

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT
COMMITTEE

DATE: 2022 January 27

FROM: GENERAL MANAGER PLANNING AND
DEVELOPMENT

FILE: 71000 20

SUBJECT: INTRODUCTION OF OFFICIAL COMMUNITY PLAN

PURPOSE: To provide an introduction to the parameters and purposes of the Official Community Plan update project in advance of a detailed process report.

RECOMMENDATION:

1. **THAT** this report be received by Committee and Council for information.

REPORT

1.0 INTRODUCTION

An Official Community Plan (OCP) guides the growth and development of a City. A new OCP offers citizens an opportunity to refresh the long-term vision for their City, providing a planning framework for how we sustain what matters most and the improvements we need in order to flourish over the coming decades. Our population and economy is growing as new households are formed and people choose to move here, and to serve our residents' changing needs and values the City needs to plan for expanding opportunities for jobs, housing, social connections and the other amenities and services that make our City a desirable place to be. With the accommodation of growth comes the need to also protect core aspects of the community's identity such as our natural assets. At the same time, there are major challenges such as the climate emergency and housing crisis which require a multi-faceted approach, and an OCP can serve as both land use guidance and broader policy direction on social wellbeing and natural environment for how the City responds resiliently in these changing environmental, social, economic and contexts.

When the current OCP was adopted originally in 1998, it presented a general scenario and directions for growth management and community development to the year 2021. While there have been occasional updates to the OCP since then, there has not been a comprehensive review undertaken in almost 25 years. The process on which the City is now embarking, to review the OCP, is anticipated to span several years and will require a significant amount of involvement from the community, staff, and Council as we plan our future together.

The intent of this report is to provide a primer to the Committee and Council on the basic required content of an OCP, identify new and emerging themes that are expected to be part of the discussion, and outline the general process that is expected. This introductory report will be followed by a

more detailed report that identifies a specific project timeline, approach to consultation, and resources required.

2.0 POLICY FRAMEWORK

An OCP broadly connects with all policies established in a community, including the Corporate Strategic Plan and standalone policy documents. The primary set of current policy documents that relate to and build on the current OCP are the “sustainability trio” of the *Burnaby Economic Development Strategy* (2007), the *Burnaby Social Sustainability Strategy* (2011), and the *Environmental Sustainability Strategy* (2016).

More recently, the *Climate Action Framework* (2020), *HOME: Burnaby’s Housing and Homelessness Strategy* (2021), and *Connecting Burnaby: Burnaby’s Transportation Plan* (2021) all provide new paths and foundations for a renewed OCP.

The City has an ongoing initiative with Simon Fraser University, the *Urban Resilient Futures Initiative*, which builds on the *Climate Action Framework* to accelerate climate action and to co-create a new, locally developed narrative for a resilient, low-carbon future. It is anticipated that this URF project, which includes extensive public participation on critical issues facing the community, will unfold in parallel with the OCP process and both projects will inform each other.

3.0 BACKGROUND

3.1 Effect of an OCP

The *Local Government Act (LGA)* defines an OCP as a statement of objectives and policies to guide decisions on planning and land use management. The effect of an OCP is that the council must not enact any bylaws (including zoning bylaws and others) or undertake any works that are inconsistent with the OCP; this limits the powers of councils, as in order to enact any other bylaw or undertake a work that is not consistent with the OCP, the council would first need to go through the process of amending the OCP.

3.2 Required and Optional Content

In accordance with section 473 of the *LGA*, an OCP must include statements and maps regarding:

- the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- the approximate location and phasing of any major road, sewer and water systems;
- the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;

- housing policies of the local government respecting affordable housing, rental housing and special needs housing; and
- targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets.

These land use and infrastructure needs are based on population, dwelling and employment projections that are expected over the time horizon of the plan, and the foundational structure of an OCP is expressed as a map with the future land use designation for all parcels in the plan area that allocates the expected required land uses across the city. For cities with a regional district that has a Regional Growth Strategy (RGS), an OCP must include a Regional Context Statement (RCS) that identifies the relationship between the OCP and the required content in the RGS. The current RGS for Metro Vancouver, *Metro Vancouver 2040: Shaping our Future*, was adopted in 2011, and an update to the RGS (*Metro 2050*) has been ongoing since 2019, with MVRD Board consideration of a draft bylaw anticipated in 2022. *Metro 2050* anticipates an additional 1 million residents in the region in the next 30 years, along with approximately 500,000 new jobs and 500,000 new homes.

The land use policy framework in an OCP is guided towards achieving the vision of the future state of the community. Creating a vision provides for our citizens an opportunity to articulate collectively what it values in its community and to create a shared community identity of what it means to live, work, and play in Burnaby. This visioning process provides a strong foundation for shaping an OCP that reflects the needs and vision of Burnaby residents.

