



OFFICIAL COMMUNITY PLAN FOR BURNABY BRITISH COLUMBIA

Bylaw Number 8873

Adopted by the Municipal Council 1987 December 14

Burnaby Planning & Building Inspection Department

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INTRODUCTION

THE ROLE OF THE OFFICIAL COMMUNITY PLAN

This Official Community Plan (O.C.P.) is about defining directions. These directions will ensure that Burnaby meets its anticipated needs over the next two decades and be an even more desirable place to live, work and invest. As part of this process, it is also the intent of the Community Plan to meet the requirements of Section 945 of the Municipal Act with regard to the preparation of an O.C.P.

Under the terms of the Municipal Act, a local government may adopt an O.C.P. for the whole area under its jurisdiction or for specific areas. This O.C.P. is for the whole of Burnaby. The Act stipulates that an O.C.P. shall constitute a general statement of broad objectives and policies with respect to the form and character of existing and proposed land use.

This O.C.P. is therefore a municipal-wide policy document. It is intentionally not a zoning by-law or a site specific land use plan for the Municipality. The O.C.P. is concerned not only with the use of land, but also with other influences which are important to the proper land use planning of the community. In particular, the O.C.P. provides for the integration of land use, transportation, the environment, community facilities and services, and social and economic planning into a broad strategy to direct the growth and development of the Municipality.

After Council adoption of the O.C.P. more detailed area plans, development guidelines, programs and services will need to be prepared. These plans and policies will be concerned with the more detailed implementation of the various goals and frameworks outlined in the Plan.

Therefore, the principal functions of this O.C.P. are to:

- establish goals and a broad development strategy to guide the future growth of the Municipality
- provide a framework for area plans
- provide policy guidance for development, programs, actions and services
- provide a basis for co-ordinating decisions
- provide a general policy basis for assessing proposals for change or development not currently anticipated
- bring before the Minister, the Municipal Council, surrounding Municipalities and the public, the major planning issues and development strategy that best meets the anticipated needs of the Municipality.

The O.C.P. for Burnaby is a 10 to 15 year document. In most instances, the O.C.P. has considered projections and trends provided to the year 2001. To a large degree, the growth management approach outlined in this document is already well under way. This document summarizes this approach in relation to existing and future needs. Implementation of the various components of the O.C.P. will occur at varying speeds, often slowly and incrementally. It will also occur at a rate which the market will bear, the Municipality can afford and the dynamics of a Municipality in transition will allow.

THE ORGANIZATION OF THE O.C.P.

The O.C.P. is organized around seven sections. The first provides a general orientation of the Municipality of Burnaby in terms of its location, its community development and its people.

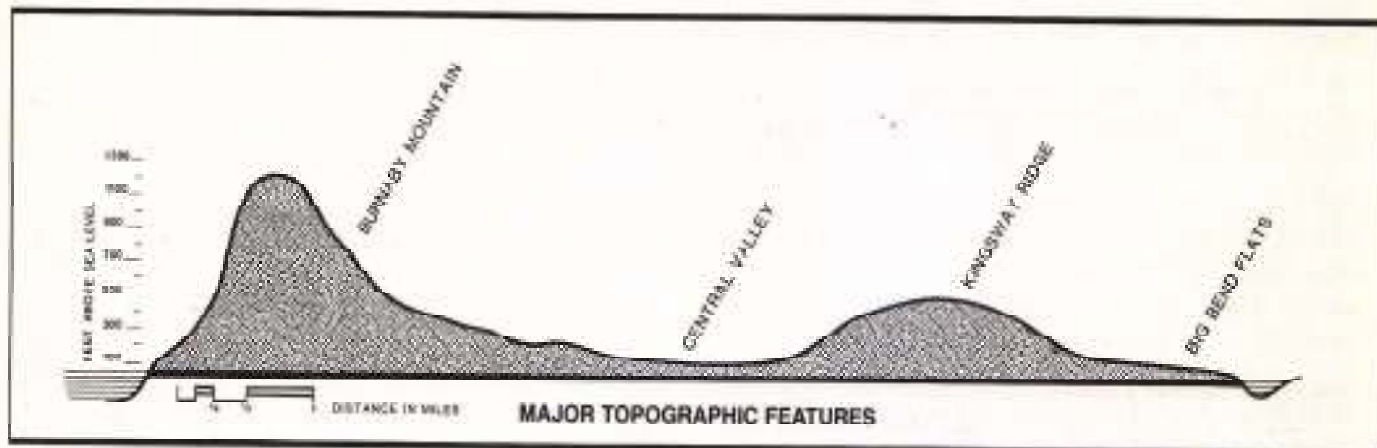
- ☐ ORIENTATION
- ☐ REGIONAL CONTEXT
- ☐ GROWTH MANAGEMENT APPROACH
- ☐ LAND USE ALLOCATION
- ☐ URBAN ENVIRONMENT
- ☐ COMMUNITY FACILITIES & SERVICES
- ☐ THE NEXT STEPS

The second establishes a regional context for addressing Burnaby's future needs. The third presents a summary of the O.C.P.'s overall growth management approach with reference to growth and development patterns and a broad statement of accompanying social and

economic objectives. The fourth section of the O.C.P. is concerned with the allocation of existing and future land use in the Municipality. It provides a framework for development together with policy directions for each of six major land use types. The next two sections provide an urban environment strategy and community services and facilities framework. The final section provides a statement on the steps that will occur following the adoption of this O.C.P.

This O.C.P. is optimistic about the future of Burnaby. Burnaby's existing land use policies and the character of the Municipality that has evolved have provided a sound foundation for the future development of the Municipality. This O.C.P. builds on that foundation. It provides policy direction that seeks to meet the demands and needs of the future while at the same time preserving the qualities that are so important to the Municipality.

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This area has been sparsely populated and has been the location of generally heavy industrial activities with newer, light industrial development occurring more recently.

South of the Central Valley, the land rises up to the Kingsway ridge, which traverses the south-central portion of the Municipality. The top portion of the ridge corresponding to Kingsway is the location of higher density commercial and residential uses. The slopes associated with the ridge are primarily residential, with the south slope being interrupted by a series of ravines, designated as park.

The final topographic feature is the Big Bend area, a low lying alluvial area. It occupies some 2,270 acres or approximately 18 percent of the total municipal land area. The land is underlaid with peat soils and contains significant agricultural and recreational lands and an established and growing industrial base.

The various topographic zones of the Municipality have borne a general relationship to the pattern of development in the community. The ridges and their slopes are associated with higher density residential and commercial development, while the valleys and low lying areas, with their poorer foundation and drainage conditions, are largely associated with lower intensity industrial, agricultural and recreational uses.

COMMUNITY DEVELOPMENT

HISTORY
In the first 30 to 40 years after its incorporation in 1892, the growth of Burnaby was dominated by its location between the expanding urban centres of Vancouver and New Westminster. First as a rural agricultural area supplying the nearby markets, and later as an important transportation corridor between Vancouver and the interior of the province.



As bus and tram lines expanded into the area, an increasing number of people began to settle in Burnaby while continuing to work elsewhere. In the 1940s, public transportation ceased to be a limiting factor in urban development as the upsurge in population and an increased living standard made automobile ownership almost universal. As real estate prices in New Westminster and Vancouver rose, people were attracted to Burnaby where housing was more

affordable and the location was central. In the late 1940s and the 1950s, the suburbanization of Burnaby was in full swing, with large tracts of pre-zoned lands being made available for single and two-family residential development.

With apartment development in Burnaby in the late 1950s and early 1960s, the Municipality was entering a third major phase of its development. The rural agricultural character gave way to accelerated suburbanization and increased urbanity. Throughout the 1960s and early 1970s Burnaby experienced rapid urban growth. Apartments within designated core areas accounted for approximately 70 percent of its net dwelling unit increase between 1961 and 1981. This residential urbanization has been accompanied by a corresponding trend towards a greater range of uses and facilities in the commercial, industrial and institutional sectors.

Development in the 1980s has been characterized by the introduction of more sophisticated urban uses within the Municipality, particularly in the commercial and industrial sectors. Increased development through infill and redevelopment of existing uses are becoming more common as the built-up nature of the Municipality increases and large areas of undeveloped land diminish.

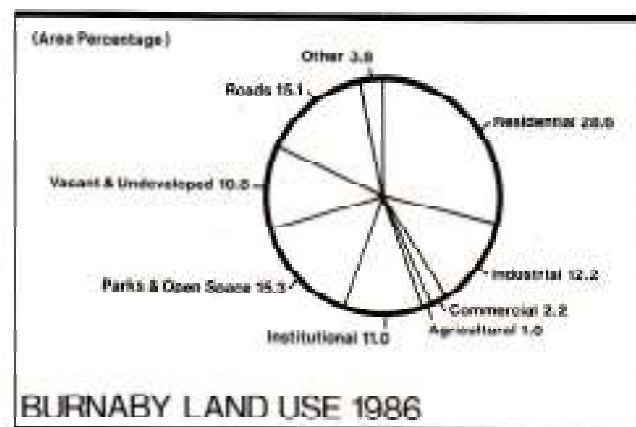
Burnaby can now be regarded as a maturing, more integrated community. It is no longer a rural Municipality or one with primarily a suburban role. It now incorporates rural aspects and suburban residential areas with higher density residential areas, major commercial town centre development, high technology research parks, major post-secondary institutes, and rapid transit. This has been a phenomenal transition over the past 40 years.

The present land use pattern of the community reveals the degree to which the Municipality is developed. The following table illustrates the

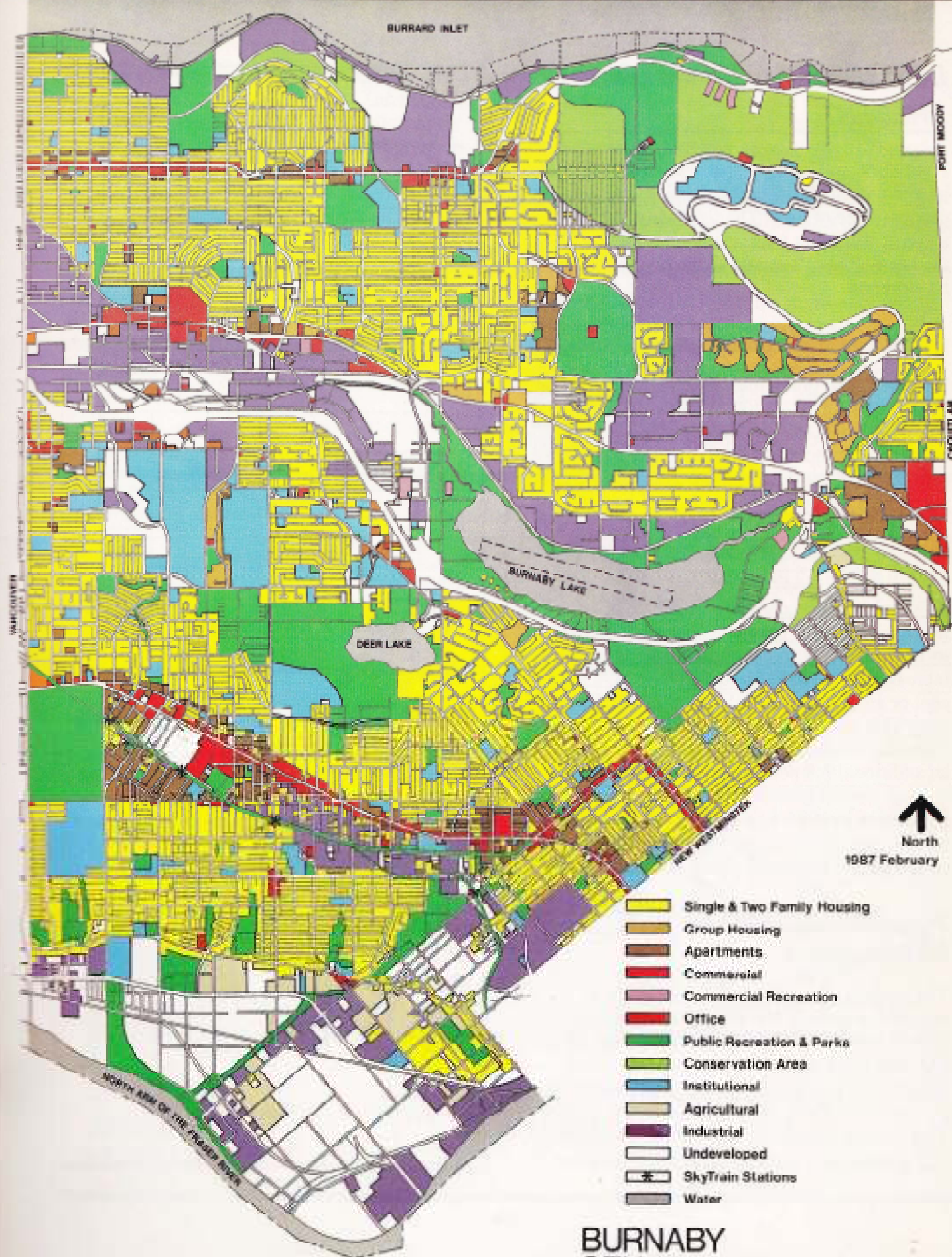
relationship between Burnaby's various land uses:

BURNABY LAND USE TYPES BY AREA, 1986

| CATEGORY | AREA (Acres) | % |
|-----------------------|-----------------|-------|
| Residential | 6,345 | 28.6 |
| Industrial | 2,700 | 12.2 |
| Commercial | 495 | 2.2 |
| Agricultural | 220 | 1.0 |
| Institutional | 2,440 | 11.0 |
| Parks & Open Space | 3,800 | 15.3 |
| Vacant & Undeveloped | 2,380 | 10.8 |
| Roads & Rights-of-Way | 3,355 | 15.1 |
| Other | 455 | 3.8 |
| TOTAL | 22,190 | 100.0 |



The future will bring continued demands on the Municipality's land resources. In view of the built-up nature of Burnaby, development opportunities will not be as easily available as in the past. Available lands will have to be more judiciously used and redevelopment pressures on older established areas will likely increase.

