

THE CORPORATION OF THE DISTRICT OF BURNABY  
HOUSING COMMITTEE

HIS WORSHIP, THE MAYOR  
AND ALDERMEN

HOUSING AND RESIDENTIAL GROWTH MANAGEMENT

RECOMMENDATIONS:

1. THAT Council approve the process for reviewing Burnaby's housing and residential growth management policies as outlined in this report.
2. THAT the Municipal Council be requested to approve the submission to the Ministry of Municipal Affairs, Recreation and Housing for a 1992 Planning Grant to be used towards offsetting some of the costs associated with completing this review.

R E P O R T

1.0 BACKGROUND

In 1980, a study entitled "A Residential Growth Management Study" was completed. The purpose of this study was to update the Municipality's existing residential development strategy in relation to changing conditions. The issues examined included changing demographics, Burnaby's emerging role in the Region and prevailing attitudes towards the type of place that Burnaby should become. The resulting Residential Framework from that study formed the basis for subsequent residential development.

In 1987, the Official Community Plan incorporated a refined Residential Framework. In addition, it outlined a number of goals and objectives related to housing opportunities, neighbourhood livability and special housing requirements (Appendix 1 attached).

Substantial progress has been made in directing residential growth according to the Residential Framework and implementing the policies contained in the OCP. The organizing principles inherent in Burnaby's Growth Management Approach and Land Use Framework have been successful.

The Official Community Plan noted that by 2001, Burnaby will have reached about 89 percent of its dwelling unit capacity under the existing framework policies. In addition, population and dwelling unit projections for the next 15 to 20 years estimate that if no changes to our existing land use policies occur, Burnaby would be fully developed with a population of about 180,000 people housed in about 78,000 units.

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Given this realization that we are approaching the limits of Burnaby's capacity to accept further housing development under existing policy, the time that has elapsed since the last review of the housing framework and Burnaby's emerging role in the Region as illuminated in the Choosing our Future program, it is appropriate to undertake a review of Burnaby's framework for residential development. This revised framework is intended to be incorporated within the Municipality's next Official Community Plan update scheduled for adoption in 1993.

**2.0 BURNABY'S GROWTH MANAGEMENT APPROACH AND LAND USE ALLOCATION FRAMEWORK**

One component of Burnaby's growth management approach contained in the OCP is concerned with providing a balanced land use framework that provides choice and diversity of opportunity in response to projected needs and trends, while protecting and enhancing those assets that make Burnaby a desirable place in which to work, live and invest.

A fundamental approach to the accommodation of growth is based on providing opportunities for growth in designated areas of the municipality, while at the same time, ensuring protection and preservation of the valued major elements of the Municipality. Residential development is key in any growth management strategy.

**2.1 Underlying Principles of the Review**

From the outset, it is therefore important to identify a set of underlying principles which act as a point of departure and a guide for the review of the residential growth management framework. The philosophy behind these principles recognizes that while Burnaby, due to its location in the Region, will experience continual pressures for more housing and higher densities, any residential growth must respect larger growth management policies.

The principles are:

- \* Parks, open spaces and conservation areas will be preserved and protected for parks and public use purposes.
- \* Single and two family neighbourhoods will continue to form the largest land use category in terms of area, and should be protected and strengthened as appropriate.
- \* Overall residential growth should be accommodated in proper balance and relationship with other land uses.
- \* Higher density residential growth should continue to occur in relation to the core area hierarchy established for the Municipality.
- \* Protection of our agricultural lands for agricultural and related uses.

**3.0 REVIEW OF RESIDENTIAL GROWTH MANAGEMENT FRAMEWORK**

The purpose of the residential framework policies as contained in the Official Community Plan are to ensure that residential development is directed into appropriate locations and densities in support of the overall land use strategy of the Municipality.

The existing residential framework policies have proved to be very successful in directing growth. The goals of providing a balanced range and choice of living neighbourhood types, maintaining and improving neighbourhood livability and stability and ensuring that the needs of those having special housing requirements are accommodated are still considered valid.

It is realized that residential growth management and housing policies should be reviewed to consider the changing context and issues facing the community. A process to review housing and residential growth management policies will allow contemporary issues to be reflected in the future development policies of the municipality. These contemporary issues and values include:

- \* projected regional population growth and diminishing land availability both in the Region and the Municipality of Burnaby;
- \* provision of a balanced housing stock to meet the anticipated needs of a changing population;
- \* development of healthy, environmentally sustainable communities;
- \* meeting needs of those with special housing requirements (seniors, families with children, multicultural community);
- \* ensuring livable, safe neighbourhoods.