Further, optional content in an OCP includes policy statements related to social needs, social well-being and social development, maintenance and enhancement of farming, as well as reservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity.

A common section in an OCP is for Development Permit Area Guidelines, which enable a local government to issue development permits. Burnaby does not currently employ this land use tool, which allows the ability to promote the form, character and sustainable performance of buildings as well as protect the natural environment and against hazardous conditions.

3.3 Required Consultation for an OCP

The *LGA*, in section 475, outlines requirements for local governments to conduct early and ongoing consultation when preparing or amending an OCP. This includes providing one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected. Specific consideration must be given to whether consultation is required with:

- the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
- the board of any regional district that is adjacent to the area covered by the plan;
- the council of any municipality that is adjacent to the area covered by the plan;
- first nations;

- boards of education, greater boards and improvement district boards; and
- the Provincial and federal governments and their agencies.

In addition to these requirements, under section 476 of the *LGA*, the local government must also consult with the school district seeking input on actual and anticipated needs for school facilities and support services in the school districts and how the existing and proposed school facilities relate to existing or proposed community facilities in the area.

As the OCP is intended to reflect the broad views and aspirations of the community, public participation is an integral part of the development of the plan. Prior to the statutory public hearing related to an official community plan bylaw, it is common for public input and feedback on the early stages of the plan to be solicited through engagement formats such as open houses, information meetings, town hall meetings, focus groups, audience polling, "kitchen table" meetings (for example, meetings that take place in someone's home), presentations at community events, and surveys and newsletters. These events can be held virtually or in-person; offering opportunities in a variety of formats can help to reach residents with different schedules and levels of interest.

4.0 NEW CONTEXT: TRENDS AND STRUCTURAL CHANGES

There are numerous changes that have occurred since the current OCP was adopted in 1998, both societal, structural and legislative. The process to create the new OCP will occur within this new context and help to redefine the evolving community identity. This context will include a focus on reconciliation with Indigenous peoples, integrating and building on the City's response to the accelerating climate and housing crises within a long term plan, and integrating equity and inclusion considerations. Globally, the rise of e-commerce and social network platforms have massively changed how we transact and interact with each other, with new technologies and entire industry sectors emerging with rapid succession, and the nature of employment land needs changing drastically. How we get around our community has also changed: since the current OCP was adopted, new SkyTrain rapid transit lines (the Millennium Line and Evergreen Line) have been constructed in the community and rapid growth has occurred in community plan areas surrounding some of the stations on these routes. We are also seeing ride-share networks and other 'new mobility' technologies that have the potential to drastically change our movement patterns.

The new OCP process will revisit the current urban framework in this new context and evaluate whether changes are needed to the framework to accommodate the projected resident and job growth, and the infrastructure that supports the growth of our City: services, parks, and community amenities. While we have made great strides in planning for growth along rapid transit corridors, the new OCP will contemplate new areas for growth along other key transit corridors.

Beyond the above contextual changes to which new OCP will respond, it is expected that the new OCP will provide a parcel-based land use designation map, which will assign a future land use designation to all properties in the City, providing greater clarity and certainty about what development will be permitted in the future through subsequent zoning bylaw changes. Without the parcel-based map, it is currently difficult for the City to provide guidance to owners and developers about the type and scale of changes that would be appropriate outside of community plan areas. An important step forward in this regard will also be to designate development permit

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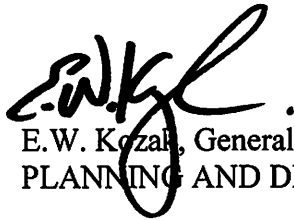
areas, in anticipation of what appears to be an eventual shift to inclusion of a development permit approval system for the City.

As part of reviewing the overall urban framework of the City, and building on the foundations and initial directions provided by the *Climate Action Framework*, *HOME Strategy*, and *Connecting Burnaby*, it is also expected that the new OCP process will take a closer look at how neighbourhoods outside of community plan areas can continue to evolve to include a more complete mix of activities and amenities for residents, becoming more walkable and bike-able, while enabling new appropriate and affordable housing choices to meet the needs of residents.

5.0 CONCLUSION

This report provides an initial overview of the parameters (required content and current context) of a new OCP, identifies new and emerging themes that are expected to be part of the discussion, and outlines the general process that is expected, for Committee and Council's information. Staff intend to bring forward a subsequent report that will provide a more detailed look at the project goals, timeline, consultation approach, governance structure, and technical reviews needed for the new OCP process.

It is recommended that this report be forwarded to Council for information.



E.W. Kozak, General Manager
PLANNING AND DEVELOPMENT

CI:sa

Copied to: Chief Administrative Officer
Deputy Chief Administrative Officer and Chief Financial Officer
General Manager Engineering
City Solicitor
City Clerk
Chief Building Inspector