

THE CORPORATION OF THE DISTRICT OF BURNABY

HOUSING COMMITTEE

HIS WORSHIP, THE MAYOR
AND MEMBERS OF COUNCIL

Madam/Gentlemen:

REPORT OF THE HOUSING COMMITTEE

Re: **REPORT A** - Residential Neighbourhood Environment Study

REPORT B - Residential Neighbourhood Environment Study
Discussion of: Triplex/Fourplex Developemnt,
Illegal Suites in Single Detached Dwellings,
Small Lot (R9) Development and Irregular
Shaped Lots

Recommendations:

1. THAT Council give approval in principle to the revised residential framework and draft designations outlined in **REPORT A**.
2. THAT Council authorized the Housing Committee and the Director Planning and Building Inspection to proceed with the consultation phase of this study.
3. THAT Council be requested to provide the appropriate funding from the Municipal Incentive Grant Reserve Fund for the purpose of carrying out the consultation phase of the study.
4. THAT **REPORT B** of the Director Planning and Building Inspection be received for information.

R E P O R T

The Director Planning and Building Inspection submitted REPORT A and REPORT B to the Housing Committee, both of which address the Residential Neighbourhood Environment Study.

The contents of REPORT A and REPORT B are contained hereunder:

"A. RESIDENTIAL NEIGHBOURHOOD ENVIRONMENT STUDY

RECOMMENDATIONS:

1. THAT Council give approval in principle to the revised residential framework and draft area designations outlined in this report; and
2. THAT Council authorize the Director Planning and Building Inspection to proceed with the consultation phase of this study.

:--AGENDA 1984 MARCH 19

:--COPY - Director Planning and Building Inspection
- Manager

SUMMARY:

The Planning and Building Inspection Department has examined Burnaby's residential neighbourhoods and prepared a report on actions that would be needed if the Municipality is to pursue a program of residential compaction and neighbourhood preservation. To this end, a revised residential framework and draft area designations are proposed. A consultation process involving Council (the Housing Committee), residents and staff is also proposed as a means of finalizing the residential framework and area designations.

REPORT

The Residential Neighbourhood Environment Study reviewed Burnaby's neighbourhoods in relation to residential compaction and neighbourhood preservation. Compaction is the creation of additional housing opportunities in established single and two family residential neighbourhoods. Preservation is the protection and maintenance of those neighbourhoods. *The workings of the study are contained in a set of discussion papers which accompany this report.* Based on the study, it is concluded that compaction would be appropriate in some neighbourhoods and preservation in others.

The report presents a program which would lead to compaction and preservation. Part I outlines changes to the residential framework which would be necessary to create compaction opportunities. Part II presents general neighbourhood designations which would apply these compaction opportunities while preserving some of Burnaby's single family areas. Part III outlines a strategy for pursuing both of these objectives through to implementation. Part IV presents the conclusions which lead to the recommendations of this report.

Council, on 1981 June 22 approved a set of residential goals in the Residential Growth Management Study. The goals state that Burnaby should create and maintain a range of housing options and a variety of neighbourhood types. These goals are implemented through policies and by-laws which form the Municipal residential framework. A review of the existing framework reveals that both the range of housing options and the variety of neighbourhood types would need to be broadened to accommodate compaction. Table 2 from Discussion Paper 7 proposes a range of housing types and variety of neighbourhoods which creates compaction opportunities while reinforcing the residential goals. (See Appendix I).

The proposed framework would expand the range of housing options to accommodate compaction by adding the following housing types:

- a) single detached conversion internal suite
- b) conversion to triplex/fourplex
- c) small 3-8 unit in-fill
- d) over 8 unit in-fill

The proposed framework would also create an "urban medium density" neighbourhood type using the new housing options in addition to the existing ones.

In addition, the proposed framework would expand small lot development opportunities on a designated area basis and amend existing R8 group housing and R4/R5 duplex regulations to utilize uniquely shaped lots. These proposals are discussed in more detail in Discussion Paper 7: Residential Framework.

*See Booklet entitled "Residential Neighbourhood Environment Study Discussion Papers" enclosed.

PART II: PROPOSED NEIGHBOURHOOD DESIGNATIONS

Accompanying the proposed residential framework is a plan locating where the proposed actions would compliment the existing Municipal structure. In this case, the task is one of determining which neighbourhoods would be most appropriate for compaction and which for preservation. Map 8-4 from Discussion Paper 8 proposes a generalized outline of area designations using the neighbourhood types outlined in the proposed framework. (See Appendix II).

