

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2023 January 04

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 71130 20

SUBJECT: OFFICIAL COMMUNITY PLAN AMENDMENTS
BAINBRIDGE AND LOCHDALE URBAN VILLAGE COMMUNITY PLANS

PURPOSE: To seek authorization to advance the proposed Official Community Plan (OCP) bylaw amendments to implement the Bainbridge and Lochdale Community Plans.

RECOMMENDATIONS:

1. **THAT** the Committee request that Council authorize the City Solicitor to bring forward a bylaw amending the Burnaby Official Community Plan Bylaw 1998 to implement the Bainbridge and Lochdale Community Plans, as outlined in section 3.0 and *Appendix A* of this report.
2. **THAT** the Committee request Council determine that the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendments to Burnaby Official Community Plan Bylaw 1998, as described in this report, to be appropriate to meet the requirements of Section 475 of the *Local Government Act* and no further consultation is required.
3. **THAT** the Committee request Council consider the proposed amendments to Burnaby Official Community Plan Bylaw 1998, as described in this report, in conjunction with the five year City of Burnaby Financial Plan and the Regional Solid Waste Management Plan to meet the requirements of Section 477 of the *Local Government Act*.
4. **THAT** the Committee request that Council authorize the advancement of the proposed OCP bylaw amendments to First Reading on 2023 February 06 and to a Public Hearing on 2023 February 28 at 5:00 p.m., as outlined in this report.

REPORT**1.0 INTRODUCTION**

This report is one of two reports being presented to the Planning and Development Committee as part of the initial implementation of the Council-adopted Bainbridge and Lochdale Urban Village Community Plans (the “*Bainbridge and Lochdale Plans*” or “*Plans*”). The report outlines proposed Official Community Plan (OCP) bylaw amendments for Committee and Council consideration that are necessary to align the Urban Village plan area, policy directions and land use designations identified in the Bainbridge and Lochdale Plans with the OCP. The second report, which pertains to proposed Zoning Bylaw amendments to accommodate the

unique Urban Village development forms supported under the Plans, appears elsewhere on this Committee agenda.

2.0 CITY POLICY FRAMEWORK

The OCP bylaw amendments proposed in this report to implement the Bainbridge and Lochdale Plans consider the following plans and policies: Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Economic Development Strategy (2016), Corporate Strategic Plan (2022), Mayor's Task Force on Community Housing Final Report (2019), Climate Action Framework (2019), Burnaby Transportation Plan (2021), Rental Use Zoning Policy (RUZP) (2019), HOME: Burnaby's Housing and Homelessness Strategy (2021), Financial Plan (2022-2026), and Regional Solid Waste Management Plan (2011).

3.0 PROPOSED AMENDMENTS

The City's Official Community Plan (OCP) (1998) designates the Bainbridge and Lochdale areas as Urban Villages. Section 4.4.2 of the OCP states that for those Urban Villages *"requiring a local area planning process, the details of the housing type and mix will be articulated through that process and defined with reference to local conditions. As well, the precise boundaries of the urban village areas will be defined through the area planning process that will include consultation with the adjacent local area."* Following three phases of public consultation that took place between 2020 and 2022, the Bainbridge and Lochdale Urban Village Plans were adopted by Council with expanded plan areas, a vision for the community, as well as detailed policy directions for land use and development, public space and mobility, and housing, community amenities and services.

The purpose of the OCP bylaw amendments proposed in this report is to update the OCP to achieve consistency between the Bainbridge and Lochdale Plans and the OCP. Specifically, the proposed bylaw amendments apply to the following sections of the OCP:

- *Section 4.4 (Residential Framework)* – Amendments are proposed in this section to identify where Urban Village residential uses are supported in the Bainbridge and Lochdale areas, and where existing or future park or school lands are excluded from being considered for residential uses. For clarity, the proposed amendments will not change the current Single Family suburban designation for the area identified in the Bainbridge Plan as the "Future Planning Area" east of Bainbridge Avenue. This is to reflect the intent of the Bainbridge Plan, which indicates that land use changes to the Future Planning Area will not be proposed through the Plan, though additional housing choices may be considered as part of future city-wide or neighbourhood planning processes, subject to further public consultation.

