



COMMITTEE REPORT

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2020 September 28

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 71000 20
Reference: Official Community Plan

SUBJECT: OFFICIAL COMMUNITY PLAN AMENDMENT – INSTITUTIONAL SITES
FOR AFFORDABLE HOUSING PROJECTS

PURPOSE: To seek Council authorization for preparation of an amendment of the Official Community Plan's Residential Framework to include designated institutional sites for development for affordable housing projects.

RECOMMENDATIONS:

1. **THAT** Council authorize staff to prepare an amendment to the Residential Framework of the Official Community Plan to include designated Institutional district sites for consideration of affordable housing projects as outlined in *Section 3.0* of this report.
2. **THAT** Council approve staff to prepare the submission of a an Official Community Plan amendment for 3550 Wayburne Drive in conjunction with Rezoning Reference #19-62, as outlined in *Section 4.0* of this report, concurrently with advancement of the associated zoning bylaws to a public hearing, following consideration and adoption of the proposed amendment to the OCP Residential Framework.

REPORT

1.0 PURPOSE

Council at it meeting of 2019 December 2 approved the advancement of Rezoning Reference #19-62 for the construction of 208 market and non-market townhouses on 3550 Wayburne Drive. Review of this rezoning application is proposed to be conducted as a 'pilot' project in conjunction with a City-wide review to identify sites with the potential for gentle densification that are not in line with the Official Community Plan (OCP) land use designation. Council authorized staff to continue to work with the applicant towards preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.

The subject site is currently zoned P2 Administration and Assembly District, and designated Single Family Suburban in the OCP. The required OCP amendment is proposed through the implementation of the recommendations and quick starts approved as part of the Mayor's Task Force on Community Housing. One initiative being advanced toward the implementation of the Task Force's recommendations is to expedite the approvals process for new housing on underutilized sites, such as the subject Institutional site, which would include the consideration of the proposed OCP amendment. Further, more broad based approvals for OCP amendments would require specific policies of Council,

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which would be advanced in future reports related to the implementation of the Mayor's Task Force on Community Housing.

2.0 CITY POLICY FRAMEWORK

The advancement of the proposed Zoning and OCP amendment bylaws aligns with the following goals and sub-goals of the *Corporate Strategic Plan*:

- ***A Connected Community***
 - Social connection – Enhance social connections throughout Burnaby
 - Partnership – Work collaboratively with businesses, educational institutions, associations, other communities and governments
- ***A Healthy Community***
 - Community involvement – Encourage residents and businesses to give back to and invest in the community

3.0 AMENDMENT OF THE BURNABY OCP RESIDENTIAL FRAMEWORK

Council's adoption of the final report of the Mayor's Task Force on Community Housing on 2019 July 17 included a number of recommendations, including the following:

- Develop a plan for introducing new housing forms and family-oriented housing in a variety of neighbourhoods.
- Create a program to facilitate redevelopment of underutilized land for affordable housing.

Staff have undertaken a review of all of the City's Institutional designated sites including, those zoned under the Neighbourhood Institutional District (P1), Administration and Assembly District (P2) and Community and Institutional District (P5). These sites, which number to only 39 properties, and their Institutional designation are currently not designated for this use in the City's Official Community Plan. Instead, the sites represent a lost opportunity as they fall under primarily Suburban Single Family Neighbourhood, and Urban Single and Two Family Neighbourhoods land use designations, which limit the ability to leverage these sites for gentle densities of residential uses to increase opportunities for more affordable housing.

To provide for staff acceptance and consideration of proposals for use of these underutilized sites for residential uses, it is proposed that the Residential Framework of the OCP be amended. This minor amendment would allow for these sites to be considered for low and medium density residential use, with the appropriate OCP residential land use designation, on a case by case basis, through public consultation as part of a Rezoning and Public Hearing process. Each site would be considered on its own merits and the contribution it would make to neighbourhood character, livability and to the affordable housing stock of the City.

With Council's concurrence, staff would prepare an OCP bylaw amendment to adjust the existing Residential Framework matrix that has been adopted as part of Section 6.0 of the Official Community Plan.

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Appendix 1 illustrates the existing OCP Residential Framework. It is noted that Urban Village and Suburban Single Family Neighbourhoods have been identified with the opportunity for “Some” Two Family development identified with an asterisk that states in a note “designation through neighbourhood consultation.”

Appendix 2 illustrates the proposed amended OCP Residential Framework that is being proposed. The existing wording of “Some” would be changed to “Yes”. Two family development in residential development of Residential sites will now be specified in the annotation. The matrix would now include the potential of Two Family, Multiple Low Density and Multiple Medium Density housing development being considered in all Urban Villages, Suburban Single Family Neighbourhood and Urban Single and Two Family Neighbourhoods only for any Institutional site (P1, P2, P5) through neighbourhood consultation as part of Rezoning/Public Hearing, and parallel OCP land use designation amendment. Additionally, it is noted that preference would be given to projects with an affordable housing component. As such, a new annotation clarifying this change has been proposed and distinguished from the existing annotation and its application.

Although the proposed OCP amendment is a modest intervention, it would immediately provide staff with Council and community approval to advance future projects for consideration that meet the objectives of the Mayor’s Task Force on Community Housing recommendations. Additionally, the proposal provides neighbourhoods with the opportunity to be widely consulted and considered in any proposal for an Institutional site that would be advanced for residential development following the stated guidelines. As such, the proposed amendment is recommended for Council approval to develop the required OCP amendment bylaw at this time.