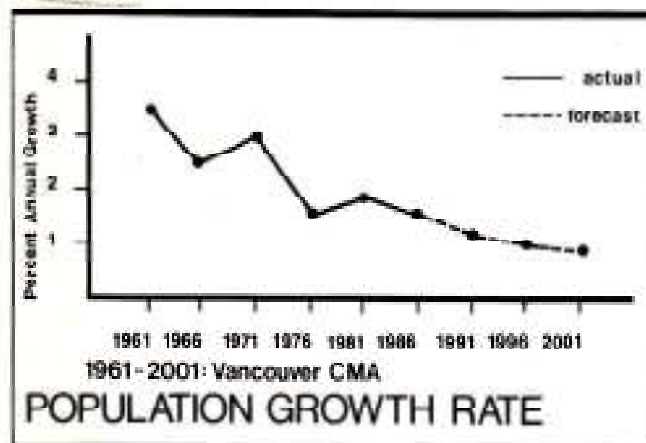


**BURNABY
GENERALIZED LAND USE**

A REGIONAL CONTEXT

As the third largest metropolitan area in Canada, the Vancouver Region plays a dominant role in the economic, social and cultural life of the Province. The Region contains just under one half of the Province's population, about 50 percent of its total personal income and about 57 percent of the labour force. The Region also acts as Canada's gateway to the increasingly important Pacific Rim trading area.

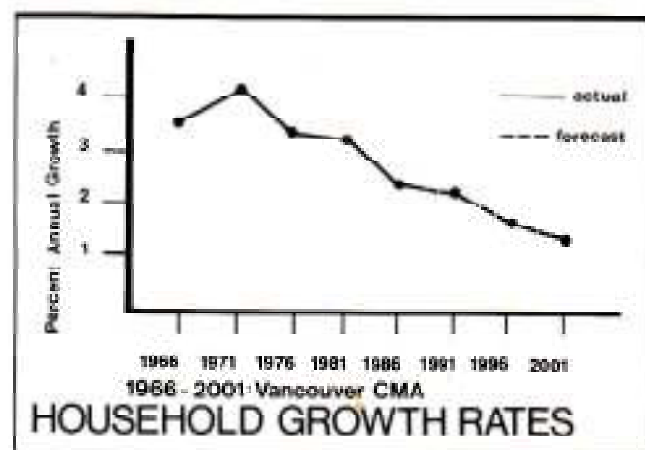
The Municipality of Burnaby occupies a central strategic location in the Region and as such is directly affected by development trends occurring in the Region as a whole. Burnaby is at a period of transition in its historical development. It has evolved from a suburban, dormitory community to one serving as a regional focus for numerous functions. In view of Burnaby's changing regional role and the influence of regional growth trends, this section will review the macro regional trends that will have a bearing on the future development of Burnaby.



REGIONAL POPULATION AND HOUSING TRENDS

Total population within the Vancouver Census Metropolitan Area is expected to grow from the 1.37 million recorded in the 1986 Census to an estimated 1.58 million in 2001. It is expected that the rate of growth will decline from the very high levels (about 3.5% per annum) associated with the baby boom of the 1950s and 1960s, dropping to an annual average of about 1.3 percent in the 1980s and less than one percent in the late 1990s.

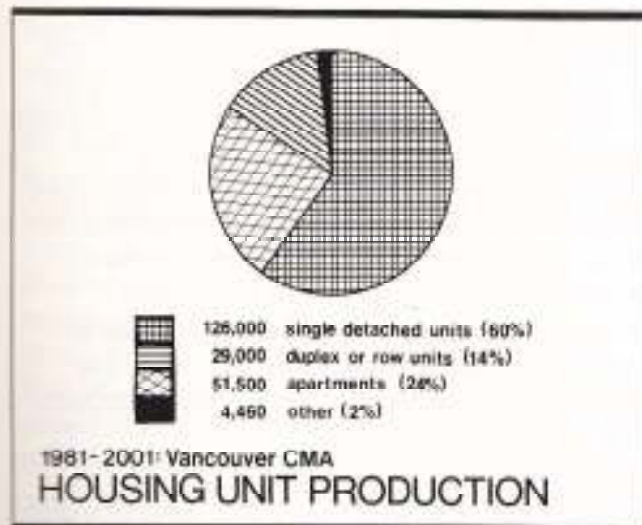
The growth in the number of households in the Region has generally followed the decline in the population rate but at a slower level. This is explained by the fairly rapid drop in household size from 3.5 persons per household in 1961 to 2.5 in 1986. The average household size is expected to level off at about 2.3 persons by the end of the century.



The GVRD has prepared metropolitan estimates for housing unit production by structure type to the year 2001. These estimates bear a close relationship to the projected changes in the demographic structure of the Region, especially

the movement of the baby boom generation through the life cycle.

During the 1960s and early 1970s, the number of apartments grew rapidly as the "baby boomers" first formed households. By the late 1970s and early 1980s, this group began seeking ground-oriented family units. Consequently, the GVRD estimates that in the period 1981-2001, 211,000 new households will be of those formed in the Vancouver Metropolitan Area with 126,000 (60%) being housed in single detached units, 29,000 (14%) in duplex or row units, 51,500 (24%) in apartments and 4,460 (2%) in other housing forms.



Given the emphasis on ground-oriented housing and the tendency of this housing to be constructed in outer suburbs where land is more readily available an accelerated suburbanization of the Region is expected to occur. Thus, regional projections show Burnaby experiencing more moderate household growth as a result of slower regional growth and the relative lack of capacity in Burnaby to accommodate ground-oriented housing.

Burnaby's regional share of apartment growth is expected to increase despite a general trend within the Region towards increased dispersion of apartment households. Several factors contribute to this:

- the inner central location of the



Municipality within the Region

- the Municipality's established and growing commercial and industrial employment base requiring a growing labour force in close proximity
- the availability of well established and community accepted apartment development areas with good regional accessibility
- the particular importance of Burnaby Metrotown as a major apartment development area with its convenient access to SkyTrain and expanding variety of available urban amenities
- an increasing proportion of older households within the Municipality who may seek apartment accommodation close to their neighbourhoods in the future.

A suggested method of addressing the need for additional ground-oriented housing in the Region is by intensifying residential development within the inner sectors of the metropolitan area. This objective was previously identified in the former Official Regional Plan and the Livable Region Strategy for the following reasons:

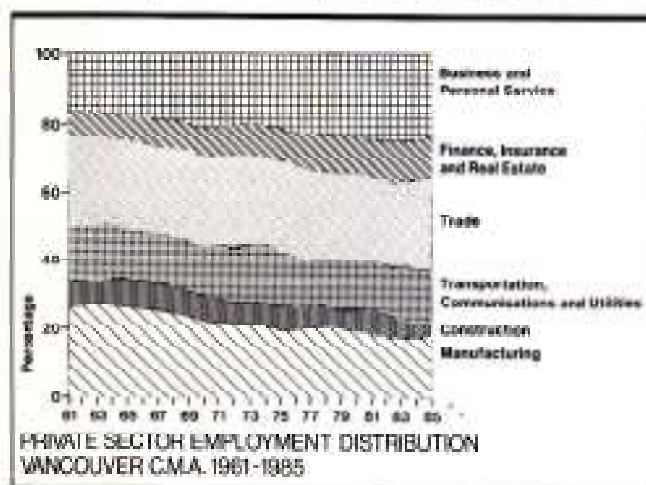
- to maximize use of existing and generally more available support services and facilities

- to provide labour force growth in closer proximity to established and expected employment growth centres
- to help reduce the trend towards longer commuter travel movements and travel times in the Region
- to help minimize agricultural and other land consumption that would otherwise occur in outer suburban areas.

Burnaby has chosen, as a matter of general policy, to pursue an approach that would not significantly alter the character of its single and two-family neighbourhoods. Instead it has chosen to increase the number of ground-oriented housing units through more conventional methods. This includes using group housing in undeveloped residential areas and providing for some smaller lot, infill development in appropriate residential areas.

REGIONAL ECONOMIC TRENDS

Burnaby's future industrial/commercial growth and employment are closely linked to the prospects for the Region. On average, the GVRD is forecasting an annual regional growth rate in metropolitan jobs of 2.9 percent in the late 1980s and 2.4 percent in the late 1990s. These forecasts are below the annual growth rate of 4.8 percent experienced in the 1970s. By 2001, Burnaby's employment is expected to be about 102,000 which represents 11 percent of



the metropolitan area share - the same percentage as in 1981.

In the period between 1961 and 1985, the manufacturing sector moved from being the Region's largest private sector employer to being the third highest employer. However, industrial employment growth will continue to be a fundamental component of both the regional and municipal economies in the future. By 2001, 16 percent of total metropolitan employment is expected to be in the manufacturing sector, down slightly from the 18.6 percent share in 1981.

As the Region develops, suitable industrial land in its inner areas will become increasingly limited. From a regional viewpoint, increased industrial densities in these inner areas would be advantageous. Burnaby's industrial land base is an important strategic component of the Region, accounting for about 12 percent of the regional industrial land considered immediately, or likely usable, within the next 5 years. Regional forecasts suggest that industrial employment growth within Burnaby will be primarily related to the wholesale trade and transportation/communication/utilities sectors.

Metropolitan service employment was nearly twice that of industrial job growth during the 1970s and 1980s. Forecasts indicate it will continue to be the major growth sector in the Region over the next two decades. A significant proportion of service employment growth is strongly tied to population growth. Over the past 5 years for example, more than 80 percent of the retail floor space growth has been outside the City of Vancouver, supported by the large suburban population increases.

Burnaby's regional share of service employment growth is expected to rise during the 1990s. This recognizes the increased dispersal of business to the inner suburbs and the advancement of the Metrotown concept.

REGIONAL TRANSPORTATION

The movement of goods and people in the Region is affected by the physical landscape. The GVRD has an unusual situation where the urban core is located on the western edge of the Region rather than near its centre. In addition, topographical constraints such as the mountains and inlet to the north, the Fraser River to the south, the Pacific Ocean to the west and Burnaby Mountain to the east, limit the choice and development of commuter routes.

The problem is further aggravated by the fact that the majority of the population lives in the outer communities while working in the core area. Regional policies have been developed in the past which encourage a better relationship between places of residence and places of work. One of these policies was the establishment of Regional Town Centres, such as Burnaby's Metrotown, which are areas of high density residential and commercial development. Another policy was to develop housing opportunities in the inner areas of the Region to proportionally increase the labour force in areas of concentrated employment.

Being situated immediately east of Vancouver, Burnaby is dramatically affected by, and concerned about, increased commuter movements. The Municipality has a major interest in advocating the development of an effective regional transportation system, including the integrated advancement of both road and transit improvements that can help diminish the impact of commuter flows into our residential areas.

REGIONAL ROLE FOR BURNABY: A SUMMARY

As the Region grows, Burnaby will, because of its central location, become a more important focus for various activities, primarily those which serve a broad portion of the Region or areas outside of Greater Vancouver. This trend is evident in the industrial development which has taken place over the past 15 years. Increasingly, it is also evident for business, offices and major area initiatives such as Metrotown. This process intensified during the 1970s and will continue over the next two decades. Burnaby will become less of an extension of other communities and realize a stronger individuality and a greater urban role within the Region. The transition will be incremental and varied within the Municipality. Nonetheless, this transition will be significant during the life of the O.C.P. From a regional perspective, Burnaby could be expected to shape this transition to the benefit of the community and the Region. The Municipality of Burnaby acknowledges this responsibility. It commits itself to responding, wherever appropriate, to the regional trends and issues as presented in the development of this O.C.P.

official community plan

GROWTH MANAGEMENT APPROACH

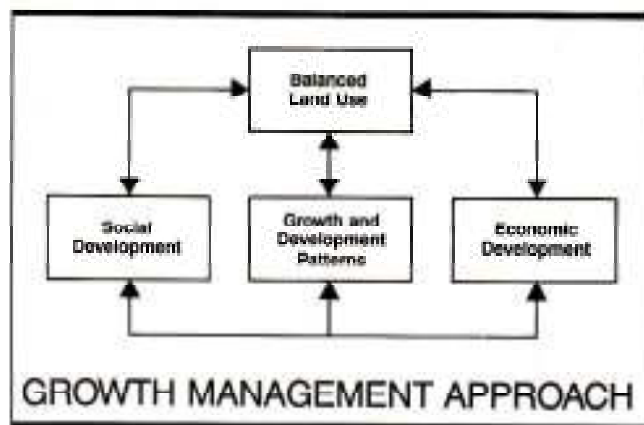
A STRATEGY OVERVIEW

While it is accepted that communities are constantly evolving, there are periods in which their character and function change significantly. The previous section identified Burnaby's transition from a rural to suburban to a more integrated urban community.

Given Burnaby's central location in the Region, the scarcity of land remaining for development and the desirability of Burnaby as a place to work and live, there will be continued pressures for change together with the opening of a significant number of new opportunities. Choices have already been made about future directions for Burnaby. Additional choices will be needed in the future. Should Burnaby continue to become more urbanized and if so, toward what form and character? To what extent should Burnaby protect its more traditional suburban character and major open space areas? What community facilities and services will be required by the changing composition of the population? What economic initiatives are required to address our changing role in the Region? How do we protect and enhance our environment while still accommodating anticipated future growth?

The forces referred to may be shaped in the interests of the community as a whole or simply left to follow a random pattern. It is a fundamental position of this O.C.P. that urban growth and change are variables that should be influenced by local public policy to achieve a higher level of livability and future certainty. The O.C.P. provides a framework for the orderly management of growth and development.

- The overall growth management approach of the Official Community Plan 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 community assets that make Burnaby a desirable place in which to work, live and invest; and
- a broad statement of accompanying social and economic objectives.