The amendments also remove the typical density for multiple family housing opportunities in the Residential Framework, which uses outdated metrics of units per acre and ground orientation per acre, and does not acknowledge the range of densities that may be possible under the various Multiple Family Residential Districts, including the suffix letters to the RM Districts that denote where additional uses or densities are permitted. Lastly, the amendments rename these neighbourhoods from "Bainbridge/Lougheed LRT Station Area" and "Hastings St./Sperling Ave." to "Bainbridge" and "Lochdale" and indicate that

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Bainbridge and Lochdale now have Community Plans approved by Council. A similar amendment is proposed for *Section 6.3 (Directions)* where a reference to “Bainbridge LRT Station Area Plan (proposed)” is replaced with “Bainbridge Urban Village (update: adopted in July 2022).”

- *Section 5.4 (Commercial Framework)* – Amendments are proposed in this section to provide greater clarity on the location of future mixed-use Village Centres in Bainbridge and Lochdale, and to rename these neighbourhoods from “Bainbridge/Lougheed LRT Station Area” and “Hastings St./Sperling Ave.” to “Bainbridge” and “Lochdale.”
- *Section 6.4 (Industrial Framework)* – An amendment is proposed in this section to remove areas within the Lochdale Plan area north of Hastings Street from consideration for future petro chemical uses under the OCP Industrial Framework. These areas are now designated in the Lochdale Plan for Village-Centre mixed-use, Commercial/Employment, Medium-Density Residential, and Proposed Park Space.
- *Section 7.4.2 (Neighbourhood & District Parks)* – Amendments are proposed in this section to include the location of proposed future Neighbourhood Parks that are identified in the Bainbridge and Lochdale Plans.

Appendix A, together with the sketches and tables attached to *Appendix A Figures 1 to 10*, provide descriptions of the changes identified above to be implemented through the proposed OCP amendment bylaw. While it is noted that the comprehensive review of the City’s OCP and update process is ongoing, the bylaw amendments set out in this report are proposed in the interim until such time the current OCP is superseded through Council adoption of a new OCP.

4.0 CONSULTATION AND SPECIFIC CONSIDERATIONS

Section 475 of the *Local Government Act* requires a local government, as part of the development of an OCP or amendment to an OCP, to provide one or more opportunities for consultation with persons, organizations and authorities the local government considers will be affected. In particular, section 475 requires the local government to:

- consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing
- specifically consider whether consultation is required with the following:
 - regional district for the OCP or OCP amendment area
 - regional district adjacent to the OCP or OCP amendment area
 - municipality adjacent to the OCP or OCP amendment area
 - First Nations
 - school district, greater boards or improvement districts
 - Provincial and Federal governments and their agencies
- consult with the Agricultural Land Commission if the OCP or OCP amendment might affect agricultural land

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In addition, section 473(2.1) of the *Local Government Act* requires a local government to consider the most recent housing needs report for the local government when:

- developing an OCP
- amending an OCP in relation to statements and map designations for the approximate location, amount, type and density of residential development required to meet anticipated housing needs of the local government over a period of at least five years
- amending an OCP in relation to policies for affordable, rental and special needs housing

As authorized by Council throughout the development of the Bainbridge and Lochdale Plans, staff conducted three separate public consultation phases for each of the Plans, culminating in Phase 3 public consultation during the spring of 2022, in which the draft versions of the Bainbridge and Lochdale Plans were presented to the public for feedback and input before they were finalized for Council consideration. The broader public consultation process on the Bainbridge and Lochdale Urban Village Draft Plans (Phase 3) included notification through a print and online media advertising campaign, and mail-outs to nearby residents, owners and businesses. The public was invited to engage with the City and provide their input through various means, including an online survey, in-person open house, online virtual workshop, and direct communication with staff.

As part of the public consultation process, separate letters were also sent to various community partners and First Nations groups to solicit feedback on the draft Plans, including the following:

BC Housing	HUB Cycle Network
BC Hydro	Kwikwetlem First Nation
BC Non-Profit Housing Association	Metro Vancouver
Burnaby Assoc. for Community Inclusion	Ministry of Transportation and Infrastructure (MoTI)
Burnaby Board of Trade	Musqueam First Nation
Burnaby Intercultural Planning Table	Squamish First Nation
Burnaby Lake Park Association	TransLink
Burnaby North Neighbourhood House	Tsleil-Waututh Nation
Burnaby School District	Urban Development Institute
Fraser Health Authority	Voices of Burnaby Seniors

Note: Letters to the Burnaby Lake Park Association and MoTI were only sent for the Bainbridge Plan process, based on the closer distance to Burnaby Lake and Highway 1.