4.0 PILOT PROJECT – 3550 WAYBURNE DRIVE

4.1 Background Information

In October 2019, the Planning Department received a rezoning application (Rezoning Reference #19-62) for 3550 Wayburne Drive (formerly the Gizeh Shriner’s lodge facility) to permit the construction of townhouses consisting of approximately 115 market strata, 70 market rental, and 23 non-market rental units.

Overall, the proposed rezoning request was considered supportable as it is in line with the following residential goals of the OCP:

- providing a varied range and choice of living opportunities through the provision of housing with various unit mix, size and tenure;
- providing opportunities for ground-oriented housing;
- maintaining and improving neighbourhood livability and stability by proposing a high quality development which complements the adjacent residential neighbourhoods, including single family residential to the east, and Greentree Village to the south-west; and,
- increasing the supply of non-market housing.

On 2019 December 2, Council authorized staff to continue to work with the applicant towards the preparation of a suitable plan of development Rezoning Reference #19-62 to construct approximately

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208 market and non-market townhouses. Review of this rezoning application is proposed to be conducted as a 'pilot' project in conjunction with a City-wide review to identify underutilized Institutional District sites. As outlined, a number of these sites exist in Urban Villages, Suburban Single Family Neighbourhood, and Urban Single and Two Family Neighbourhoods that have the potential for gentle densification development that are not in line with their current OCP land use designation.

Following Council's consideration and adoption of the proposed OCP amendment outlined in *Section 2.0*, staff would advance the subject rezoning for Public Hearing concurrent with consideration of an OCP bylaw amendment related to the existing adopted land use. The project will be advanced for public consultation following the standard procedures and Council review.

5.0 CONCLUSION

Council has approved and advanced the recommendations of the Mayor's Task Force on Community Housing through a number of initiatives, projects and new policies. This report outlines an opportunity to initiate another component of the Task Force's recommendations. Expediting the approvals process for new housing on underutilized sites, such as Institutional District zoned sites, increases the number of potential affordable housing projects across the City, and in neighbourhoods that would benefit from more housing choices and forms.

While this report will advance the consideration of the proposed OCP amendment, it also provides background on how the adopted pilot project will proceed. Under this proposal the pilot project will be advanced following review and final approval of the OCP amendment which will provide the policy framework and approval for any future projects. As outlined, each individual development application will be advanced for the consideration of the community and Council through the requisite and concurrent Public Hearing and OCP amendment process to meet Burnaby's commitment to wide public review and neighbourhood consultation.


E.W. Kozak, Director
PLANNING AND BUILDING

JW:sa

Attachments

Copied to: City Manager
Acting City Clerk
City Solicitor

APPENDIX 1

Existing OCP Residential Framework

RESIDENTIAL FRAMEWORK

		Range of Housing Opportunities						
		Neighbourhood Type	Rural Small Holding	Single Family	Single and Two Family	Multiple Low Density	Multiple Medium Density	Multiple High Density
General Characteristics	Typical Zoning	A2	R1, R2, R3 R10, R11	R4, R5, R9	R12	R6, R8, RM1, RM6 RM7, CD	RM2, RM3, CD	RM4, RM5 CD
	Typical Density (Units/acre)	1	6	10	20	10-30	50-60	80-100
	Ground Orientation / Acre	Low	Medium	Medium	High	High	Medium	Low
Location Framework	Town Centres	No	No	No	No	Yes	Yes	Yes
	Urban Villages	No	No	No	*Some	Yes	Yes	Some
	Suburban Multi-Family Community	No	No	No	No	Yes	Yes	No
	Suburban Single Family Neighbourhoods	Yes	Yes	No	No	No	No	No
	Urban Single and Two Family Neighbourhoods	No	No	Yes	*Some	No	No	No
	Rural	Yes	No	No	No	No	No	No

* designation through neighbourhood consultation

APPENDIX 2

Proposed OCP Amendment of Residential Framework

RESIDENTIAL FRAMEWORK

		Range of Housing Opportunities						
		Neighbourhood Type	Rural Small Holding	Single Family	Single and Two Family	Multiple Low Density	Multiple Medium Density	Multiple High Density
General Characteristics	Typical Zoning	A2	R1, R2, R3 R10, R11	R4, R5, R9	R12	R6, R8, RM1, RM6 RM7, CD	RM2, RM3, CD	RM4, RM5 CD
	Typical Density (Units/acre)	1	6	10	20	10-30	50-60	80-100
	Ground Orientation / Acre	Low	Medium	Medium	High	High	Medium	Low
Location Framework	Town Centres	No	No	No	No	Yes	Yes	Yes
	Urban Villages	No	No	No	Yes *1,*2	Yes	Yes	Some
	Suburban Multi-Family Community	No	No	No	No	Yes	Yes	No
	Suburban Single Family Neighbourhoods	Yes	Yes	No	Yes *2	Yes *2	Yes *2	No
	Urban Single and Two Family Neighbourhoods	No	No	Yes	Yes *1,*2	Yes *2	Yes *2	No
	Rural	Yes	No	No	No	No	No	No

*1 Designation of Residential sites through neighbourhood consultation

*2 Designation of Institutional sites (P1, P2, P5) through neighbourhood consultation as part of Rezoning/Public Hearing (Preference given to projects with Affordable Housing component.)