In addition, the role of Burnaby's residential growth management policies in relation to the Region's "Choosing our Future" program that will identify a regional growth management strategy will be an important component of the review.

#### 4.0 RELATIONSHIP TO OTHER POLICIES AND INITIATIVES

A revised residential framework will form a key component of the review of the Official Community Plan that will formally commence late this year and with anticipated completion in 1993. In addition, the outcome of many other major initiatives currently under way will influence the review of the residential development framework and housing policies. These include:

- \* The Transportation Plan Renewal Process
- \* The State of the Environment Report
- \* The Metrotown Social Planning Study
- \* The Healthy Communities Project
- \* The Economic Development Strategy
- \* The Open Space, Park and Recreation Facilities Strategic Plan.
- \* GVRD's Choosing Our Future Program

#### 5.0 MANAGEMENT AND CO-ORDINATION OF PROCESS

The Housing Committee is charged with providing Council with recommendations relating to housing issues within the municipality, and therefore would be the appropriate body to act as the Steering Committee for the review process. The Steering Committee, with the concurrence of Council would:

- \* finalize and approve the terms of reference for the study process;
- \* provide overall guidance to the study;
- \* comment on draft documents and materials related to the study at all phases.

The overall co-ordination and administration of the review would be handled by the Housing Planner in the Long Range Planning Division. This would include:

- \* working closely with the Housing Committee at all stages of the process;
- \* organizing forums for community input;
- \* co-ordinating staff input, and
- \* preparing technical information, draft reports and final reports.

## 6.0 THE PROCESS

It is proposed that the review process be completed in three phases, with extensive public participation. Phase I will involve consolidating existing technical information about housing and growth management and with the assistance of the public, identify the range of housing issues in the community. Phase II will involve setting goals and objectives and outlining the alternative choices that will guide the subsequent preparation of the residential framework. Phase III will result in the preparation of a revised residential framework that would be submitted to Council for adoption.

The three phases, in more detail are outlined below:

### 6.1 Phase I: Identification of Issues

Information relating to land supply, residential land capacity, existing housing capacity and population projections will be consolidated. This will provide the baseline data that will provide a picture of where we are now in terms of existing policies.

Residential growth management and housing issues will be identified through the above review and a series of community workshops. It is intended that people representing a wide range of interests, including residents' and ratepayers' groups, seniors, private and non-profit housing developers, the multicultural community, tenants' associations, and of course, all others having an interest in housing matters including staff from the Greater Vancouver Regional District. It is important that as many "stakeholders" as possible be involved in this initial process so that a wide range of values are included in the discussion.

The product of this phase would be a report to the Steering Committee documenting the results of the community workshops to provide a basis for the next phase. The results of this phase would also be communicated to the wider public through an article in Information Burnaby.

### 6.2 Phase II: Working Paper Preparation with Identification of Goals and Objectives and Choices for a Renewed Residential Framework

With the issues identified, the next phase would involve the preparation of a working paper that would analyze how the existing framework and policies are addressing the issues, both now and in the future. This discussion paper would also define draft goals and objectives and alternative policies that would form the basis of the new residential framework. The paper would also need to be cognizant of issues and policies being considered in the GVRD's "Choosing our Future" strategic planning work.

It is important that there be community input to ensure that the proposed goals and objectives accurately reflect the values and issues raised in the first phase. It is suggested that at this point in the process, those attending the first round of workshops, as well as any others who are interested, be invited to a follow-up workshop. The Steering Committee would also be informed and consulted throughout the process.

The contents of the working paper would be presented to Council for its consideration and concurrence at a workshop meeting hosted by the Steering Committee. The highlights of the working paper would also be outlined in an issue of Information Burnaby.

### 6.3 Phase III: Draft Residential Framework and Affordable Housing Action Plan

With the goals, objectives and options clarified, the final phase of the process would involve preparation of a new residential framework, including an action plan to implement the policies.

At this point, the Steering Committee would host a series of community meetings to obtain wider input. The revised document would then be considered by the Housing Committee and subsequently Council on an informal basis prior to submittal for formal adoption.

## 7.0 SCHEDULE

If Council should approve the program, the first phase could commence in the early spring with the first community workshops occurring in mid April. It is estimated that the entire process would take a minimum of 12 to 16 months.