An overview of this approach is summarized under the following two headings:

- Growth and Development Patterns
- Social and Economic Perspective.

GROWTH AND DEVELOPMENT PATTERNS

FRAMEWORK GOAL- GROWTH AND DEVELOPMENT PATTERNS

To accommodate growth and accompanying change to the extent that they contribute to a properly structured community that will satisfy the diverse needs of the Municipality.

- reject an "across the board" densification of all single and two-family residential neighbourhoods as a means of increasing ground-oriented growth potential
- promote the efficient use of available industrial lands by:
 - i) the use of comprehensive industrial estates as the major form for future industrial growth
 - ii) encouraging an intensification of existing industrial development
- recognize the Big Bend area as the Municipality's major and most significant industrial growth area
- promote high technology, research development in Discovery Parks located adjacent to Simon Fraser University and the British Columbia Institute of Technology
- promote development within the Central Administrative and Willingdon/Freeway suburban office centres
- facilitate development of the Cariboo, Oakalla and Stride lands and thereby add them as significant additions to the residential inventory of the Municipality
- promote the growth of tourist related opportunities within the Municipality.

Protection and Preservation

- divert urban growth away from parks and major open space, conservation, and environmentally sensitive or hazardous areas
- protect the predominantly suburban character of the Municipality's single and two-family residential neighbourhoods
- protect lands within the Agricultural Land Reserve for permitted agricultural and related uses only
- adequately floodproof new urban development within the designated floodplain area of the Municipality



- prohibit expansion of existing or new development which will endanger the health and/or safety of Burnaby residents or unsatisfactorily contribute to air or water pollution.

SOCIAL AND ECONOMIC PERSPECTIVE

The growth strategy for the Municipality recognizes that land use, economic and social planning are linked; the processes should not occur in isolation. While acknowledging that Burnaby has had a good record for incorporating social and economic considerations into its land use plans, the O.C.P. has identified a commitment to and need for making these efforts more explicit. An overview of the social and economic perspectives follows.

FRAMEWORK GOAL - SOCIAL DEVELOPMENT

To develop and maintain a social environment which promotes the physical, social and mental well-being of individuals and families in Burnaby.

- maintenance of a consolidated listing of all development cost charges, along with explanations in order to keep "unknowns" or "surprises" to a minimum
- provision of individual service including "custom packages" to legitimate enquiries from initiation to completion of project
- to strengthen liaison activities with the private sector, community agencies and other levels of government to keep abreast of trends, requirements or problems faced by various sectors of the community
- a willingness to review its policies, by-laws and procedures to ensure they are streamlined, relevant and adaptable to major shifts in the market place
- to take full advantage of available economic development funding and assistance programs (e.g. Partners-In-Enterprise Program)
- to prepare a specific economic development strategy based on the identified "strengths" of the Municipality.

The above actions will require an exemplary level of professional, technical and personal service to the development community together with initiatives and the use of those tools required to effectively attract and facilitate development.

THE FUTURE

Under the direction of this O.C.P. the needs of the community to the end of the century can be addressed. The O.C.P. recognizes an important dichotomy in the management of the Municipality's future growth. On the one hand, it realizes the Municipality must encourage, direct and balance an expanded range of urban uses, facilities and services to meet the needs of a growing and changing community. On the other hand, it acknowledges the Municipality must designate, protect and enhance those suburban, rural and natural elements to which

many of the unique qualities and general livability of the Municipality relate.

By the end of the century, it is anticipated there will be an additional 15,000 households in Burnaby with a total population of about 163,000 persons within 73,500 units. The largest land use in area will continue to be the single and two-family areas which will maintain their largely suburban character. Apartment development will account for about three-quarters of the Municipality's net dwelling unit growth. This growth will be directed to designated apartment areas with Metrotown the largest of these, containing 15,000 total apartment units within its boundaries. By 2001, Burnaby will have reached about 89 percent of its dwelling unit capacity under the residential framework outlined in this O.C.P. Oakalla will have been phased out and replaced by up to 650 housing units adjacent to the developed Deer Lake Park. Cariboo Hill will have been largely developed with an ultimate combination of about 1,400 group and single-family housing units. The area south of the Edmonds SkyTrain Station will be developing residentially with an ultimate capacity of 2,400 multi-family units. It will be incorporated as part of the Edmonds Town Centre.

The largest percentage population gains in Burnaby over the next 15 years will be in the 45-64, 65+ and 30-44 age groups. Absolute and relative declines will occur in both the 5-19 and 20-29 age groups. The Municipality's social planning efforts will largely be focused on the implications of the changing demographics or the requirements for housing, human services, community facilities and other needs.

A potential 600 to 800 additional acres of industrial land may be developed. The largest percentage will be in the form of comprehensive industrial estates in the Big Bend area, particularly in the 1990s. Redevelopment and intensification of existing industrial areas will continue. Metrotown will clearly emerge as Burnaby's primary town centre with commercial floorspace exceeding 5 million square feet. It will also be recognized and accepted as an at-

tractive suburban alternative to downtown Vancouver. Other lesser scaled commercial and suburban office centres will see continued expansion as service employment grows. The Big Bend will expand its agricultural development and continue to be a supplier of agricultural products to the Region. Total employment in Burnaby by 2001 will have reached almost 102,000. The economy will be more aggressive and technologically rich. As part of our economic development approach, ways will continue to be sought to encourage economic growth and job creation.

The quality of our air, water, built environment and open space resources will be maintained and improved. The major natural features of the Municipality - Barnet Marine Park, Burnaby Mountain Conservation Area, Burnaby Lake, Deer Lake, Central Park and Fraser River Foreshore Park will be entrenched as heritage features linked by a developing park trail system. Development of Deer Lake Park will be well underway with public access around the entire lake achieved.

As urbanization increases, greater emphasis will be placed on urban design considerations to ensure proper relationships within the built and natural environments. Metrotown will emerge as the most dominant built form in the

Municipality. Within our single and two-family neighbourhoods, innovative design solutions will be applied to address changing trends and the need to ensure compatibility with surrounding development.

Advancement of an efficient peripheral arterial system will be well underway with widening of the Freeway and Barnet Highway; completion of the Stormont/McBride and Marine Way/10th Avenue connectors. At a more local level, notable improvements will see Royal Oak Avenue, between Gilpin and Grange upgraded and the construction of a Gilley Alternate truck route between 19th Street and Byrne Road. The existing SkyTrain system will be extended to Surrey with possible additional extensions to Lougheed Mall and the Coquitlam Town Centre.

In any city time inevitably brings changes. Burnaby in 2001 will differ from the Burnaby of today, just as the Burnaby of today differs from the Burnaby of yesterday. By managing these changes as well as possible, Burnaby will retain its unique identity and become a more desirable place to live, work and invest.

This Plan will undergo regular review to ensure that it remains up-to-date and a workable framework to guide development of the Municipality.

LAND USE ALLOCATION

FRAMEWORK GOAL - LAND USE ALLOCATION

To ensure Burnaby is provided with a balanced diversity of land uses within a framework that meets the Municipality's present and future needs.

A primary purpose of the O.C.P. is to outline a framework for the present and future use of land in Burnaby. This purpose is reflected in the above framework goal and is organized around:

- a concept of nodal development, and
- six major land use components.

These organizing elements are discussed below.

CONCEPT OF NODAL DEVELOPMENT

The concept of a hierarchy of nodal development is a longstanding and central theme in the overall land use management of the Municipality. It represents a clustering of urban growth and development within centres intended to serve their surrounding areas. In Burnaby, the nodal development concept provides the following:

- the basis for a related hierarchy of commercial centres and residential opportunities to benefit from the mutual reinforcement each use provides
- a basis for strategically locating a more complete range of urban services and opportunities in focused areas of the Municipality
- a basis for accommodating and organizing higher density development in proper relation to areas intended for low density

development and/or preservation.

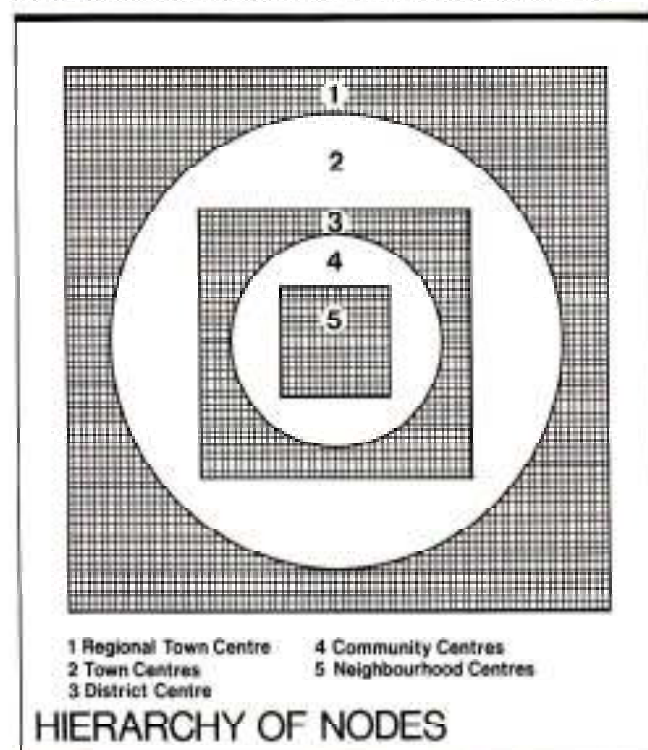
In essence, nodal development provides a basis for a varied choice of lifestyle and development alternatives, enables residents to identify with a specific place and helps ensure the desired balance of land uses within the Municipality.

In Burnaby, the concept of nodal development is applied in relation to:

- Hierarchy of Nodes
- Residential Sector Centres
- Regional Town Centre
- SkyTrain Stations

Hierarchy of Nodes

This O.C.P. incorporates nodal centres with varying sizes and roles depending upon their assigned function and relationship to surrounding service areas. Five different levels are defined



within a hierarchy of centres relating to a series of designated commercial centres. These include "Regional Town Centre" (Metrotown), "Town Centres", "District Centres", "Community Centres" and "Neighbourhood Centres". The broad pattern of development associated with this core hierarchy is characterized by a progressive build up of residential densities from the neighbourhood centres to Metrotown. Conversely, there is a decrease in density away from such centres toward the surrounding single family residential areas.

Commercial office and retail development in the Municipality is also closely oriented to a nodal form of development and corresponds to the core area hierarchy. Metrotown and the town centres accommodate the highest order commercial uses. The other centres provide a commercial service and employment function in keeping with their intended role in the hierarchy.

Residential Sector Centres

Many communities have chosen to organize their residential uses in a concentric pattern around a single dominant service centre. Burnaby, in recognition of its physiography and historical development pattern, has elected to organize its residential areas around four general geographic sectors, each of which has a town centre. Metrotown is the designated town centre for the south-west sector of the Municipality as well as a regional town centre. Lougheed, Brentwood and Edmonds Centres are designated as town centres for their respective sectors. In general, each town centre is to be the focus of higher density commercial and residential opportunities, supporting leisure and public transit facilities.

Regional Town Centre

Metrotown is the designated primary town centre for Burnaby. In addition, it fulfills a Regional Town Centre function for the inner, central sector of the Vancouver Metropolitan



area. The 293 hectare (735 acre) site is located in the vicinity of Kingsway/Central Park, 9.5 kilometers (6 miles) from the Vancouver downtown core and is near the geographic population centre of Greater Vancouver.

The Metrotown area has a key role to play in the strategy to increase self-sufficiency for both the Municipality and a major sub-area of the Region. It also plays an important role by providing attractive suburban locations with the full range of amenities and services required for decentralized, high density residential, office and retail growth.

The orderly development of Metrotown will offer the following benefits to the Municipality as a whole:

- Metrotown will provide for the development of an integrated and identifiable focus of commercial, social, and residential components that will form the basis of the primary urban core for the Municipality
- the residential and commercial redevelopment potential and capacity of the Metrotown area will absorb a sizeable proportion of Burnaby's growth commitments, thereby assisting the implementation of the Municipality's general land use and growth management program.
- the intensified urban character of Metrotown will broaden the range of residential, commercial, employment, entertainment and cultural opportunities available within the Municipality
- Metrotown affords an opportunity for the comprehensive redevelopment and rehabilitation of Burnaby's largest and oldest commercial centre while at the same time strengthening the municipal tax base
- the provision of substantial employment opportunities within Metrotown will assist in the maintenance of a balanced employment/population ratio

- development of Metrotown and establishment of the SkyTrain system will produce reciprocal benefits with SkyTrain providing efficient transportation for users of Metrotown who in turn provide additional ridership for the SkyTrain system
- a balanced mix of urban uses in relation to overall community needs through a staged development approach and provision of necessary supportive infrastructure.

Metrotown serves as the geographic focus for the highest density, largest scaled and most urban office, retail, residential and community facility development in Burnaby. A focusing of first order commercial development to Metrotown is to be emphasized to ensure its Regional Town Centre function is strengthened, rather than diluted over time. Metrotown will also be characterized by its quality of development, its sense of activity during and outside normal business hours, its urban environment by way of public squares, sculptures, fountains and civic uses such as a library, a leisure complex and possibly a performing arts theatre and art gallery.

The SkyTrain System

The most important recent public transportation development has been implementation of the SkyTrain system. There are four SkyTrain stations in Burnaby; Patterson, Metrotown, Royal Oak and Edmonds with provision in the system design for a future station at Kingsway. The Municipality is assessing a very preliminary proposal by BC Transit to extend the SkyTrain system to the Lougheed Mall Centre via an Edmonds Corridor alignment.

