a greater balance in the forms of accommodation being provided is considered as a desirable objective in order to more fully meet the anticipated requirements of the various groups which will make up the population.

With regard to apartment growth, the foregoing projections will add a further 7,600 units to the total figures calculated previously at full development, which were based on current plans. Approximately 4,000 of this total will be added to the high-rise and walk-up apartment types of accommodation. The former category is expected to account for the major share of this increase, particularly in the proposed Kingsway - Willingdon regional town centre area. The number of projected walk-up units should, on the other hand, remain relatively the same as the earlier estimates. The remaining projected increases, of approximately 3,600 units will be to the low density forms of development (garden apartments, townhouses, cluster housing, etc.). The predicted ultimate breakdown of apartments, at the stage of full development, is shown below:

<u>Type of Development</u>	<u>No. of Units</u>	<u>% of Total</u>	<u>Estimated Acreages</u>	<u>% of Total</u>
(1) High Density (High-Rise)	21,000	43.30	210	18.26
(2) Medium Density (Low-Rise & Walk-up)	21,200	43.70	420	36.52
(3) Low Density (Garden Apts.; Townhouses, Cluster Housing, etc.)	6,300	13.00	520	45.22
Totals	<u>48,500</u>	<u>100.0</u>	<u>1,150</u>	<u>100.00</u>

It is proposed to examine each of the designated apartment areas in relation to these revised figures in our next Apartment Study Review report to the Council. Other aspects of apartment development which will be covered in further studies include an analysis of apartment development areas in

ITEM 19
MANAGER'S REPORT NO. 78
COUNCIL MEETING Nov. 25/74

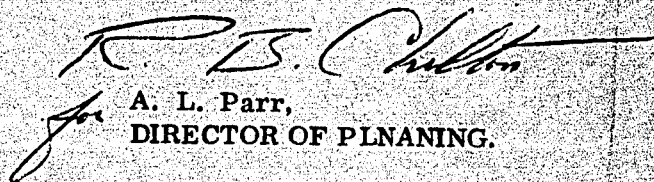
Apartment Study Review - Report #2 (page 15)

relation to park, school, open space and community facilities; an assessment of the adequacy of transportation facilities in apartment areas and a review of existing parking standards for apartment development.

H. RECOMMENDATION

It is recommended:

THAT the proposals and projections outlined in Sections F (Future Population Growth and Housing Needs) and G(Projected Distribution of Units by Housing Types) of this report be adopted by the Council as the basis for the preparation of report #3, which will include an examination of the various apartment areas and provide guidelines for future housing development in the Municipality.


A. L. Parr,
DIRECTOR OF PLANNING.

RBC:ew

c. c. Chief Building Inspector
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