These designations reflect not only Municipal goals and the existing land-use pattern, but also the conditions and trends which are changing some neighbourhoods from a suburban to an urban character. In this sense, the neighbourhoods located near the Metrotown, Middlegate and Hastings Street core areas have become more urban and are proposed to continue in this direction.

As noted in the proposed framework, the range of housing options is broader in the urban medium density neighbourhoods than in the suburban medium density or suburban low density areas. This difference in housing types which can be applied to areas ensures that the Municipal goals of a range of housing options and neighbourhood types are maintained. In effect, these neighbourhood designations propose some areas for compaction and some for preservation.

The designation process is outlined in detail in Discussion Paper 8: Neighbourhood Designations."

PART III: CONSULTATION PHASE

In order to ensure that compaction actions are refined to the unique qualities of each neighbourhood and fully understood by residents, it would be appropriate to implement compaction through a consultation process. Such a process would involve Council (the Housing Committee), residents of Burnaby's neighbourhoods and staff in discussions at two levels. The first is concept consultation which would review the general concept and application of the proposed residential framework and draft area designations; and the second is neighbourhood area consultation and implementation which refines and adjusts the general proposals on a neighbourhood/community level.

The consultation approach would ensure that compaction proposals were sensitive and that they minimize the potential for disruption of stable neighbourhoods.

The consultation process is outlined in Discussion Paper 9: Consultation Phase.

PART IV: CONCLUSIONS

The Residential Neighbourhood Environment Study has concluded that there are ways of the Municipality pursuing a program of residential compaction in concert with neighbourhood preservation. To this end, the Planning and Building Inspection Department proposes that the Municipality undertake the consultation process outlined in this report; and that the proposed residential framework and draft area designations outlined in this report be utilized as the starting point for discussions."

**B. RESIDENTIAL NEIGHBOURHOOD ENVIRONMENT STUDY DISCUSSION OF:
TRIPLEX/FOURPLEX DEVELOPMENT: ILLEGAL SUITES IN SINGLE
DETACHED DWELLINGS: SMALL LOT (R9) DEVELOPMENT: AND IRREGULAR
SHAPED LOTS**

RECOMMENDATION:

1. THAT this report be received for information.

SUMMARY:

The Planning and Building Inspection Department has reviewed each of the subject actions in relation to the Residential Neighbourhood Environment Study and outlined what the study proposes if the Municipality pursues a program of residential compaction.

REPORT

Four questions referred to the Housing Committee by Council have been considered in the Residential Neighbourhood Environment Study (RNES). These questions are:

1. triplex/fourplex development
2. illegal suites in single detached dwellings
3. small lot (R9) development
4. irregular shaped lots

The report is presented in four parts. The parts outline how the RNES, with its revised residential framework and draft area designations, would resolve each of the questions, if the Municipality pursues a program of residential compaction.

PART I: Triplex/Fourplex Development

The question of triplex/fourplex development was referred to the Housing Committee on 1980 February 25. Council was concerned with the problem of existing semi-detached dwellings being used as triplex/fourplexes through the creation of illegal suites. Council was interested in the feasibility of providing for triplex/fourplex development on a site specific or designated area basis.

The RNES concludes that triplex/fourplex development would offer potential as a conversion option. The term conversion option refers to existing semi-detached or duplex dwellings being altered to accommodate one or two additional units.

In the RNES, conversion to triplex/fourplex would be added to the range of housing options, and would be permitted in urban medium density neighbourhoods. Such a proposal would provide a way for existing illegal fourplexes located in appropriate areas to become legal. To become legal, fourplexes would have to conform to the building codes and by-laws. This would ensure that adequate health and safety standards are maintained in all dwelling units.

Triplex/fourplex development was also reviewed as a form of new housing. The RNES would permit such development as a form of 3-8 unit infill. This type of development would be permitted in urban medium density as well as multiple low and medium density neighbourhoods. Infill development would be considered on a site specific basis using a set of design guidelines. The design guidelines would ensure that development complements the surrounding area. Fourplexes located outside areas proposed for designations permitting such development would remain illegal and would be subject to Municipal enforcement.

PART II: Illegal Suites in Single Detached Dwellings

The question of illegal suites in single detached dwellings has been of interest to Council and the Housing Committee for several years.