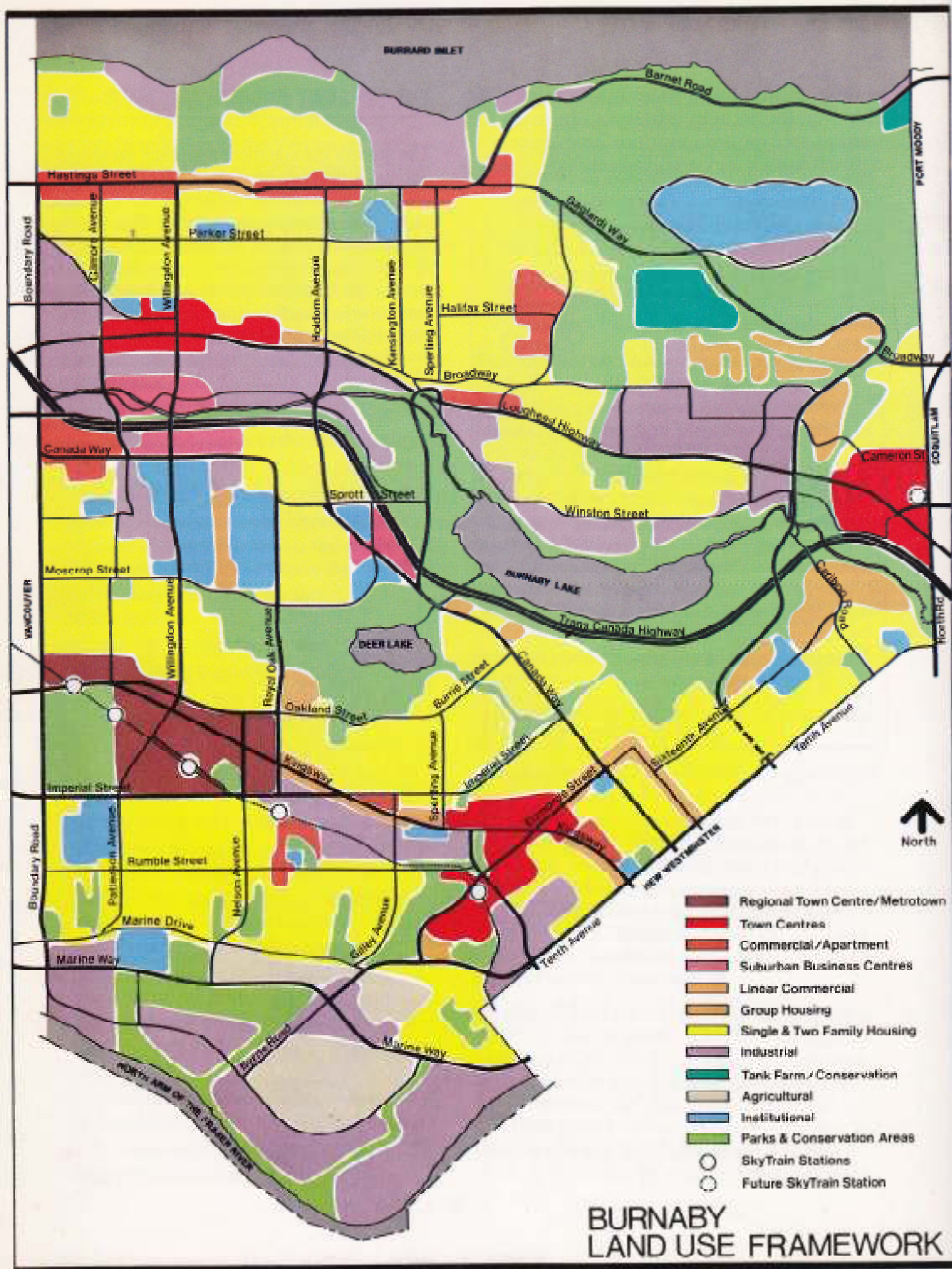
To benefit from the major capital investment in SkyTrain, the substantial carrying capacity that SkyTrain offers, SkyTrain's ability to interconnect with major employment/shopping areas like Metrotown and downtown Vancouver, the SkyTrain system should be used to reinforce the concept of nodal development around the stations. This recognizes that SkyTrain can have a

positive impact on desired land use change. However, for this to be used to maximum advantage, the type and intensity of development adjacent to each station is differentiated.



LAND USE COMPONENTS

The growth management approach presented in Section 4 refers to providing a balanced land use framework within the context of a general social and economic perspective. This Section applies this approach, together with the concept of nodal development. Each of six major land use types is provided with a broad development framework, which in combination, present a consolidated land use development concept for the Municipality as shown on the following page.



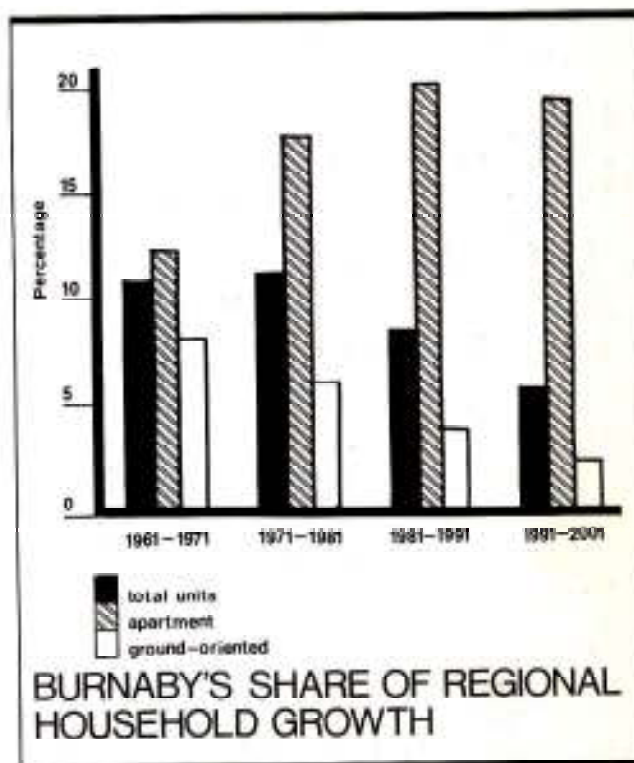
RESIDENTIAL

CONTEXT

In 1892, the Municipality of Burnaby had a population of about 200 persons. 94 years later, Burnaby's population has increased to approximately 145,000, accommodated within approximately 58,500 dwelling units. The magnitude, form and location of these units have established a distinctive pattern of neighbourhood development preferences within the Municipality to which a residential strategy for the 1980s and 1990s must relate. This requires a more direct approach in dealing with future growth options than could occur in a less developed community having vast areas of undeveloped lands suitable for residential use. Also to be recognized is that the Municipality's various land uses have been permitted to develop over time in a way that has supported the residential land use pattern.

Assessed need is another influence concerning both total dwelling unit demand and anticipated demographic patterns. From a regional perspective the projected population growth rate is expected to be lower than the high levels (about 3.5 percent per annum) associated with the 1950s and 1960s, dropping to about 1.2 percent in the 1980s and less than 1.0 percent in the 1990s. GVRD projections indicate that about 211,000 new housing units will be formed in the Region from 1981 to 2001 with about three-quarters of these as ground-oriented units.

The projected increase of households occupying ground-oriented accommodation suggests that outer suburban growth will accelerate where land supply is more abundant, while inner Municipalities, with limited available lands, can anticipate reduced growth rates. The projections further suggest that the 10.5 percent share of the Region's household growth experienced by the Municipality in the 1960s and 1970s will



decline to about 8 percent during the 1980s and 6 percent during the 1990s. Burnaby should accommodate about 20 percent of the total anticipated regional apartment unit demand during the 1980s and 1990s; however, it should account for only about 3 percent of the Region's total new ground-oriented housing during the same period. The reduced ground-oriented development is primarily due to the relatively limited supply of available sites for such development.

In terms of area, low density single and two-family areas are the largest land use category in Burnaby. Residents have expressed the opinion that the low density residential areas are one of Burnaby's greatest strengths, and should be protected. Accordingly the maintenance of the low density single and two-family suburban

character, under existing circumstances and trends, becomes an important structuring component in Burnaby's land use framework.

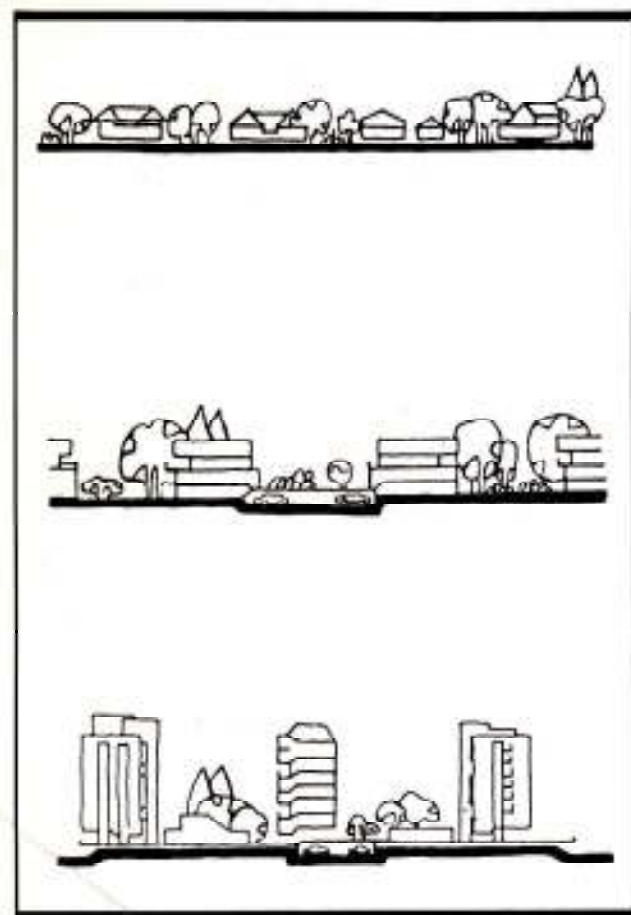
RESIDENTIAL GOALS

GOAL - HOUSING OPPORTUNITIES

To provide a balanced range and choice of living opportunities and neighbourhood types.

The Municipality, by virtue of its assigned land use regulatory function, has the ability to directly influence the number, nature and location of residential development opportunities in Burnaby. The residential allocation as represented in the framework is intended to accomplish the following:

- 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.

GOAL - NEIGHBOURHOOD LIVABILITY

To maintain and improve neighbourhood livability and stability

A comprehensive review of residential areas was undertaken as a background component to the O.C.P. In that review, it was concluded that:

- individual residential neighbourhoods are characterised by varying rates of change with more mature neighbourhoods experiencing greater change than newer ones
- in most instances, this change is evolutionary, occurring as part of a natural cycle associated with a transition of neighbourhoods
- neighbourhoods continue to fulfill a number of needs for most residents, particularly for those who are more dependent on their neighbourhoods

- the neighbourhood is the context that most residents relate to when evaluating their community and their own livability.

The above indicates that residential neighbourhoods are important sub-units of the Municipality. They serve as "building blocks", creating a diverse community through their distinctive characteristics. They differ in their geography, their architecture, their boundaries, the level and nature of community services available and in the characteristics of those who live in them. It therefore follows that municipal-wide objectives have to relate to local conditions and issues. As well, it follows that it is important to:

- 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.

The O.C.P. sets out a municipal-wide land use framework which shapes and directs future development. This framework forms the context for neighbourhood planning with the goal of maintaining and improving neighbourhood conditions. Burnaby has reached a point in its development where this neighbourhood planning perspective will require an increasing emphasis.

GOAL - SPECIAL HOUSING REQUIREMENTS

To help ensure that Burnaby's residential environments accommodate the needs of those having special housing requirements.

Burnaby contains a diversity of housing types. The majority is market housing for people who are able to satisfy their accommodation needs without government assistance. A smaller portion is intended to serve the needs of people who have financial, physical, or social restrictions which impair their ability to obtain suitable housing on the open market. The generic name given to this type of housing is

special housing. For planning purposes, the following are included under the category of special housing:

• **Seniors:**

- Independent
- Assisted Living (i.e. independent living with support services)
- Care Facilities
- Private Hospitals

• **Family:**

- Rental
- Co-op

• **Group Homes:**

- Mentally/Emotionally Disabled
- Specialized Residential (adult and child)
- Crisis/Transition Homes

The Municipality is involved in social planning for both market and special housing. The involvement with market housing relates primarily to the social needs of the people being housed. One example involves the determination of appropriate locations for market seniors' apartments, particularly with respect to services and amenities. Another example consists of assessing the design of housing with respect to such factors as privacy, scale, accessibility and mobility.

An identified municipal priority concerning special housing requirements in Burnaby is development of a comprehensive social or special needs housing policy and strategy. In addressing this priority, the Municipality will analyse the supply, demand, issues, and requirements concerning special needs housing in Burnaby. From the information obtained, it will develop a policy and strategy for addressing the Municipality's future special needs housing requirements.

To facilitate development of needed special housing, the Municipality is committed to the following:

- assembling, analyzing and sharing information concerning local and regional social housing requirements

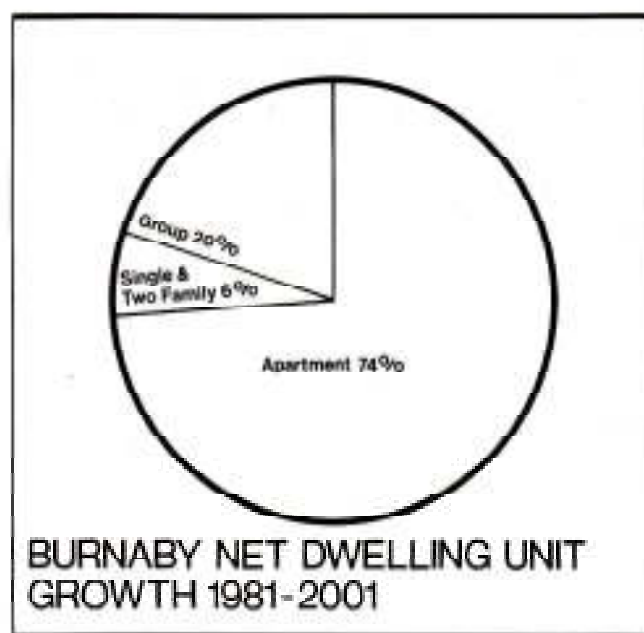
- developing and adopting municipal policies and guidelines concerning the location, distribution, size, and scale of future special housing developments
- establishing a process to ensure full and coordinated involvement amongst the Municipality, senior levels of government, external agencies, and other 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.

