

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2021 June 24

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 71000 20  
*Reference:* OCP

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

**PURPOSE:** To propose amendments to the Residential Framework of the Official Community Plan (OCP) to allow consideration of multiple-family residential uses, including affordable housing, on institutional zoned sites that are currently designated for lower density residential uses.

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**RECOMMENDATION:**

1. **THAT** the Committee request that Council authorize the advancement of the proposed OCP bylaw amendments, as outlined in *Section 3.0* of this report, as the basis for the consultation process outline in *Section 4.0* of this report.

**REPORT**

**1.0 INTRODUCTION**

On 2020 October 05, Council authorized the preparation of a text amendment to the Residential Framework of the OCP. The proposed amendment would enable the development of multi-family housing on institutional-zoned properties with Suburban Single Family or Urban Single and Two Family land use designations. The proposed amendment would also clarify opportunities for two-family dwellings in Urban Villages and Urban Single/Two Family Neighbourhoods.

The primary intent of the proposed amendment is to facilitate redevelopment of affected properties for housing, including affordable housing, consistent with the recommendations of the Mayor's Task Force on Community Housing. It is noted that many of the 39 properties affected by the proposed amendment contain places of worship and other institutional uses that may be suitable for co-location with affordable housing.

One of the 39 sites, at 3550 Wayburne Avenue, is the subject of redevelopment proposal to construct 208 market and non-market townhouses (Rezoning Reference #19-62). On 2019 December 02, Council authorized staff to work with the applicant on a suitable plan of

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development. Should the subject OCP amendment be adopted, the rezoning application would be advanced to Public Hearing.

The subject of this amendment is Institutional sites located in the OCP's Suburban Single Family and Urban Single and Two Family Neighbourhoods, and it will affect 39 properties in the City. In future, other rezoning applications may come forward for a site where an OCP amendment may be required. In these instances, the OCP amendment would be undertaken concurrently with the advancement of the rezoning. There is an active rezoning at 3405 Willingdon Avenue (Rezoning Reference #17-03) where this process would apply. That site is designated Business Centre and would require an amendment to the OCP to accommodate multiple-family residential uses.

This report brings forward the subject OCP text amendment, and considers the need for consultation consistent with Part 26, Division 2 of the *Local Government Act*.

## **2.0 CITY POLICY FRAMEWORK**

The proposed OCP amendment aligns with the following Council-adopted policies: Mayor's Task Force on Community Housing Final Report (2019), Corporate Strategic Plan (2017), Social Sustainability Strategy (2011) and Official Community Plan (1998).

## **3.0 PROPOSED AMENDMENTS**

### **3.1 Affordable Housing on Institutional Sites**

In recent years, significant interest has arisen for the redevelopment of institutional sites with a mix of uses, and specifically the addition of multi-family housing to existing institutional uses. As many institutional sites are owned by non-profit organizations, and may provide a range of social services to their communities, the addition of affordable, non-market housing is often a logical extension of their mandate. Redeveloping with a mix of housing can unlock the value of institutional properties, and both strengthen the institution's financial status and reinvigorate their communities. It also provides a source of "free" land (land that is already purchased), which is typically required for non-market housing with low rents.

For these reasons, the Mayor's Task Force on Community Housing recommended that the City "create a program to facilitate redevelopment of under-utilized land for affordable housing." This recommendation was adopted by Council on 2019 July 29. The proposed amendments respond to this recommendation, by providing a means to permit multi-family developments on 39 of Burnaby's institutional properties. The proposed amendments also provide an opportunity to increase the supply of "missing middle" housing, as further recommended by the Task Force.

### **3.2 OCP Residential Framework**

The OCP Residential Framework ("Framework") (Section 4.4) includes a map, text, and tables that outline residential land use designations in Burnaby. The Framework designates Burnaby's

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low-density neighbourhoods as either Suburban Single Family Neighbourhood or Urban Single and Two Family Neighbourhoods.

As shown on the Framework map (*Appendix A*), these two designations generally follow neighbourhood boundaries and reflect existing low-density residential zoning and development. However, within these areas are individual properties that are zoned for institutional use. Many of these institutional sites are schools and parks in the P3 Public Use District; however, others are places of worship or public assembly and other institutional uses zoned P1 Neighbourhood Institutional District, P2 Administration and Assembly District, or P5 Community Institutional District. It is the latter properties that are the subject of the proposed amendments. The location of the 39 properties that would be affected by this amendment is shown in *Appendix B*.

As outlined in the Framework table (reproduced as Table 1 below), housing opportunities in low-density residential neighbourhoods are limited to specific dwelling types and densities:

- Suburban Single Family Neighbourhoods:
  - Single family homes with densities corresponding to the R1, R2, R3, R10, and R11 zone districts.
- Urban Single and Two Family Neighbourhoods:
  - Single and two family homes with densities corresponding to the R4, R5, and R9 zone districts; and
  - In locations designated through neighbourhood consultation, single and two family homes with densities corresponding to the R12 zone district.