The RNES concludes that suites in single detached homes would offer potential as a conversion option and would be the least disruptive compaction action. For this reason the study proposes permitting suites in all but rural small holding and suburban low density neighbourhoods. Suites would not be permitted in these areas in order to maintain a complete range of housing opportunities and living environments in Burnaby.

The RNES proposes that the creation of suites under this housing option would involve minimal or no external alteration or expansion of the existing building in creating the suite. This would be aimed at maintaining the single family appearance while permitting more intense use.

Where suites are proposed in existing R2 or R3 areas it would be required that the owner of the dwelling reside in either the suite or main unit. This would ensure that the level of upkeep associated with owner-occupied dwellings was maintained.

Existing suites located in proposed areas would be provided with a way to become legal, subject to building codes and by-laws. Suites located in areas designated as single family only would be subject to Municipal enforcement.

PART III: Small Lot (R9) Development

This question was referred to the Housing Committee on 1983 April 26. Council's concerns were primarily the height and bulk requirements of the R9 regulations.

The RNES concludes that small lot development would be an appropriate compaction action in urban medium density neighbourhoods. Proposals would permit small lot development within these areas without site specific rezoning.

The RNES also concludes that some small lot development using R9 regulations would be appropriate on a site specific basis in suburban medium density neighbourhoods.

The R9 height and bulk questions would be considered during the preparation of design guidelines for compaction which would be undertaken during the consultation phase of this study.

PART IV: Irregular Shaped Lots

The question of irregular shaped lots was presented to the Housing Committee on 1982 February 24. The concern centered around the need for flexibility in regulations dealing with lots with unusual dimensions.

REPORT
Regular Council Meeting
1984 March 19

The RNES concludes changes to existing regulations would be necessary to allow compaction and to fully utilize irregular shaped lots. To this end the study would propose changes to R8 group housing and R4/R5 duplex regulations.

Proposals in the study would reduce the 2 acre minimum lot requirement of R8 group housing in relation to the existing zoning of the proposed site. Table 1 from Discussion Paper 7 outlines the proposed R8 regulations.

TABLE 1

EXISTING ZONING OF PROPOSED R8 SITE	PROPOSED MINIMUM SITE WIDTH	PROPOSED MINIMUM SITE AREA		AREA PER UNIT EXISTING	PROPOSED MAXIMUM DENSITY
		Sq. Ft.	Acre		
R1	160'	28,800	.66	9600	4.5
R2	120'	21,600	.50	7200	6.0
R3	100'	18,000	.41	6000	7.2
R4	72'	12,900	.30	4300	10.1
R5	60'	10,500	.25	3600	12.1

Based on a minimum R8 development of 3 units, the width requirements would be two times the single family requirements for R1, R2 and R3; and would be equivalent to the two family requirement for R4 and R5. The lot area requirements would be maintained on a per unit basis as outlined in the existing zoning by-law.

The RNES proposals would also reduce the lot width requirement of 72' and 60' for R4 and R5 duplex development to 60' and 50' respectively. The reason for this proposal is to create more opportunities for duplex construction on properties which conform to the lot area requirement but are narrower than the existing duplex regulations. The proposed standard of 60' and 50' is the same as the single family width requirement and would therefore maintain the single family scale of the area. The duplex form is similar to some single family housing forms and subject to design guidelines would further reinforce the appearance of the area.

CONCLUSIONS:

The Residential Neighbourhood Environment Study has concluded that triplex/fourplex development, suites in single detached dwellings, small lot development and irregular shaped lot regulations would be potential compaction actions.

If the Municipality pursues a program of residential compaction, each of these actions would be appropriate in some neighbourhoods."

