

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2021 September 22

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.

RECOMMENDATIONS:

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, to Public Hearing on 2021 October 26.
2. **THAT** a copy of this report be sent to the owners of the 38 properties listed in *Appendix A*.

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.

On 2021 July 12, Council authorized the advancement of the proposed amendment as the basis of a consultation process, with the understanding that a subsequent report would be advanced to Council, summarizing the results of consultation and attaching the proposed OCP amendment bylaw for consideration.

The proposed amendment is intended to facilitate redevelopment of low density institutional 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 38 properties affected by the proposed amendments contain places of worship and other institutional uses that may be suitable for co-location with affordable housing.

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One of the 38 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 development. Should the subject OCP amendment be adopted, the rezoning application would be advanced to Public Hearing.

This report summarizes the results of consultation in *Section 4.0*. Given the general level of support for the proposal, it is recommended that this report be forwarded to Council with a request to advance the proposed amendments to Public Hearing on 2021 October 26. Should the Committee choose to forward the report to Council, a bylaw containing the proposed amendments will appear elsewhere on the same Council agenda.

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 AMENDMENT

The proposed amendment is a minor revision to the OCP Residential Framework ("Framework") (Section 4.4). The Framework includes a map, text, and tables that outline residential land use designations in Burnaby.

The Framework designates Burnaby's low-density residential neighbourhoods as either Suburban Single Family Neighbourhood or Urban Single and Two Family Neighbourhoods. 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. A list of the 38 properties affected by this amendment, and a map of their locations, is included as *Appendix A*.

As outlined in the Framework table (reproduced as Table 1 below), housing opportunities in low-density residential neighbourhoods are limited to single- and two-family homes. The institutional sites that are the subject of this amendment are currently limited to these uses and densities should they choose to redevelop.

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 ~~strikethrough~~, 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	*Some ^{*1}	Yes	Yes	Some
	Suburban Multi-Family Community	No	No	No	No	Yes	Yes	No
	Suburban Single Family Neighbourhoods	Yes	Yes	No	No <u>Yes</u> ^{*2}	No <u>Yes</u> ^{*2}	No <u>Yes</u> ^{*2}	No
	Urban Single and Two Family Neighbourhoods	No	No	Yes	*Some <u>Yes</u> ^{*1, 2}	No <u>Yes</u> ^{*2}	No <u>Yes</u> ^{*2}	No
	Rural	Yes	No	No	No	No	No	No
<p>^{*1} Designation through neighbourhood consultation ^{*2} 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.</p>								

As shown in Table 1, the proposed amendments add a notation that permits multi-family residential development in Suburban Single Family and Urban Single and Two Family Neighbourhoods, only on sites that currently have P1, P2, or P5 District zoning. The types of residential development permitted include:

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- 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

As authorized by Council on 2021 July 12, staff undertook a consultation process on the proposed amendment. Consultation consisted of a notification letter sent to the following parties:

- Local First Nations
 - Kwikwetlem First Nation
 - xʷməθkʷəy̓əm (Musqueam) First Nation
 - Skwxwú7mesh First Nation
 - Tsleil-Waututh First Nation
- Burnaby School District #41
- Owners of the 38 affected properties

The notification letter invited responses to the proposed OCP amendment within a 60 day comment period.

The scope of consultation reflects the requirements of the *Local Government Act* and the limited impact of the proposed amendment. As discussed in *Section 3.0* above, the proposed amendment requires additional neighbourhood consultation and a Public Hearing for each of the 38 sites, if and when they are the subject of a rezoning application.

4.1 Consultation Results

Comments were received from the owners of 6 affected properties and from the Burnaby School District. Comments are summarized in the table below:

Table 2: Summary of Comments

Respondent	Summary of Comments
Burnaby School District #41	No concerns with the proposal. The potential level of growth associated with the proposal was considered manageable.
6 property owners: <ul style="list-style-type: none"> • 5 faith-based organizations • 1 development corporation 	<p>General support for the proposal.</p> <p>Two of the respondents indicated an interest in redeveloping their properties to include affordable housing.</p> <p>One of the respondents expressed concern for how the proposal will affect property taxes, including for an on-site child care facility that does not have tax-exempt status.</p>

In summary, consultation results indicate support for the proposal, including interest from two property owners to redevelop. They also identify a concern regarding impacts on tax assessments.

4.2 Response to Comments

As noted above, one of the respondents expressed concern regarding impacts on tax assessments. This section responds to that concern.

The proposed amendment may have an indirect impact on property taxes. BC Assessment states that:

If an OCP is adopted or updated, BC Assessment reviews market evidence to determine any impact on the market value of affected properties. Our appraisers will review comparable market sales to determine any impact on market value.

An increase in assessed values will thus depend on the sale of other comparable sites, and the price of those sales. For many sites, including those containing places of public worship or public facilities, any impacts will be buffered by permissive tax exemptions. Of the 38 affected properties, 31 receive either full or partial permissive tax exemptions. However, those with uses that are not exempt could, over time, see an increase in annual taxes.