Neither designation currently supports multi-family residential development.

The institutional sites that are the subject of this amendment are limited to these uses and densities should they choose to redevelop. Developing multi-family residential housing on these properties would require a change to the land use designation. However, none of the existing OCP designations reflect the appropriate land use and context, i.e., low to medium density multi-family development in a low density neighbourhood setting. The most applicable designation would be “Suburban Multi-Family Community,” but this designation is intended for extensive sites with significant natural features, and for single use rather than mixed use development.

The City has begun work on a comprehensive update to the OCP, which will reevaluate the residential land use designations currently in place. In the meantime, to accommodate redevelopment proposals for institutional sites, several minor text amendments to the Framework table are recommended. These amendments are shown inside the bold outline in Table 1 below

**Table 1: Proposed Amendments to the OCP Residential Framework**

(Deletions are shown in ~~striketrough~~, additions are underlined.)

**Residential Framework**

Neighbourhood Type		Range of Housing Opportunities						
		Rural	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	<del>No</del> <u>*Some*<sup>1</sup></u>	Yes	Yes	Some
	Suburban Multi-Family Community	No	No	No	No	Yes	Yes	No
	Suburban Single Family Neighbourhoods	Yes	Yes	No	<del>No</del> <u>Yes*<sup>2</sup></u>	<del>No</del> <u>Yes*<sup>2</sup></u>	<del>No</del> <u>Yes*<sup>2</sup></u>	No
	Urban Single and Two Family Neighbourhoods	No	No	Yes	<del>No</del> <u>*Some Yes*<sup>1, 2</sup></u>	<del>No</del> <u>Yes*<sup>2</sup></u>	<del>No</del> <u>Yes*<sup>2</sup></u>	No
	Rural	Yes	No	No	No	No	No	No
<sup>*1</sup> Designation through neighbourhood consultation <sup>*2</sup> Only on sites in the P1 Neighbourhood Institutional District, P2 Administration and Assembly District, or P5 Community Institutional District as of 2021 July 01, subject to rezoning approval following neighbourhood consultation and Public Hearing.								

As shown in Table 1 above, the proposed amendments add a notation that permits multi-family residential development in Suburban Single Family and Urban Single and Two Family

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Neighbourhoods, only on sites that currently have P1, P2, or P5 District zoning. The types of residential development permitted include:

- Two family residential development, consistent with R12 District densities;
- Low-density multi-family development, consistent with R6, R8, RM1, RM6, and RM7 District densities; and
- Medium density multi-family development, consistent with RM2 and RM3 District densities.

The proposed amendments also include a minor edit to an existing notation (\*) to provide consistent numbering.

The “neighbourhood consultation” referred to in the proposed notation would consist of additional outreach beyond the noticing requirements of Public Hearing. This outreach would be specifically targeted to residents within a 100 m radius of the proposed development, and should include, at a minimum, distribution of an informational packet and other outreach to individual households. This consultation would be conducted prior to Public Hearing for the rezoning application.

#### **4.0 CONSULTATION ON PROPOSED AMENDMENT**

Part 26, Division 2 of the *Local Government Act* sets out consultation requirements for OCP amendments. Section 879 requires that a local government consider consultation with:

- Regional districts that include the local government
- Adjacent municipalities or regional districts
- First Nations
- School District boards, greater boards, and improvement district boards
- Provincial and Federal governments

Section 881 states that the local government must consult with any school district located within the area of the subject OCP, and provides specific topic areas upon which input is to be sought.

Section 882 requires the local government to hold a Public Hearing on any OCP amendment. It also requires, after First Reading, the local government to consider the proposed amendment in conjunction with its financial plan and any applicable waste management plan.

#### **4.1 Recommended Consultation Approach**

The proposed amendment applies to 39 properties in locations throughout the City, totalling approximately 12.5 ha (31 acres). The proposed OCP amendment would moderately increase the density on these sites, permitting an estimated 1,810 new units should all properties be developed under RM2 Multiple Family Residential District densities.

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Given the modest impact of the proposed OCP amendment, it is recommended that consultation be undertaken with local First Nations, on whose traditional territory the amendment would take place, and the Burnaby School District #41. It is also recommended that consultation take place with the owners of the 39 properties. It is recommended that consultation with local First Nations, the Burnaby School District #41, and the 39 property owners consist of notification and an invitation to provide comments within 60 days.

This consultation would consider the proposed OCP amendment only. As discussed in *Section 3.2* above, an additional neighbourhood consultation process and public hearing would be required for each of the 39 sites, if and when they are the subject of a rezoning application.

Upon conclusion of the consultation process on the proposed OCP amendment, a report would be advanced to Council, attaching the proposed OCP amendment bylaw, and requesting it be given First Reading and forwarded to Public Hearing. The required Public Hearing will provide the broader community an opportunity to comment on the proposed OCP amendment.