DIRECTIONS

The framework provides direction concerning the future residential development of the Municipality. These directions relate to the residential goals and center on the following:

- to continue the provision of apartment accommodation as the Municipality's major residential growth component.

This recognizes the Municipality's existing infrastructure and development pattern, its inner central location in the Region, the attractiveness of designated sites relative to established centres, and the projected number of older household heads that will be seeking apartment accommodation in the future. Apartment growth is anticipated to account for about 74 percent of Burnaby's net dwelling unit growth from 1981 to 2001.



- to continue to preserve the general low density residential character of the established single and two-family neighbourhoods.

An opposite choice would involve initiating an aggressive redevelopment program to accommodate more ground-oriented housing.

- to continue to provide some opportunity for small lot single-family development.

This development form increases residential choice in neighbourhoods where prevailing densities and historic development patterns are compatible.

- to continue introduction of properly scaled and located group housing accommodation.

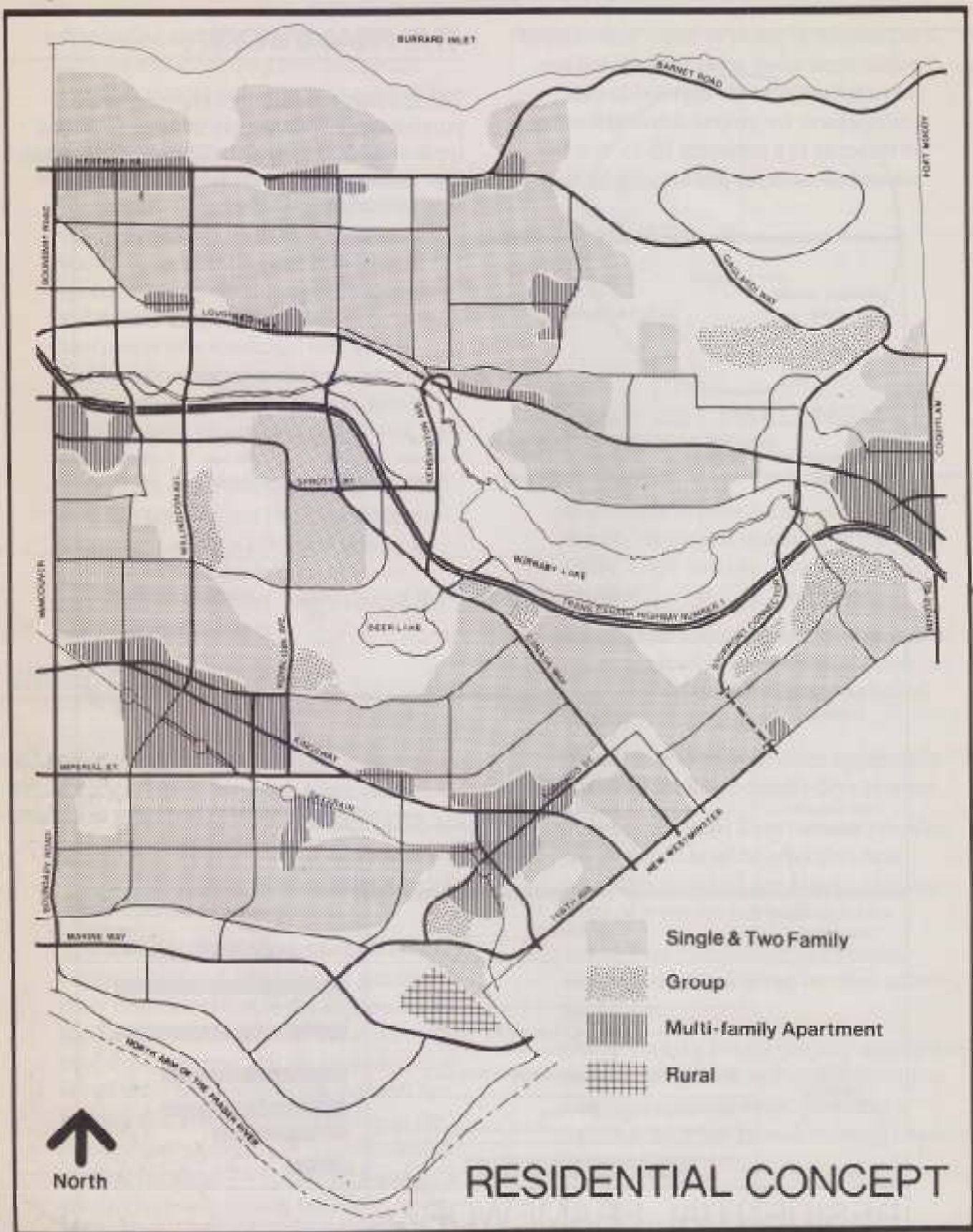
Group housing is a particularly appropriate form in designated and undeveloped low density residential areas, providing a means to increase ground-oriented housing opportunities.

- to continue to preserve major undeveloped public open space areas for park and conservation purposes as opposed to their development for ground-oriented housing in response to a projected 10-15 year increased demand for this housing form.

THE FRAMEWORK

The residential framework encourages the provision of a wide variety of neighbourhood types and housing options. The organizing concept as related to the residential framework is summarized below.

| GENERAL HOUSE TYPE | SINGLE & TWO-FAMILY | | | GROUP | MULTIPLE FAMILY | | |
|------------------------------|---|----------------------|-------------------------|----------------------|----------------------|-------------------------|-----------------------|
| Neighbourhood Type | Rural Small Holding | Suburban Low Density | Suburban Medium Density | Urban Medium Density | Multiple Low Density | Multiple Medium Density | Multiple High Density |
| Typical Zoning | A2 | R1, R2, R3 | R4, R5, R9 | R6, R8 CD | RM1 CD | RM2, RM3 CD | RM4, RM5 CD |
| Typical Density (Units/Acre) | <div>Low ←————→ High</div> <div>1 5 10 12 20 50 100</div> | | | | | | |
| Urban/Suburban Character | <div>High ←———— Degree of suburban —————→ Low ←———— Degree of urban —————→ High</div> | | | | | | |
| MULTIPLE FAMILY APARTMENT | LOCATION | | | APARTMENT DENSITY | | | |
| Core Hierarchy | | | | LOW | MEDIUM | HIGH | |
| | Metrolam | | | ████████████████████ | | | |
| | Town Centres: Brentwood, Lougheed & Edmonds | | | ████████████████████ | | | |
| | District Centre: Hastings – Boundary to Willingdon | | | ████████████████ | | | |
| | Community Centres: Montecito | | | ██████████████ | | | |
| | Neighbourhood Centres: Hastings/Howard, Lougheed/Bainbridge, Kingsway/Gilley | | | ██████████ | | | |
| RESIDENTIAL FRAMEWORK | | | | | | | |



The concept incorporates the notion of diversity and outlines the variety of residential opportunities provided in relation to housing types, density, typical zoning and basic residential character.

The generalized residential land use concept for the Municipality which outlines the distributional characteristics of the framework is as shown.

The main structural components of the residential land use framework include:

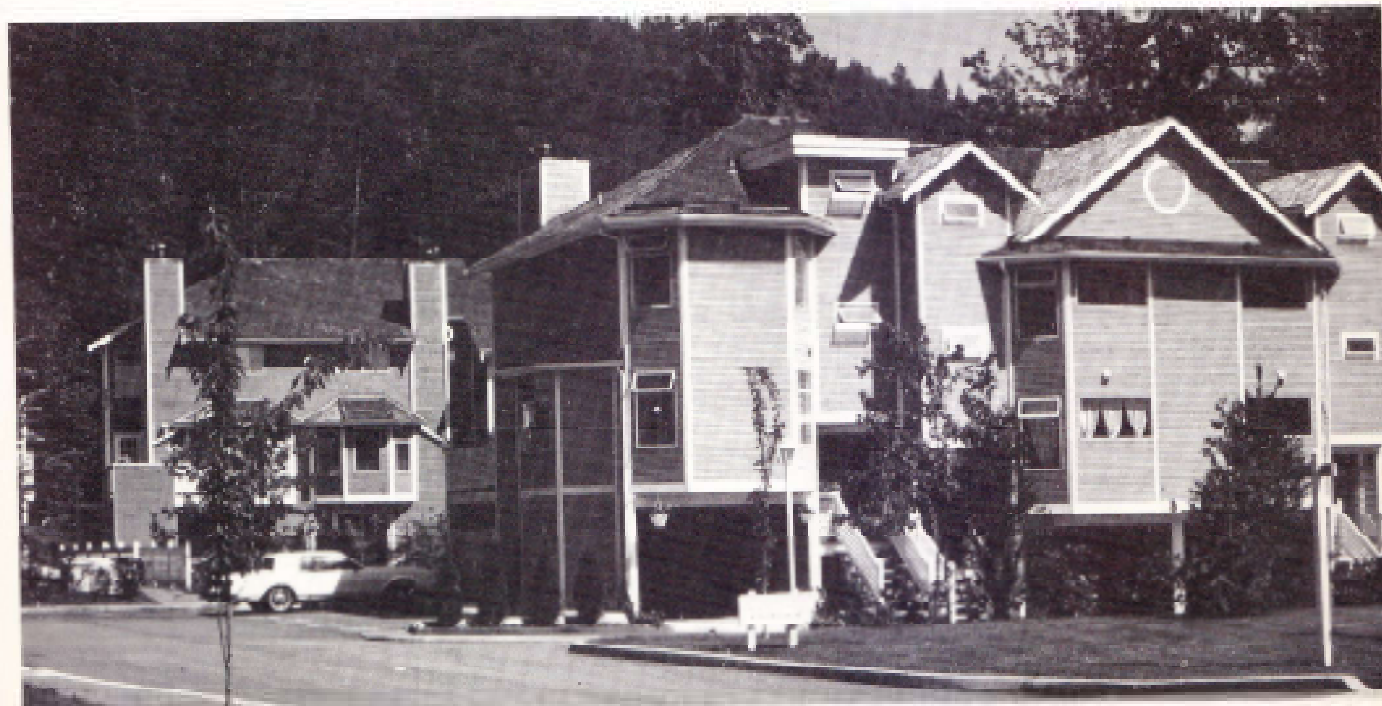
- the consideration of the Municipality as four inter-related sectors. Within each of these sectors a town centre focus and related higher density development exist. Each sector offers a range of residential opportunity such that, as household needs change over time, housing alternatives with familiar environments are available "close to home"
- a series of proportionately scaled multi-family/commercial centres, each having a designated residential role
- Metrotown, as Burnaby's town centre, provides the potentially largest concentra-

tion of multi-family accommodation within the Municipality

- a series of group housing development areas intended to provide an additional form of ground-oriented accommodation
- an emphasis on the preservation of the low density suburban character of the major single and two-family residential areas with limited opportunity for small lot development, when compatible with existing development
- a limited opportunity for single-family development within Burnaby in a semi-rural setting in the Big Bend Area, generally on one acre parcels.

THE FUTURE

Population and dwelling unit projections based on the proposed framework indicate a reduced growth rate for the Municipality in the period 1981-2001, with a projected population of up to 163,000 by 2001, accommodated within approximately 73,500 dwelling units. These figures indicate an average annual net increase



of population and dwelling units of 1,320 and 1,045 respectively in the twenty year period, 1981 to 2001.

By 2001, the composition of the municipal housing stock will be different. In 1981, single and two-family units accounted for about 59 percent of the total units while apartments comprised 36 percent. By 2001, municipal projections indicate that single and two-family dwellings and apartments will each represent about 45 percent of the total housing stock. These projections reveal the Municipality will contain a total of 34,400 multi-family apartment units by 2001, accounting for about 74 percent of net housing growth in the Municipality between 1981 and 2001.

In relating the residential framework to projected population and dwelling unit growth in the period 1981-2001 to 6 municipal sub-areas, there is considerable variation in the population and household growth rates for each. Three of the areas (sub-areas 2, 3 and 5) account for 80 percent of the net population

growth for the Municipality. The same three areas account for just over 70 percent of the Municipality's projected net increase in households. West Central Burnaby (sub-area 3) is projected to have the single largest net increase in population and dwelling units (32 and 33 percent respectively) primarily resulting from the ongoing apartment development in Metrotown.

The actual and projected percentage shares of total population and dwelling units by the six municipal sub-areas in 1981 and 2001 are shown below.

Percentage share of total population and dwelling units by Municipal sub-areas, 1981 and 2001

| | 1981 | | 2001 | |
|----------|------------|----------------|------------|----------------|
| Sub-area | Population | Dwelling units | Population | Dwelling units |
| 1 | 22.0 | 20.8 | 19.7 | 18.7 |
| 2 | 20.8 | 19.9 | 21.6 | 20.4 |
| 3 | 18.5 | 23.0 | 20.8 | 25.9 |
| 4 | 14.1 | 12.3 | 13.1 | 10.9 |
| 5 | 14.9 | 15.3 | 15.9 | 15.8 |
| 6 | 9.7 | 8.7 | 8.9 | 8.3 |
| TOTAL | 100.0 | 100.0 | 100.0 | 100.0 |



By 2001, Burnaby will have reached approximately 89 percent of its dwelling unit capacity under the framework policies. 2001 is only 14 years away. The fact that the Municipality will be 89 percent residentially developed at that time suggests that residential opportunities are not a pressing problem in the short and medium term, but would be of increasing concern in the longer term - especially if policies remain unchanged. This will be unlikely given that regular policy reviews will be undertaken as circumstances and trends change over time.