Given the extensive multi-phased public consultation process and specific consultations during the development of the Bainbridge and Lochdale Plans, it is recommended that Committee request Council to determine that the consultations undertaken are appropriate to meet the requirements of section 475 of the *Local Government Act* and no further consultation is required for OCP bylaw amendments proposed in this report. Following First Reading of the proposed OCP amendment bylaw, there will be public notice of the Public Hearing relating to the amendments, as required by the *Local Government Act*.

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In regard to section 473(2.1) of the *Local Government Act* and the requirement to consider the City's most recent housing needs report, the proposed changes to the OCP to implement the Bainbridge and Lochdale Plans will further the ability for the City to meet the City's anticipated housing needs over the next five years and the City's policies in relation to affordable, rental and special needs housing.

5.0 CONCLUSION

It is recommended that the bylaw to implement the OCP amendments proposed in this report, as outlined in Section 3.0 and described in **Appendix A**, be advanced for First Reading on 2023 February 06 and forwarded to a future Public Hearing on 2023 February 28. The proposed amendments will help achieve consistency between the City's OCP and policy directions in the Bainbridge and Lochdale Plans, and improve transparency and ease of use of these policy documents by residents, community partners, prospective development applicants, and other members of the public. Appearing elsewhere on the Committee agenda are proposed amendments to the Zoning Bylaw to implement the unique Urban Village forms supported by the Bainbridge and Lochdale Plans.



E. W. Kozak, General Manager
PLANNING AND DEVELOPMENT

AY:spf

Attachments

cc: Chief Administrative Officer
General Manager Parks, Recreation and Cultural Services
General Manager Corporate Services
City Solicitor

Deputy Chief Administrative Officer and CFO
Acting Director Legislative Services

Appendix A: Proposed Official Community Plan Bylaw Amendments

The following sections of the OCP are proposed to be amended as follows:

Residential Policy Framework (Section 4.4)

1. Update the ***Residential Policy Framework map*** by applying the Urban Village designation to the entirety of the Bainbridge Community Plan Area where residential and multiple family residential districts may be considered, and excluding those areas where residential uses are not considered. See Appendix A Figure 1.
2. Update the ***Residential Policy Framework map*** by applying the Urban Village designation to the entirety of the Lochdale Community Plan Area where residential uses may be considered, and excluding those areas where residential uses are not considered. See Appendix A Figure 2.
3. Update the ***Residential Framework table*** to remove the Typical Density (Units/acre) and Ground Orientation/Acre designations under the General Characteristics section of the table for Multiple Low Density, Multiple Medium Density and Multiple High Density forms of development. See Appendix A Figure 3.
4. Update the ***Residential Policy Framework Locations table*** to rename the “Bainbridge/Lougheed LRT Station Area” and “Hastings St. / Sperling Ave.” locations to “Bainbridge” and “Lochdale” and to indicate that the Bainbridge and Lochdale Urban Villages now have Council-adopted Community Plans. See Appendix A Figure 4.
5. Replace the reference to “Bainbridge and Brighton Avenue LRT station plan areas” in Section 4.4.2 with “Bainbridge and Brighton plan areas.”
6. Replace the reference to “Sperling/Hastings area” in Section 4.4.2 with “Lochdale Urban Village area.”

Commercial Policy Framework (Section 5.4)

7. Update the ***Commercial Policy Framework map*** to move the location of the future mixed-use Village Centre in the Bainbridge Community Plan Area by deleting the Village Centre symbol from near Bainbridge Avenue and Lougheed Highway and relocating it to Sperling-Burnaby Lake SkyTrain Station area. See Appendix A Figure 5.
8. Update the ***Commercial Policy Framework map*** to move the location of the future mixed-use Village Centre in the Lochdale Community Plan Area by deleting the Village Centre symbol from near Hastings Street and Sperling Avenue and relocating it to Hastings Street east of Kensington Avenue. See Appendix A Figure 6.
9. Update the ***Commercial Growth Distribution table*** to rename the “Bainbridge/Lougheed Station Area” and “Hastings / Sperling” locations to “Bainbridge” and “Lochdale,” respectively. See Appendix A Figure 7.