## 5.0 CONCLUSION

This report outlines amendments to the Residential Framework of the Official Community Plan (OCP) that would provide a process for permitting multiple-family residential uses, including affordable housing, on institutional zoned sites that are currently designated for lower density residential uses. The report details the amendments and recommends a limited consultation process given the relatively small scope and impacts of the proposed amendments. It is recommended that this report be forwarded to Council with a recommendation that the proposed amendments be approved as the basis of the consultation program outlined in *Section 4.0* above.

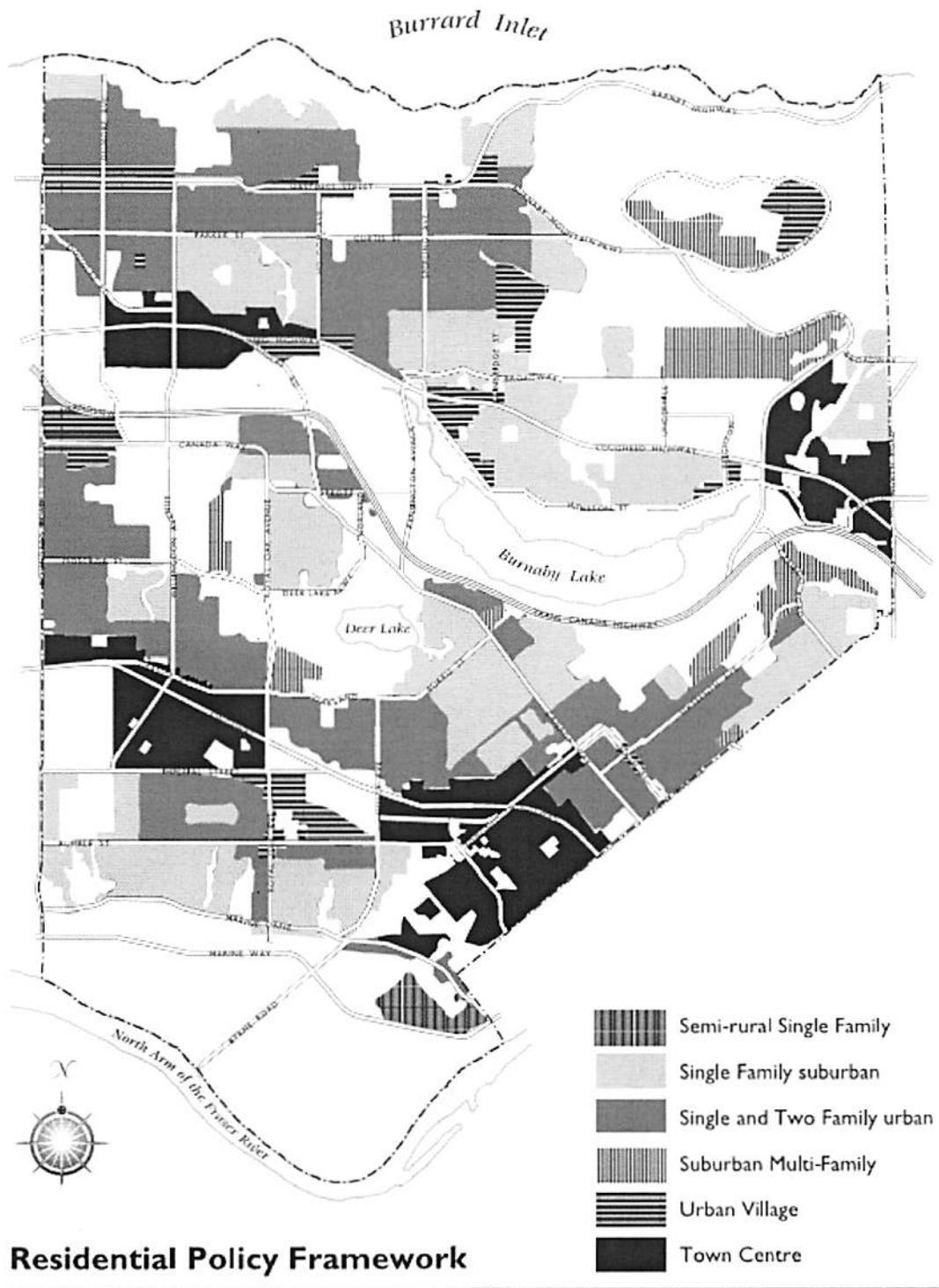


for: E. W. Kozak, Director  
PLANNING AND BUILDING

Attachments

LF:sa

Copied to: Acting City Manager  
City Clerk  
City Solicitor  
Director Corporate Services  
Director Engineering



VANCOUVER

COQUITLAM

NEW WESTMINSTER



- Institutional (P1, P2, P5 District) Properties with Single and Two Family Residential Designations
- Community Plan Areas (Town Centre, Urban Village, Suburban Multi-family)