COMMERCIAL

THE CONTEXT

During the past decade, nearly two-thirds of Greater Vancouver's employment has been in the commercial sector - the type of employment accommodated mainly in office or retail floorspace. Additionally, the amount of floorspace per office or retail worker has increased. Consequently there has been a near doubling of commercial floorspace within the Region since 1971 to almost 100 million square feet.

Within the Municipality of Burnaby, the growth of its total commercial floorspace inventory has been as notable and has the following characteristics:

- In 1974, the total for the Municipality was approximately 2.25 million square feet or 3.0 percent of the regional inventory. By 1986, this figure had increased to approximately 9.7 million square feet or about 9 percent of the regional total and approximately 20 percent of the commercial floorspace in the Region located outside of the City of Vancouver. Of this amount, 4.7 million square feet or 48 percent was classified as office and 5.03 million or 52 percent as retail.
- In 1985, there were over 1,250 buildings in the Municipality with an office and/or retail component. Of these commercial units 52 percent were under 2,500 square feet and 75 percent under 5,000 square feet. This illustrates the extent of the smaller scaled facilities needed to service the local residential and business communities.

Commercial development is expected to play an important role in the future growth of the Municipality. Some of the more significant anticipated trends and influences affecting Burnaby include:

- the continuing trend toward a service orientation of the regional economy will provide emphasis for commercially-related employment and development
- Burnaby's share of total regional town center office and retail space will continue to rise to the extent that Metrotown will emerge as the largest commercial centre outside of the City of Vancouver
- the proportion of office space accommodated within office buildings will rise relative to non-office building increases
- the proportion of retail space within shopping centres will rise relative to non-shopping centre increases
- the proportion of office floorspace accommodated within larger scale office buildings (in excess of 100,000 sq. ft.) will steadily rise and likely exceed 75 percent of all office space located in office buildings by 2001



- a continued demand will exist for high quality, suburban business park centres primarily oriented to smaller, corporate headquarter facilities
- a growing demand for increased office and retail facilities within industrial development areas either as principal or accessory uses
- the demand for local resident serving, convenience and personal service office and retail outlets will be held to a moderate level in view of the more modest population growth projected over the next 15 years
- an expected continued growth in the tourism industry within the Lower Mainland resulting in an increased demand for tourist related services and facilities within the Municipality.

COMMERCIAL GOAL

GOAL - COMMERCIAL OPPORTUNITIES
To provide for office and retail opportunities which:

- *meet the market and service needs of the general and business communities, and*
- *Increase the overall commercial self-sufficiency of the Municipality*

In considering future commercial needs for Burnaby, one could assume a relationship between the projected population for the Municipality and prevailing regional commercial floorspace per person ratios. Under such an assumption, an additional 2.2 million square feet retail floorspace and 1.3 million square feet of office floorspace could be expected by 2001. The actual amount developed will undoubtedly exceed these population derived figures, as the Municipality in general, and Metrotown in particular, assume a larger regional role in terms of their office and retail components. This growth trend relates to:

- a demand for a fuller range of commercial services as the Municipality continues to urbanize
- a demand for those urban-oriented commercial facilities and services previously only largely available outside the community
- a demand for greater convenience to various levels of commercial facilities and services
- commercial development generally benefitting from proximity to other reinforcing land uses and market and service areas.

In summary, the availability of a range of varied, yet structured, retail and office development opportunities, is the cornerstone of the commercial framework. This framework will provide a basis for directing and assuming new commercial opportunities to ensure that they meet both local and regional development objectives.

DIRECTIONS

The directions made relating to the commercial framework include the following:

- accommodation of an expanded range of region-serving retail and office uses to help increase services and facilities available locally and assist employment and tax base growth in Burnaby
- the continued use of a commercial core hierarchy ranging from Metrotown to the neighbourhood centre in providing retail and office opportunities consistent with the intended roles of each
- a focusing of the most comprehensive and highest density office and retail developments within the Metrotown area in keeping with its intended role as the dominant commercial focus for the Municipality



- an orientation of higher order commercial development in conjunction with apartment facilities to benefit from the mutual reinforcement each use provides
- accommodation of a restricted number of centrally located, high amenity suburban office centres which offer an alternative choice to Metrotown or town centre locations
- the accommodation of regional shopping uses to be restricted to the top end of the commercial hierarchy, namely Metrotown and the Lougheed and Brentwood Town Centres with the most significant retail complex to be ultimately developed within the Metrotown core area in keeping with its intended Regional Town Centre function
- the continued use of established commercial arterials in providing an important function in the overall supply of retail and office services and facilities in the Municipality
- continued provision for commercial facilities as an accessory to industrial uses, but within defined limits
- provision for and encouragement of the development of services and facilities that will help attract regional visitors to the Municipality.

THE FRAMEWORK

The commercial framework as summarized is intended to meet the needs of the Municipality over the next 10 to 15 years.

The framework incorporates the following principal components:

Commercial Core Hierarchy

Each centre in the hierarchy is expected to provide appropriate services and facilities to its surrounding population. The larger centres are expected to provide more services to a larger population whereas a smaller centre is expected to provide fewer services to a smaller and more immediate population. Each centre may also provide the services of the successively lower order centres for the immediately surrounding service area. The existing and adopted commercial core hierarchy concept which has guided development for some years is still considered valid and ranges from neighbourhood centres (the most suburban and least intense) to community centres, district centre, sector town centres, to Metrotown (the most urban and most intense).

Presently, approximately 33 and 71 percent of total municipal office and retail floorspace is accommodated within the hierarchy areas.



| | | COMMERCIAL DEVELOPMENT AREA/TYPE | INTENT OF CENTRE/USE | | | | | | | | GENERALIZED DEVELOPMENT CHARACTERISTICS | | | |
|---------------------------|---------------------------|----------------------------------|--|--------------------------|-----------------------------------|---------------------------|-------------------------------|--------------------------------------|--------------------|----------------|---|---|--|--|
| | | | Primary Commercial Centre for Municipality | Serves Regional Sub-Area | Serves as Municipal Sector Centre | Serves Municipal District | Serves Several Neighbourhoods | Convenience Centre for Adjacent Area | Office Park Centre | Transition Use | Accessory Use | Urban Most Highest Highest Largest Largest Structured | — Character — — Diversity — — Density — — Building — Height — Building — Size — Project — Scale — Parking — | Suburban Least Lowest Lowest Smallest Smallest Surface |
| Commercial Core Hierarchy | METROTOWN | • | • | • | • | • | • | | | | | | | |
| | Town Centres | | • | • | • | • | • | | | | | | | |
| | District Centre | | | | • | • | • | | | | | | | |
| | Community Centres | | | | | • | • | | | | | | | |
| | Neighbourhood Centres | | | | | | • | | | | | | | |
| Other | Suburban Business Centres | | | | | | | • | | | | | | |
| | Commercial Arterials | | | | | • | • | | | | | | | |
| Industrial | Office (M5 only) | | | | | | | | • | | | | | |
| | Ancillary Office/Retail | | | | | | | | | • | | | | |
| | Service Centre | | | | | | • | | | | | | | |
| COMMERCIAL FRAMEWORK | | | | | | | | | | | | | | |

COMMERCIAL FRAMEWORK

Suburban Business Centres

The Municipality as a matter of policy has provided an extended range of office development opportunities, beyond that offered in the commercial/multi-family centres to meet the need for centrally located, high amenity suburban business centres which offer alternative choices to a downtown or town centre location. These alternative suburban locations have been restricted in number to two - each of which has immediate access to the freeway and specific development criteria that reflects their suburban and complementary office development function relative to the established commer-

cial/multi-family centres hierarchy. These two areas are known as the Central Administrative Centre and the Willingdon/Freeway Centre.

Commercial Arterials

Some of the Municipality's earliest service commercial uses were established on arterial routes such as Hastings Street and Kingsway. These uses are well established with some having been incorporated as components within the Municipality's commercial centres hierarchy. For the purposes of this section, commercial arterials refer to only those portions of design-

nated arterials not included within the commercial center hierarchy.

The commercial arterials provide a useful and important function in the overall supply of retail and office services and development opportunities in the Municipality. In most instances, the individual facilities are at the smaller end of the spectrum providing locational opportunities for new establishments, or for those which do not desire or cannot afford space within a larger shopping centre or office complex.

Office and retail floorspace accommodated within the commercial arterials is presently about 6 and 12 percent respectively of the total municipal floorspace.

As a general objective, there is a desire to achieve a progressive quality improvement of these commercial arterials through the redevelopment and infill process with particular emphasis on the interface with adjacent residential areas, off-street parking, consolidation of improved development sites, improved and safer access and egress points and overall project design, orientation and aesthetics.

An underlying theme associated with the commercial arterials are their generally small-scale, lower density and auto-oriented form of development. This approach will be maintained as more intensive redevelopment along arterials is not warranted from an overall community needs or structural viewpoint. Further concentrated, high profile retail uses are to be focused within designated commercial core areas where supporting uses and parking and traffic improvements can be focused.

Industrial Areas

Retail and office uses are accommodated within industrial areas either as outright permitted or accessory uses and account for 12 and 32 percent respectively of total municipal retail and office floorspace. These defined retail, office and service commercial uses fulfill an important and necessary role in providing the wide range of commercial uses required by the community

and are included as a component of the commercial framework. Provision is also made for the establishment of locally oriented commercial centres within industrial areas. A final, more specific commercial use accommodated within the framework relates to office development, as a principal use, under the M5 (Light Industrial) zoning category. This use is incorporated principally as a transition use between heavier forms of industry and adjacent arterials and/or non-industrial land uses.

It is considered likely that pressures for new forms of retail and office development within non-commercial areas will occur, particularly within lower cost industrial lands. While the Municipality will assess such market-wide trends on an objective basis, there will also be an ongoing need to ensure that these will not be prejudicial to the overall commercial structure of the Municipality. Items for review should include:

- the extent to which, and under what conditions, office development should continue to be accommodated as an outright permitted industrial use
- a clearer definition of accessory office and retail uses to ensure that these do not become excessive and disrupt the commercial centres' structure over time
- a review of outright permitted retail uses in industrial zones to ensure that they are industrially related because of their particular nature or size and that certain of these would not be better accommodated in other commercial areas
- a clearer definition of "wholesaling" as an industrial use to clearly distinguish it from a general retailing activity.

THE FUTURE

As a general rule, the growth of commercial services in a community has a close relationship with the growth of its population base. One of the most notable characteristics of the

Municipality's anticipated growth in the next 15 years will be its higher growth rate in major retail and office development relative to its more modest projected population growth. This recognizes an increasingly larger region serving role over and above those facilities required to service the local population base. Major retail and office initiatives recently completed and prepared within the Metrotown area are representative of this trend.

The future will also bring considerable office and related employment expansion within the

suburban office park centres in the Central Administrative Area and the Willingdon Business Centre area. It is anticipated that these areas will be particularly attractive to smaller, corporate headquarter facilities.

There will be an ongoing need to monitor changing trends and forms of office and retail development in the future to ensure the continuing appropriateness of the framework.

TRANSPORTATION

CONTEXT

Historically, transportation facilities in the Municipality and the Metropolitan Region have played an important role in the development pattern of the Municipality. While the earliest road links (Kingsway, Hastings/Douglas Road) were important to this development process the substantial residential development during the inter-war period was the result of the availability of public transportation particularly the inter-urban tram lines.

After the second world war, the rapid increase in private car ownership enabled the suburbanization process to accelerate. The increases in private car usage were compounded by a corresponding decline of public transit popularity and public investment. Thus, as public transit demand was decreasing, the pressure for increased road capacity was increasing.

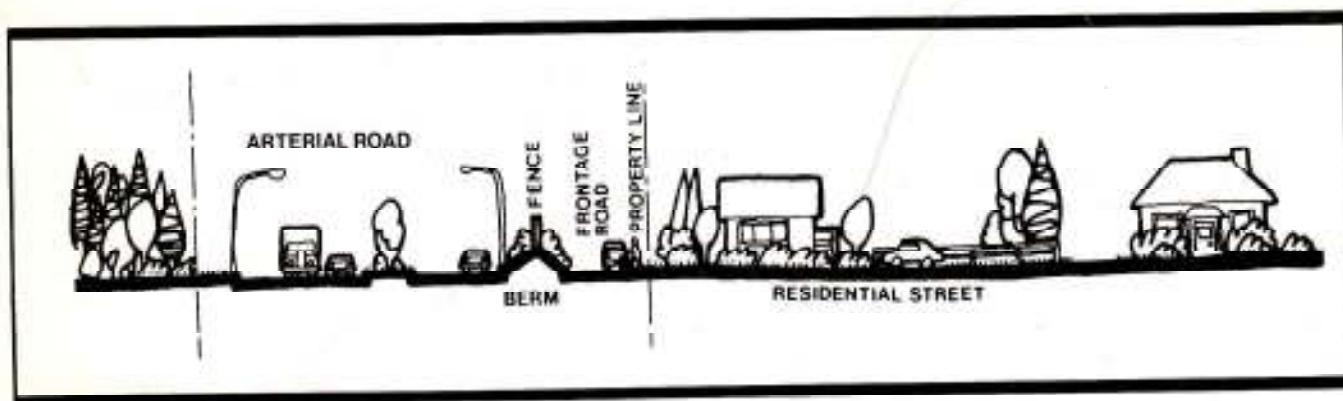
The provision of extra road network capacity served to stimulate further growth in demand

and to create further pressure for adding to road network capacity. By the late 1960s, it was becoming increasingly apparent that continuing expansion of the regional road network capacity as the sole solution was not appropriate or desirable. The introduction of new arterials and freeways into existing built up residential areas was found to be socially unacceptable, as well as expensive. Despite the marked reduction in new arterial construction in built up areas, the process of urban development and travel demand has continued to grow on an increasingly congested network.