Respectfully submitted,

Alderman V.V. Stusiak
Chairman

Alderman D.P. Drummond
Member

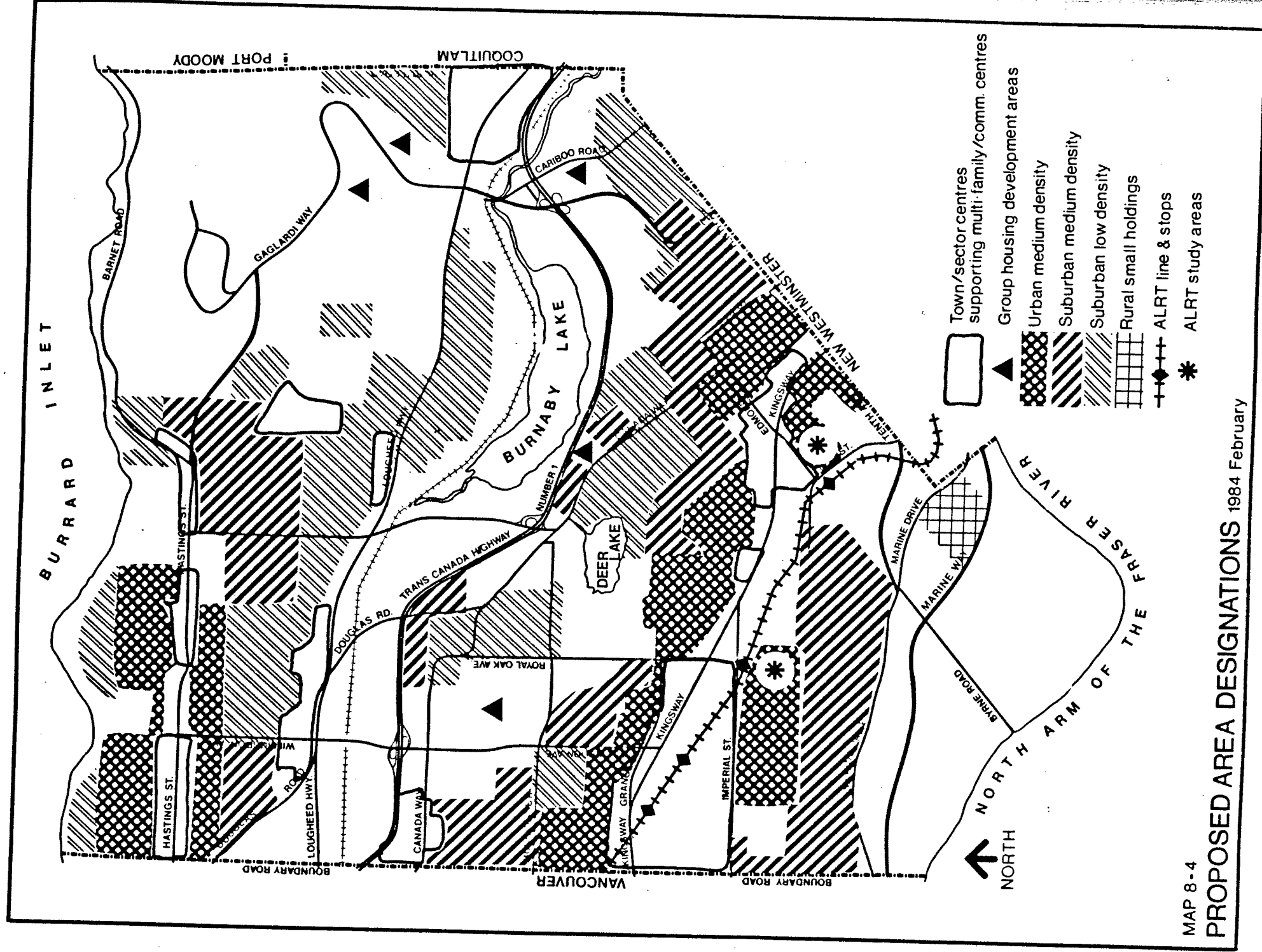
Alderman A.H. Emmott
Member

APPENDIX I

TABLE 2: PROPOSED RANGE OF HOUSING OPTIONS AND VARIETY OF NEIGHBOURHOOD ENVIRONMENTS

GENERAL LAND USE TYPE	VARIETY OF NEIGHBOURHOOD ENVIRONMENTS	RANGE OF HOUSING OPTIONS
SUBURBAN	Rural small holdings	Single detached
	Suburban low density	Single detached
	Suburban medium density	Single detached; single detached conversion internal suite; single detached conversion internal/external suite; semi-detached; duplex
URBAN	Urban medium density	Single detached; single detached conversion internal suite; single detached conversion internal/external suite; semi-detached; duplex; conversion to triplex/duplex; small 3-8 unit in-fill; over 8 unit in-fill; R8 group house; R6 row house
	Multiple low density	Small 3-8 unit in-fill; over 8 unit in-fill; R8 group house; R6 row house; garden apartment
	Multiple medium density	Small 3-8 unit in-fill; over 8 unit in-fill; R8 group house; R6 row house; garden apartment, low rise apartment
	Multiple high density	High rise apartment

APPENDIX II



MAP 8-4

PROPOSED AREA DESIGNATIONS 1984 February