## 8.0 BUDGET

Staff costs for the review will be covered under the Planning Department's budget. Staff from the Ministry of Municipal Affairs, Recreation and Housing have indicated that this project may be eligible for a planning grant. The Planning Grant Program is meant to help defray some of the costs associated with projects that lead to the adoption of an initial or revised Official Community Plan.

## 9.0 CONCLUSION

Given the time elapsed since the last review was completed, and the realization that we are soon approaching the limits of residential growth under existing policies, and the need to ensure that new residential development supports the Municipality's larger growth management objectives, it is now appropriate to undertake a fresh look at the Municipality's housing and residential growth management policies.

The result will be a more comprehensive residential framework that will consider the needs and issues of a wider range of current and future residents and provides an update policy component of a revised Official Community Plan.

If approved by Council, the next step would involve preparing the terms of reference for the study for approval by the Housing Committee, and a more detailed schedule for Phase I of the project.

Respectfully submitted,

Alderman L.A. Rankin  
Chairman

Alderman D.R. Corrigan  
Member

Alderman C. Redman  
Member

MUNICIPAL GOALS AND OBJECTIVES  
RELATED TO RESIDENTIAL DEVELOPMENT

A - RESIDENTIAL FRAMEWORK GOALS  
FROM OFFICIAL COMMUNITY PLAN

GOAL 1

TO PROVIDE A BALANCED RANGE AND CHOICE OF LIVING OPPORTUNITIES  
AND NEIGHBOURHOOD TYPES.

OBJECTIVES

- To accommodate overall residential growth and accompanying change to the year 2001 in proper balance and relationship with other land uses.
- To adequately respond to projected municipal and regional demographic trends.
- To encourage a variety of neighbourhood types including urban, suburban and rural to broaden the opportunities for choice of residential environment and location.
- To maintain the predominant low density single and two-family suburban character of the Municipality.
- To meet the housing needs of households through their changing lifecycle.
- To encourage a beneficial relationship between residential opportunities and the hierarchy of commercial centres within the Municipality.
- To provide a full range of housing opportunities within each of four major sectors of the Municipality from high density apartment to low density single-family.

-2-

GOAL 2

*TO MAINTAIN AND IMPROVE NEIGHBOURHOOD LIVABILITY AND STABILITY.*

OBJECTIVES

- Maintain neighbourhoods as a basic level of planning in Burnaby.
- Wherever practical, reinforce neighbourhoods as a level at which social, recreational, institutional and area improvement services and facilities are provided.

GOAL 3

*TO HELP ENSURE THAT BURNABY'S RESIDENTIAL ENVIRONMENTS ACCOMMODATE THE NEEDS OF THOSE HAVING SPECIAL HOUSING REQUIREMENTS.*

OBJECTIVES

- Assembling, analyzing and sharing information concerning local and regional social housing requirements.
- Development and adopting municipal policies and guidelines concerning the location, distribution, size, and scale of future special housing developments.
- Establishing a process to ensure full and coordinated involvement amongst the Municipality, senior levels of government, external agencies, and other relevant bodies in the planning and provision of special housing developments, programs and related support services.



- Acceptance of a municipal role to help facilitate housing opportunities accommodating a range of age groups, family types, income groups, and others with special needs.

- Acceptance of a municipal role to help ensure that housing and neighbourhood environments are of a sufficient quality to promote an acceptable level of social, physical and emotional well-being of Burnaby residents.

B. RESIDENTIAL GROWTH MANAGEMENT STUDY FOR BURNABY (1980)

GOAL 1

TO ACCOMMODATE GROWTH AND ACCOMPANYING CHANGE TO THE EXTENT THAT IT PROVIDES FOR A PROPERLY STRUCTURED ENVIRONMENT THAT WILL SATISFY THE RESIDENTIAL AND COMMERCIAL NEEDS OF THE MUNICIPALITY AND, AT THE SAME TIME, ENHANCE COMMUNITY SELF-SUFFICIENCY AND IDENTITY.

OBJECTIVES

- To utilize growth and change as a positive element to achieve the desired directions for the residential/commercial development of the Municipality.
- To utilize growth as a vehicle for redevelopment and rehabilitation that is directed into specific areas requiring improvement with the recognition that rate and type of change will vary from area to area depending upon different land uses, conditions, needs and attitudes.

GOAL 2

TO ENSURE THAT THE MUNICIPALITY'S RESIDENTIAL, INDUSTRIAL, COMMERCIAL INSTITUTIONAL, RECREATIONAL AND TRANSPORTATION LAND USES ARE MUTUALLY SUPPORTIVE AND PROPERLY LOCATED WITHIN AN APPROPRIATE MUNICIPAL FRAMEWORK.