The urban transportation problem is primarily a peak hour phenomenon largely attributable to the journey between home and work. As peak traffic volumes approach road system capacity, the level of congestion as measured by travel delay increases exponentially. Commuters typically try to accommodate increasing congestion by altering their routes. This results in a balanced build up of congestion on the arterial network. As the arterial network becomes increasingly congested some commuters find it expedient to short cut through residential areas on streets that are not intended or suited for "through" traffic. When alternate routes are not available queuing takes place. With longer delays the congested peak is spread out in time. The presence of congestion not only affects commuter traffic, but also tends to deter journeys for other purposes; decreases the attractiveness and efficiency of bus transit; and increases the cost of commercial road transportation.

As an inner-suburban Municipality in a large metropolitan area, it is not unexpected that Burnaby experiences a substantial "through" commuter movement. The problem is compounded by Greater Vancouver's geography. This results in the large commuter movement from east of the Burrard Peninsula entering and leaving Bur-





among the various levels of government and the private sector:

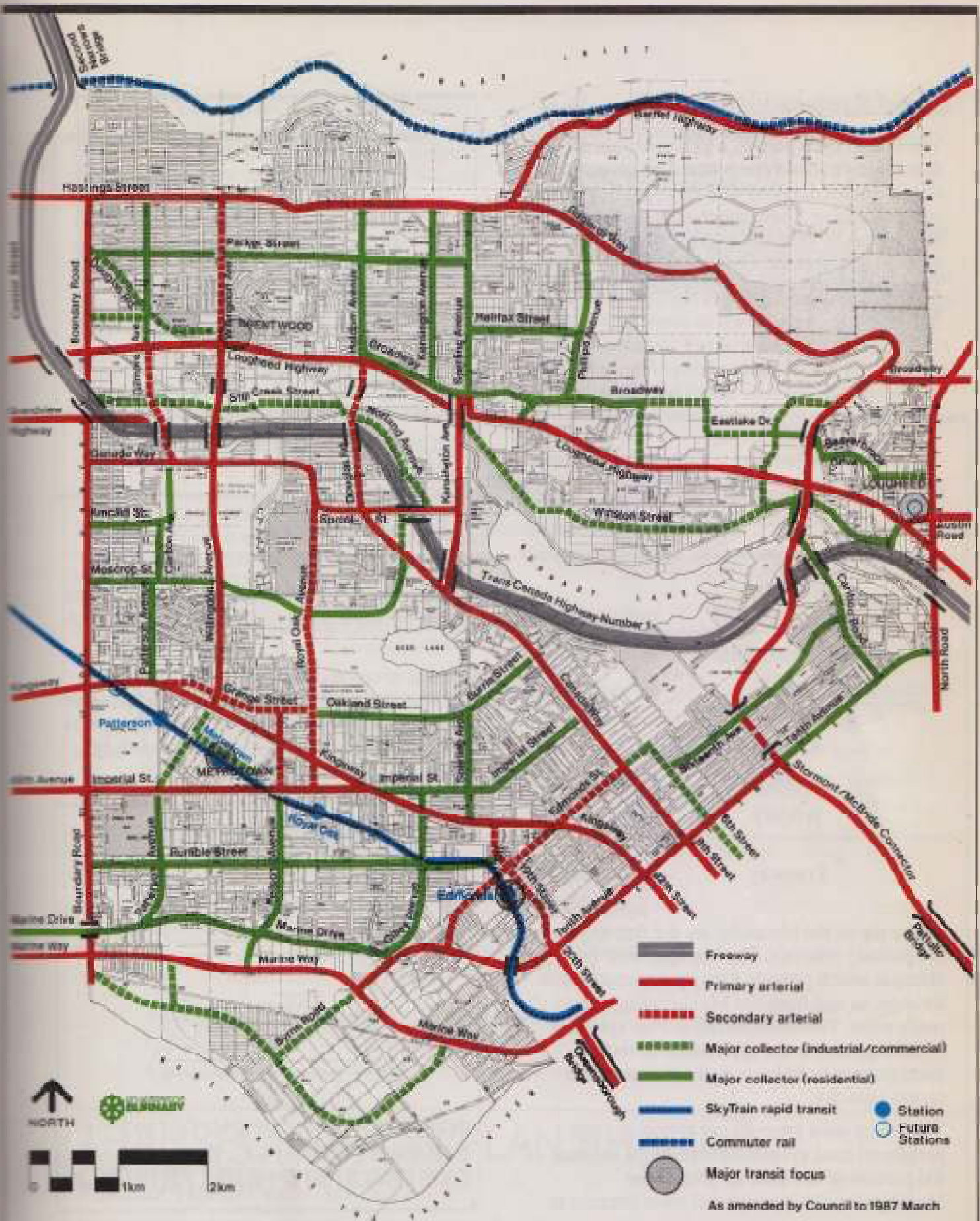
- Federal (e.g. railways, freeway, navigable waters)
- Provincial (e.g. SkyTrain, bus system, highways)
- Municipal (e.g. municipal roads, bikeways, parking)
- Private (e.g. pipelines, taxis, trucking companies, railways)
- recognition that the private automobile will be the dominant form of personal travel for the foreseeable future despite incremental improvements to and support of the public transit system
- that there are benefits in organizing a road plan around a road hierarchy to reflect the different road service functions within the Municipality
- protection of the livability of residential neighbourhoods from arterial traffic to the extent possible under prevailing circumstances
- recognition that there are considerable benefits from a phased and systematically linked approach to road and transit im-

provements

- recognition that a concurrent road and transit improvement program is preferable to a concentrated and long term commitment to only one of the modes
- recognition that there is limited opportunity and public acceptance for providing new additional arterial routes in the built-up areas of the Region and the Municipality
- recognition that with increasing road traffic congestion there will be increasing consequential economic and social costs.

THE FRAMEWORK

The adopted Burnaby Conceptual Transportation Plan as shown incorporates the two key elements of the Transportation Plan - the road and public transportation systems. The framework also recognizes a role to be played by the private sector in the provision of a comprehensive transportation system.



BURNABY CONCEPTUAL TRANSPORTATION PLAN

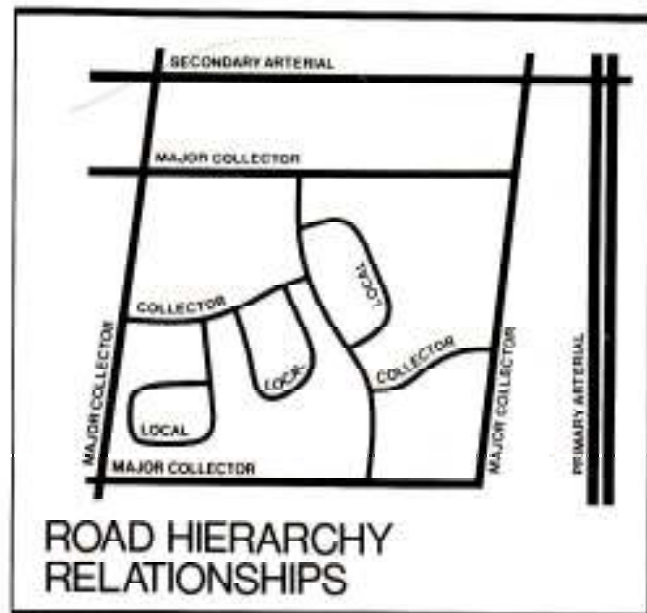
Road System

The O.C.P. incorporates a balanced approach to developing a road system based on construction of new routes together with an upgrading of existing facilities. These improvements are based on a hierarchy of roads as presented in the adopted and updated **Comprehensive Transportation Plan for Burnaby**. These are as follows:

| Road class | Typical pavement width |
|-------------------------------|------------------------|
| Local | |
| residential (single family) | 28' curb to curb |
| residential (multiple family) | 36' curb to curb |
| industry/commercial | 46' curb to curb |
| Collector | |
| minor residential | 36' curb to curb |
| major residential | 36' curb to curb |
| major industrial/commercial | 46' curb to curb |
| Arterial | |
| secondary | 46' curb to curb |
| primary | 60+ ' curb to curb |
| Freeway | |
| | according to design |

At the top of the hierarchy are the freeway and the primary arterials. The key east-west primary arterials which provide a major commuter flow through, to and from the Municipality largely already exist. The Transportation Plan specifies widenings and/or the application of traffic management techniques to these routes to increase capacity.

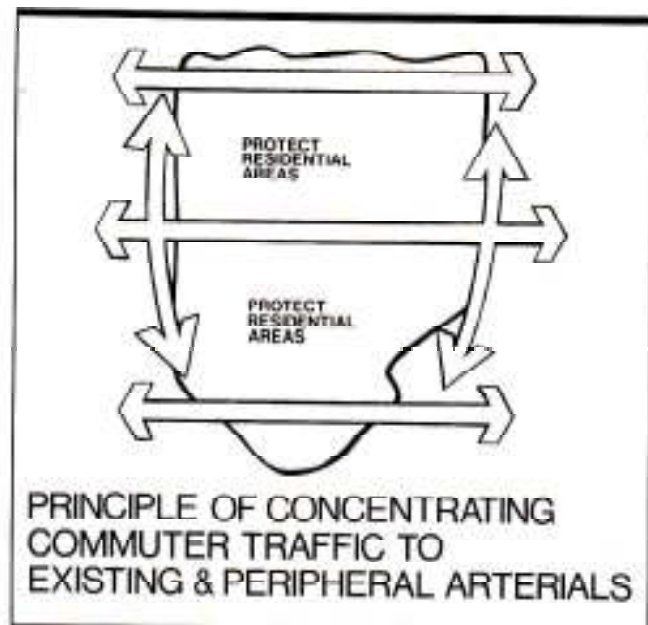
These east-west arterials are to connect to a peripheral road system surrounding a substantial portion of the built up area of the Municipality. This peripheral route concept is



to help balance and distribute flows on east-west arterials and minimize through traffic movement on the non-arterial network.

Intra-municipal travel demand is assisted by the system of major residential and commercial collectors.

In terms of commercial traffic, the Transportation Plan has established a direct relationship between the arterial road network and truck routes by the designation of primary and secondary arterials for that function.



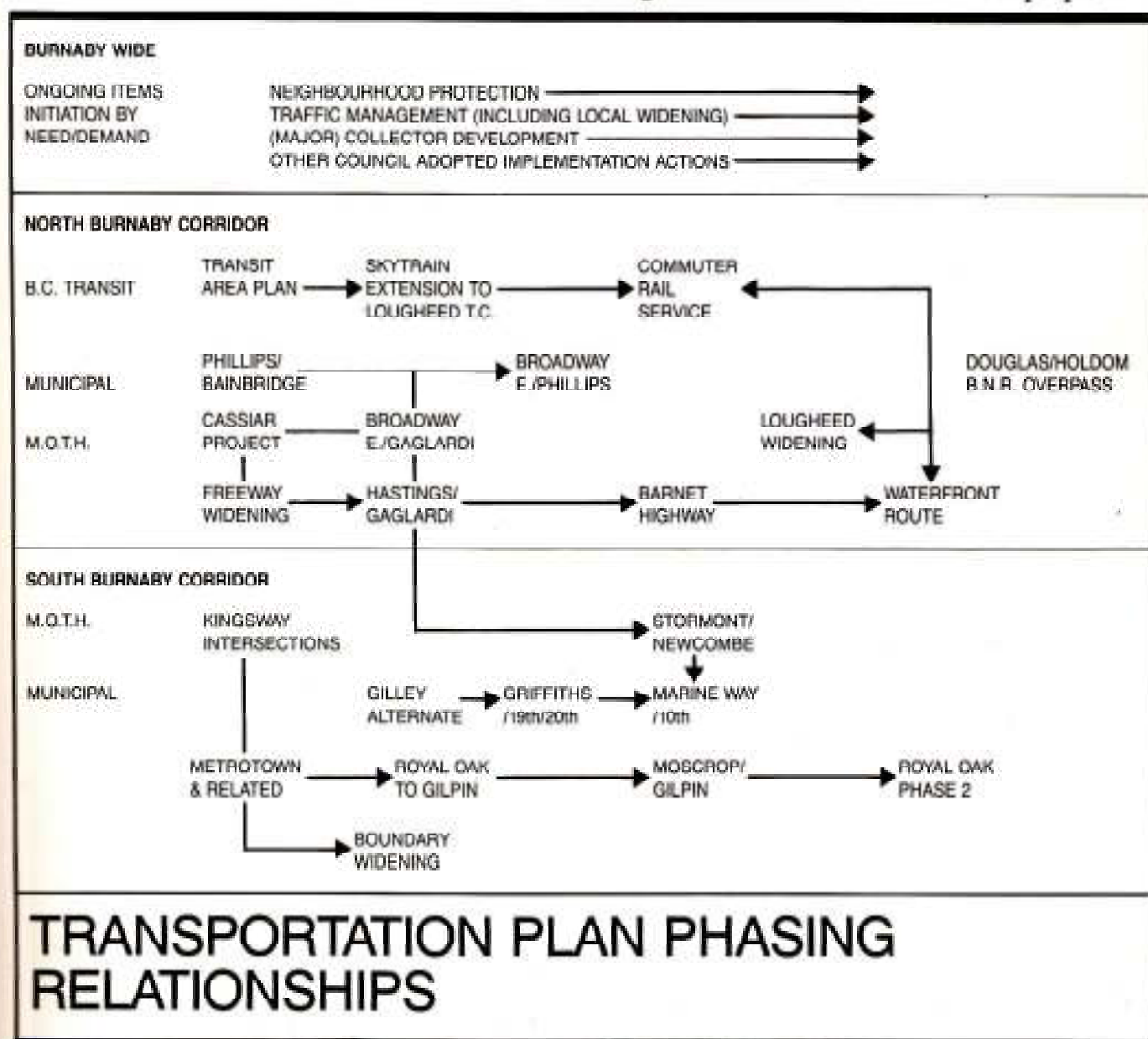
The Ministry of Transportation and Highways and the Municipality share jurisdictional responsibility for different components of the major roads network. The Ministry's primary concern in Burnaby is related to the sufficiency of east-west arterial roads particularly as related to those routes under the Ministry's jurisdiction.