The potential for an increase in taxes is mitigated by several factors. The need for rezoning review with additional public consultation introduces uncertainty and adds time to the development process, which could moderate interest in the properties. The forthcoming OCP update is expected to increase the number of properties eligible for low-to-medium density development, which could also affect demand for these sites. In addition, the OCP update provides an opportunity for property owners to request a change in their designation so that this provision no longer applies. Lastly, the majority of the sites are

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owned by public agencies or faith-based organizations with established congregations, which may be more likely to retain rather than sell their properties.

Thus, while the proposed amendment could result in property assessment increases and, on some properties, tax increases, several mitigating factors suggest that the impacts may be modest.

5.0 CONCLUSION

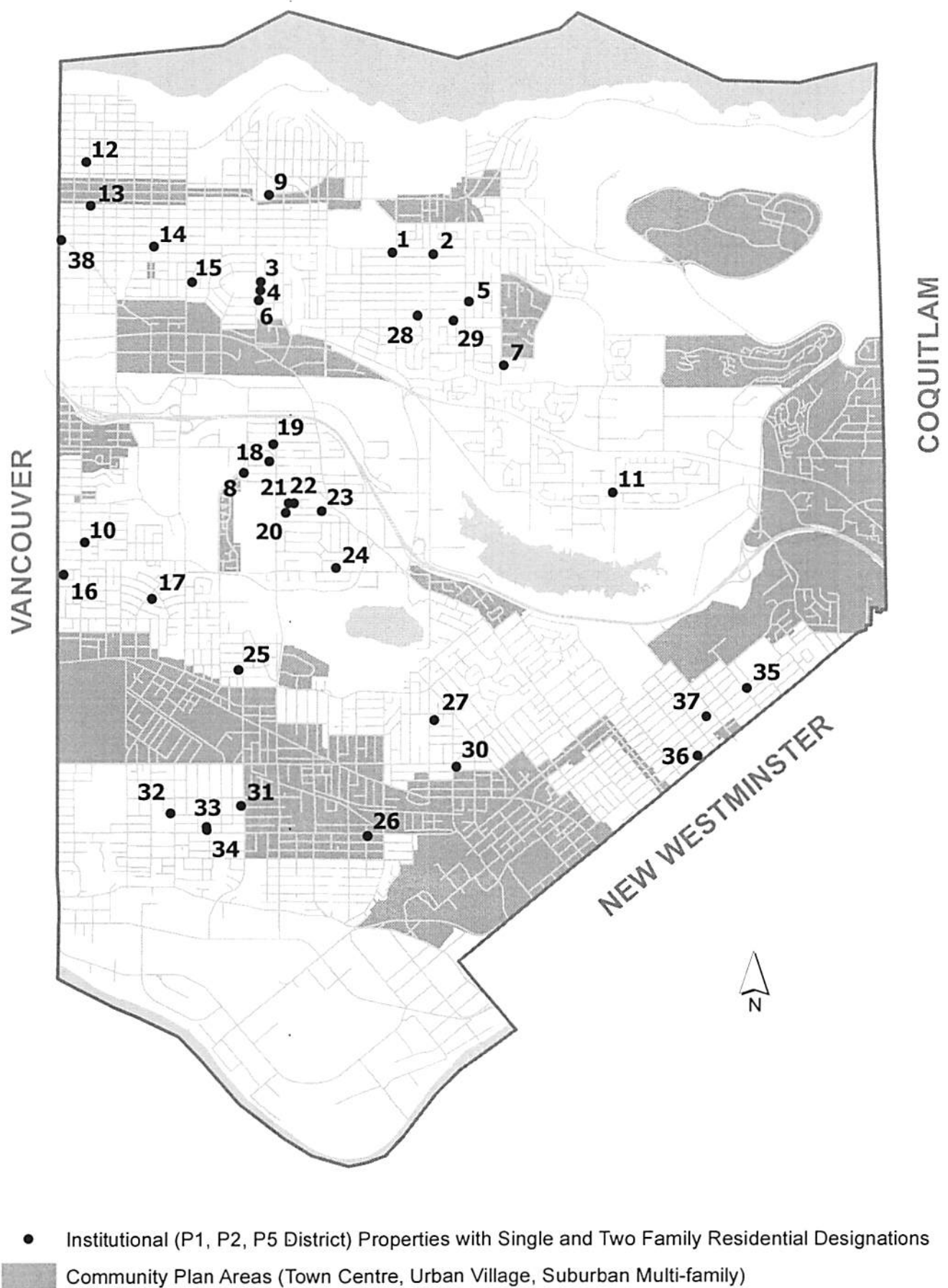
This report outlines amendments to the Residential Framework of the Official Community Plan (OCP) that provide a process for permitting multiple-family residential uses, including affordable housing, on institutional zoned sites that are currently designated for lower density residential uses. The report also summarizes the results of consultation on the amendments, which indicate general support for the proposal as well as a concern regarding its impact on tax assessments. It is recommended that this report be forwarded to Council with a recommendation that the proposed amendments be forwarded to Public Hearing on 2021 October 26. It is further recommended that a copy of this report be sent to the 38 property owners affected by the proposed amendments.