OBJECTIVES

- To ensure that the major land-use components within the Municipality are located and linked by a recognizable structure that reflects the varied characteristics of the Municipality.
- To ensure that the residential/commercial land uses in the Municipality are located and organized in a way that emphasizes their functional relationship to one another.

GOAL 3

*TO CREATE AND MAINTAIN IDENTIFIABLE AND STABLE RESIDENTIAL NEIGHBOURHOODS WHICH COLLECTIVELY OFFER A RANGE OF LIVING ENVIRONMENTS WITHIN THE MUNICIPALITY IN A VARIETY OF APPROPRIATE LOCATIONS.*

OBJECTIVES

- To encourage the establishment of a variety of neighbourhood types in the Municipality in order to broaden the opportunities for choice of residential environment and location.
- To create residential environments which have local features or qualities, natural or man-made, that encourage residents to identify with their neighbourhood as a place to which they belong.
- To ensure that the range of living environments includes adequate opportunities for neighbourhoods oriented toward households with children as well as those without children, and that special-need households (the handicapped, students, single parent families, elderly, etc.) be integrated within these neighbourhoods.
- To accommodate households that have a broad range of incomes, life styles and special needs at all phases of their housing life cycle.
- To meet the changing housing needs of the family as it goes through its transition from young single people to couples, to couples with children and on to elderly single people and couples.
- To provide an appropriate range of dwelling unit types and forms, and tenure options within the Municipality (fee simple, strata title, rental, co-operative and institutional) which fulfill the housing needs and preferences of existing and future residents in locations which provide appropriate services and facilities.

-6-

- To provide an appropriate range of dwelling unit types which includes ground-oriented and non-ground oriented forms of housing which fulfill the basic needs of the residents who live in them.
- To provide a diversity of housing types within major sectors of the Municipality to both ensure a choice of setting and location for these housing types and to accommodate changing housing needs for people near established friends, contacts and other neighbourhood ties.

GOAL 4

*TO INCREASE COMMUNITY IDENTITY AND RESIDENTIAL AND COMMERCIAL SELF-SUFFICIENCY IN THE MUNICIPALITY IN KEEPING WITH THE ASSIGNED FUNCTIONS OF A HIERARCHY OF MULTI-FAMILY RESIDENTIAL/COMMERCIAL CENTRES.*

OBJECTIVES

- To ensure that the present and future residents of the Municipality have convenient access to the broad range of commercial, residential and support facilities and services required and expected by a developing urban community.
- To develop a hierarchy of multi-family residential/commercial centres defined by the type, form and scale of uses to be made available as a means of achieving increased housing and commercial opportunities and various levels of community identity within major sectors of the Municipality.
- To ensure that the substantially developed existing multi-family/commercial centres are recognized in the development of a hierarchy directed towards the increasing of community identity and commercial self-sufficiency within the Municipality.

GOAL 5

TO ENSURE APPROPRIATELY SCALED AND COMPATIBLE USES, FORMS AND RELATIONSHIPS BETWEEN HIGHER DENSITY RESIDENTIAL AND/OR COMMERCIAL CENTRES AND ADJACENT LOWER DENSITY RESIDENTIAL NEIGHBOURHOOD AREAS.

OBJECTIVES

- To maximize the preservation of the low density residential character of the established single and two-family neighbourhoods.
- To provide for the appropriate transition of development in the interface areas between single and two-family neighbourhoods and adjacent multi-family and/or commercial centres regardless of their size or designated role.
- To ensure that higher density residential/commercial centres and the adjacent low density residential areas are integrated in a way that offers positive relationships to the adjacent neighbourhood.

GOAL 6

TO HELP ENSURE AN EFFECTIVE AND CO-ORDINATED PLANNING APPROACH FOR THE GREATER VANCOUVER REGIONAL DISTRICT THROUGH THE DEVELOPMENT AND IMPLEMENTATION OF A REGIONAL DEVELOPMENT CONCEPT AND STRATEGY THAT WILL PROVIDE A COMPREHENSIVE MEANS FOR DEALING WITH ISSUES RAISED BY THE CONTINUING GROWTH OF THE REGION.

OBJECTIVES

- To ensure that, within the context of the Municipality's development objectives, the policies and objectives indicated for the Greater Vancouver Regional District in the Lower Mainland Plan are incorporated as a component of our residential growth management strategy.

-8-

- To help ensure that the substantial benefits that could accrue to both the Regional District and Burnaby from a co-ordinated planning approach be realized.