The proposed implementation improvements as related to the Transportation Plan are categorized under BC Transit, Provincial and Municipal responsibility. This schedule is used to assist the capital budgeting process. It is

based on a phased and linked approach to major road improvements as schematically shown.

Public Transportation

The Comprehensive Transportation Plan places major emphasis on the development of public transportation services in the Municipality. This recognizes that good public transit is a necessity if the travel needs of the whole community are to be addressed. The Transportation Plan also recognizes that public transit will have to play a larger role in the future movement of people in



| CORRIDOR | TYPE | FROM | TO | 1987 | 1988 | 1989 | 1990 | 1991 |
|--|------------------|---------------|---------------|------|------|------|------|------|
| A. PROJECTS CONSIDERED A B.C. TRANSIT RESPONSIBILITY | | | | | | | | |
| A.1 North Burnaby | Area Plan | | | | | | | |
| A.2 Longer Term Projects - Subject to Further Study | | | | | | | | |
| Skytrain | Extension | | Lougheed T.C. | | | | | |
| C.P. Rail | Commuter | N.E. Sector | Downtown | | | | | |
| B. PROJECTS CONSIDERED A M.O.T.H. RESPONSIBILITY | | | | | | | | |
| B.1 Traffic Mgmt. and Widening of Congested Intersection Approaches | | | | | | | | |
| Kingsway | | Boundary | 10th Ave. | | | | | |
| Lougheed | | Boundary | North Rd. | | | | | |
| Canada Way | | Kensington | 10th Ave. | | | | | |
| Hastings | | Boundary | Inlet Dr. | | | | | |
| 10th Ave. | | McBride | Kingsway | | | | | |
| Grandview | | Boundary | Freeway | | | | | |
| B.2 Major Road Projects | | | | | | | | |
| Freeway | Widening | Stormont | Grandview | | | | | |
| Hastings/Gaglandi | New Link | Inlet Dr. | Centennial | | | | | |
| Stormont/McBride | New Link | McBride | Freeway | | | | | |
| Broadway | Widening | Gaglandi | North Rd. | | | | | |
| Kensington | Widening | Sprott | Freeway | | | | | |
| Sprott | Widening | Kensington | Freeway | | | | | |
| B.3 Longer Term Projects - Subject to Further Study | | | | | | | | |
| Lougheed | Widening | Boundary | North Rd. | | | | | |
| Barnet | Widening | Inlet Dr. | St. Johns | | | | | |
| 10th Ave. | Widening | McBride | 20th Street | | | | | |
| Waterfront Plc. | New Link | Inlet Dr. | 2nd Narrows | | | | | |
| C. PROJECTS CONSIDERED A BURNABY RESPONSIBILITY | | | | | | | | |
| C.1 Traffic Mgmt. and Widening of Congested Intersection Approaches | | | | | | | | |
| C.2 Major Road Improvements | | | | | | | | |
| Metrotown Related Projects | | | | | | | | |
| S. Beresford | Improvement | Patterson | Dow | | | | | |
| S. Beresford | Widening | Royal Oak | McPherson | | | | | |
| Bonsor | Improvement | Central Blvd. | Bennett | | | | | |
| Boundary | Widening | Thurston | Fraser | | | | | |
| Central Blvd. | New Link | Oliver | Willingdon | | | | | |
| Grange | Intersection | Royal Oak | Kingsway | | | | | |
| Hazel | New Link | McMurray | Nelson | | | | | |
| Kingsborough | New Link | McKay | Willingdon | | | | | |
| Kingsborough | New Link | Wilson | Willingdon | | | | | |
| Kingsway | Intersection | Patterson | Imperial | | | | | |
| Kingsway | Intersection | Boundary | 10th | | | | | |
| Nelson | Improvement | Imperial | Grange | | | | | |
| McKay | New Link | Kingsway | Grange | | | | | |
| Moscrop/Gilpin | New Link | Wayburne | Deer Lake Pl. | | | | | |
| Royal Oak | Improvement | Canada Way | Grange | | | | | |
| Wilson | New Link | Kingsway | Grange | | | | | |
| Marine Way/10th & Stride Area Related Projects | | | | | | | | |
| Byrne/Edmonds | New Link | Marine Way | 19th | | | | | |
| Edmonds | Widening | Kingsway | 19th | | | | | |
| Griffiths/19th | Improvement | Kingsway | 10th | | | | | |
| Marine Way/10th | New Link | Byrne/Edmonds | 10th | | | | | |
| Big Bend Area Projects | | | | | | | | |
| Byrne Road | Widening | Marine Way | Fraser Park | | | | | |
| Big Bend Loop | New Link | Marine Way | Marine Way | | | | | |
| North Burnaby Projects | | | | | | | | |
| Gilmore | Widening | Lougheed | Sill Creek | | | | | |
| Phillips/Bainbridge | Improvement | Lougheed | Montecito | | | | | |
| Broadway | Improvement | Underhill | Phillips | | | | | |
| BNR Overpass | New Link | Douglas | Holdom | | | | | |

BURNABY COMPREHENSIVE TRANSPORTATION PLAN IMPLEMENTATION

and through the Municipality, given the ultimate capacity limitation of the major road network in Burnaby and the Burrard peninsula. Accordingly, the plan has incorporated proposals for rapid transit, commuter rail and improved bus transit.

The reorganization of bus transit routes was central in the development of the Comprehensive Transportation Plan and has been planned on the basis of two integrated service plans for North and South Burnaby respectively. The service plans reflect a "transit focus" concept incorporated in the Transportation Plan for locating strategically placed transit interchanges to which bus routes would converge. This relates to the four designated Town Centre areas of the Municipality.

An integrated part of the public transportation system in Burnaby is the SkyTrain with existing stations at Patterson Avenue, Metrotown, Royal Oak Avenue and Edmonds. A fifth future station is proposed at Kingsway. The integration of the SkyTrain stations with the overall bus system has become an important factor in the provision of public transportation.

For the future, the Transportation Plan also accommodates the potential provision of commuter rail along the existing Burrard Inlet foreshore CPR right-of-way.

A recent study by BC Transit has identified the potential desirability of extending SkyTrain to Lougheed Mall via an alignment using the Edmonds, or a nearby, corridor. The Municipality



will be assessing the ramifications of this proposal in relation to community needs, impacts and objectives.

Private Sector Facilities

The private sector contributes significantly to the overall provision of transportation services and facilities. In Burnaby, these services and facilities include railways, pipelines, ocean and river terminals, taxis, vehicle rentals, couriers, trucking, tour bus and parking lot operations. The role that each of these, as well as any others, should play in the future will be reviewed as conditions and needs dictate in relation to overall community objectives.

THE FUTURE

The Municipality's primary transportation problem is road traffic congestion. Congestion is the result of travel demand exceeding or approaching road network capacity. A consequence of congestion on the arterial routes is the diversion of commuter traffic to residential streets which are not intended and not suited for this use.

In the future, as the Region grows, so too will travel demand and the level of and extent of congestion within Burnaby even with the road improvements as proposed within the Transportation Plan implementation schedule. The latter will occur because of a limited ability and public acceptance for providing new additional arterial routes in the built up areas of the Municipality. The Transportation Plan sees a balanced strategy of increased use of public transit and incremental road improvements to address this anticipated increase in congestion. Even so, it is anticipated that there may be additional capacity required to manage congestion in North Burnaby suggesting the need to further review the desirability of incorporating a proposed Burrard Inlet waterfront road within the Transportation Plan.

The road improvements in Burnaby will be those specified in the Comprehensive Transpor-

tation Plan and outlined in the general implementation schedule. Any other improvements that may be proposed in the future would have to be incorporated into the Municipality's Transportation Plan.

Commuter Rail when built and SkyTrain, more so if the latter is extended, will have a significant impact on travel patterns, influencing where people live and work. The fullest benefit of rapid transit will be realized through land use changes related to the proposed system of Regional Town Centres including Burnaby Metrotown. These centres will contribute to a decentralization process that over time will reduce the dependency of downtown Vancouver as the Region's single major employment centre and activity focus.

While significant elements of the Transportation Plan have been implemented - most notably the SkyTrain System - the implementation has not proceeded at the pace as originally foreseen. Fortunately, the rate of growth of travel demand has also been less than was forecast. As the major circumstances that existed and were foreseen at the time the plan was developed continue to be valid, so too the plan itself continues to be the most appropriate response to those conditions and circumstances. This is not to say that the plan is inflexible, but rather that its framework is sound and able to accommodate change. The adopted transportation policies are the cornerstone to transportation planning in Burnaby and have become a recognized standard for the community.

THE NEXT STEPS

Like most major metropolitan areas, Greater Vancouver is faced with addressing and accommodating the needs of an increasing population. The regional community is a diverse one with individual Municipalities having a mandate to define their own set of values in relation to their future development. This O.C.P. defines those values for the Municipality of Burnaby. It establishes goals, programs and land use frameworks capable of dealing with change. It establishes directions for accommodating future physical, economic and social change recognizing that we have to consciously continue to manage our future rather than merely let things happen. The directions recognize a variety of important factors as well as a number of required next steps.

Firstly, Burnaby as a key member of the regional community recognizes that certain issues cannot be resolved within individual municipal boundaries. Continued co-ordination and cooperation within the Region concerning land use planning, transportation, social planning, environmental and other related matters will be required.

Secondly, with social issues growing increasingly complex and inter-related, the Municipality recognizes that it will need to consistently improve its social planning network to adequately respond to these issues. Two ways of achieving this objective have been identified: establishing staff working groups and possibly at a later date forming a Social Planning Advisory Committee with representation from Council, the public and outside agencies. Council adoption of the O.C.P. will provide staff and outside agencies with a revised social perspective for addressing decisions concerning land use, facilities and services. An identified early social planning priority is the development of a comprehensive special needs housing policy and strategy for the Municipality.

Thirdly, with slowed regional economic growth, it will be increasingly important to compete for economic activities which will help provide meaningful employment and a high standard of living for the community. The O.C.P. identifies a commitment to pursue an active role in facilitating orderly economic growth. Specific next steps include; developing an Economic Development Strategy based on the identified strengths of the Municipality; completion of a comprehensive industrial development opportunities catalogue; upgrading of the municipal statistical data base; continued use of available economic development funding and assistance programs; and a review of the Municipal Zoning Bylaw to ensure that it adequately reflects the desired economic development objectives of the Municipality.

Fourthly, the O.C.P. recognizes the benefits of having specific land use plans and other development guidelines available on a comprehensive and consolidated basis. It therefore has been proposed that a series of updated and clearly presented industrial area guide plans be prepared and consolidated in a manner similar to those available for apartment and community plan areas. In addition, there is a need to complete community plans for Metrotown, the Oakalla lands, the lands surrounding the Edmonds and Royal Oak SkyTrain stations, and the Cariboo Hill residential development area that are consistent with the goals of this O.C.P. The Municipality will be monitoring and evaluating a proposal to extend the SkyTrain System to the Lougheed Town Centre via a yet to be defined Edmonds corridor. Continued efforts will be needed to advance the various transportation initiatives proposed to facilitate orderly land development in the Municipality. This will require commitments to road and public transit improvements consistent with the

implementation schedule prepared by both the Municipality and the Province. Early attention is needed to revise the public transit plan for North Burnaby. In view of the Regional Town Centre and industrial growth roles of Metrotown and the Big Bend respectively, broadly based infrastructure improvement programs will be continued in those areas. Specific initiatives in Metrotown will include the completion of the Bonsor Leisure Centre complex and establishment of a major resource library and public square with provision for an adjacent performing arts theatre and art gallery.

Fifthly, it is recognized that continued vigilance will be needed to ensure that the quality of the urban environment remains high and hazards to people and property are kept to a minimum. The Municipality will be continuing and refining its program to reverse the gradual deterioration of the Deer Lake water quality and participate in the Fraser River Estuary Management Program. It will be developing a comprehensive set of urban design guidelines for application at the municipal, neighbourhood and site specific levels. The Capitol Hill conservation area boundary is to be redefined with reference to more detailed soil stability information. Burnaby will also participate with other levels of government, the G.V.R.D. and industry on the preparation of a strategy dealing with the movement of dangerous goods throughout the Greater Vancouver area. Environmental protection from arterial routes will continue to be incorporated as an important design component when new arterials are developed immediately adjacent to residential neighbourhoods.

Lastly, it is recognized that as conditions and trends change, there will be a corresponding need for comprehensive updating of this document, as well as its accompanying policy reports and programs. This O.C.P. is to be reviewed and updated on a comprehensive basis every five years with the understanding that it may be necessary to make amendments to the O.C.P. prior to the scheduled review date as conditions dictate. In this event, the proposed amendments will be subject to the same review and approval process as used in the approval of this O.C.P. Implementation documents such as the Parks and Recreation Master Plan, the Parks Acquisition Program, the Burnaby Public Library Strategic Plan and the Burnaby Fire Protection and Control Plan provide policy direction in relation to projected growth and population patterns. Following receipt of detailed information from the 1986 Census, adjustments will be made to the Municipality's population and dwelling unit projections to the year 2001. This revised material will, in turn, be used to update the various policy reports used in implementing the directions outlined in this O.C.P.

The directions provided in this O.C.P. are broad in nature and flexible in application. Once adopted, they will be used to guide public and private agencies and individuals in their multitude of day to day decisions. They will provide stability and predictability in the management of growth and change. They will also guide the creation of an urban environment that accommodates our needs of shelter, movement, recreation and work and establish a sense of place with which each of us can identify and feel at home.