E.W. Kozak, Director
PLANNING AND BUILDING

LF:sa

Attachment

Copied to: Chief Administrative Officer
City Clerk
City Solicitor
Director Corporate Services
Director Engineering



Map Location #	Address	Zoning	Lot Size (sq.m)	Recommended Designation	Potential Units	Existing Land Use	Name of Institution
1	1005 KENSINGTON AV	P1	4081	RM2	61	Place of Worship	Korean Baptist Church of Vancouver
2	1030 SPERLING AV	P1 / R4	1775	RM2	26	Place of Worship	Agape Christian Church
3	1410 DELTA AV	P1	4208	RM2	63	Place of Worship	Brentwood Park Alliance Church
4	1450 DELTA AV	P5	12238	RM2	182	Place of Worship / School	Holy Cross Roman Catholic Church / Holy Cross Elementary School
5	1600 CLIFF AV	P1	2708	RM2	40	Place of Worship	Cliff Avenue United Church
6	1640 DELTA AV	P1	1986	RM2	30	Place of Worship	Brentwood Presbyterian Church
7	2326 DUTHIE AV	P2	1711	RM2	26	Fire Station No. 4	City of Burnaby
8	3550 WAYBURN AV	P2	11618	RM2	208		
9	380 HYTHE AV	P1	1024	RM2	15	Place of Worship	Pacific Grace Mandarin Church
10	3821 LISTER ST	P1	2279	RM2	34	Place of Worship	Korean United Church of Vancouver
11	3821 PIPER AV	P1	1954	RM2	29	Daycare	Sunflower Daycare Centre
12	3883 TRIUMPH ST	P1	1696	RM2	25	Place of Worship	Burnaby Pacific Grace Church
13	3911 FRANCES ST	P2	1132	RM2	17		Canadian National Railway
14	4304 PARKER ST	P1	1796	RM2	27	Place of Worship	Willingdon Heights Community Church
15	4550 KITCHENER ST	P1	1975	RM2	29	Place of Worship	St. Timothy Anglican Church
16	4830 BOUNDARY RD	P1	3620	RM2	54	Place of Worship	Iglesia Evangelica Pentecostal Emmanuel
17	4950 BARKER CR	P1	2650	RM2	39	Place of Worship	Garden Village Apostolic Church
18	5146 LAUREL ST	P1	6286	RM2	94	Place of Worship	St. Theresa's Roman Catholic Church
19	5170 NORFOLK ST	P1	1354	RM2	20	Place of Worship	The Church in Burnaby
20	5280 KINCAID ST	P1	10938	RM2	163	Place of Worship	The Church of Jesus Christ of Latter-day Saints
21	5325 KINCAID ST	P2	8591			Institutional	School District 41
22	5385 KINCAID ST	P2	4523		121	Institutional	School District 41
23	5584 KINCAID ST	P1	2623	RM2	39	Place of Worship	First United Spiritual Church of Vancouver
24	5747 GILPIN ST	P1	2114	RM2	32	Daycare	Tiny Town Childcare Centre
25	5825 NELSON AV	P1	4082	RM2	61	Place of Worship	Nelson Avenue Community Church
26	6112 RUMBLE ST	P1	905.5	RM2	13	Place of Worship	Burnaby Chinese Evangelical Free Church
27	6344 SPERLING AV	P1	3506	RM2	52	Place of Worship	Emmanuel Lutheran Church
28	6641 HALIFAX ST	P1	2297	RM2	34	Place of Worship	Parkcrest Bible Chapel
29	6900 HALIFAX ST	P1	1309	RM2	20	Place of Worship	Zoroastrian Society of British Columbia
30	6907 ELWELL ST	P5	3019	RM2	45	Place of Worship	South Burnaby Gospel Hall
31	7283 NELSON AV	P1	2961	RM2	44	Place of Worship	Grace Lutheran Church of South Burnaby
32	7401 SUSSEX AV	P5	3214	RM2	48	Social Services	L'Arche Greater Vancouver
33	7551 GRAY AV	P1	1263	RM1/2	0	Place of Worship	Jubilee United Church
34	7591 GRAY AV	P1	1529	RM2	23	Place of Worship	Jubilee United Church
35	7716 CUMBERLAND ST	P1	1045	RM2	16	Place of Worship	The Church on the Hill
36	8094 11TH AV	P1	1383	RM2	21	Place of Worship	Iglesia del Nazareno
37	8255 13TH AV	P1	2545.5	RM2	38	Place of Worship	Christian Reformed Church
						Office / Warehouse / Ambulance Service	
38	904 BOUNDARY RD	P2 / M3	1408	RM2	21	Service	British Columbia Ambulance Service
Total Unit Gain					1810		