Directions (Section 6.3)

10. Replace the reference to “Bainbridge LRT Station Area Plan (proposed)” with “Bainbridge Urban Village (update: adopted in July 2022).”

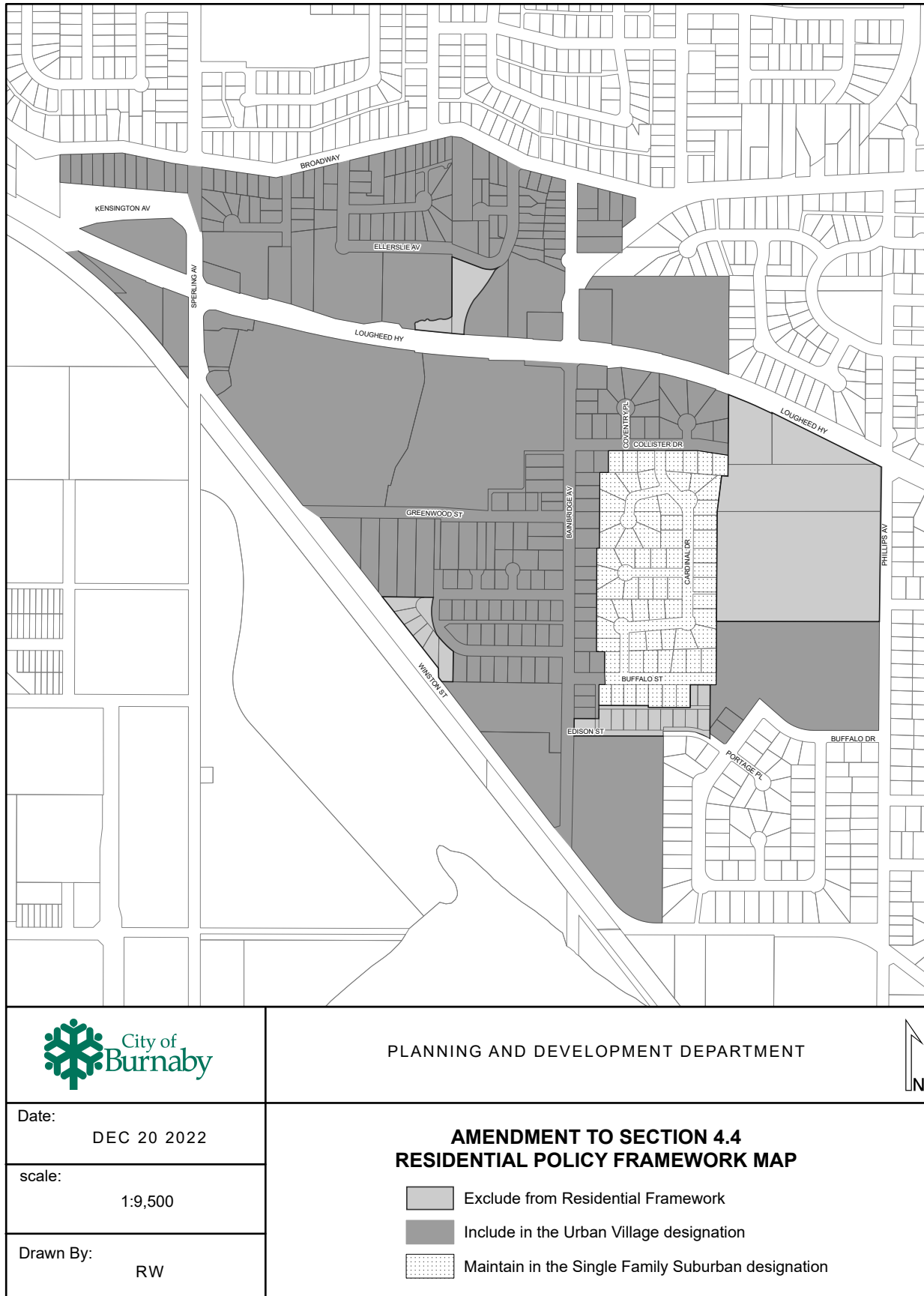
Industrial Policy Framework (Section 6.4)

11. Update the *Industrial Policy Framework* map to remove area north of Hastings Street within the Lochdale Community Plan Area to no longer be designated for future Petro Chemical use. See Appendix A Figure 8.

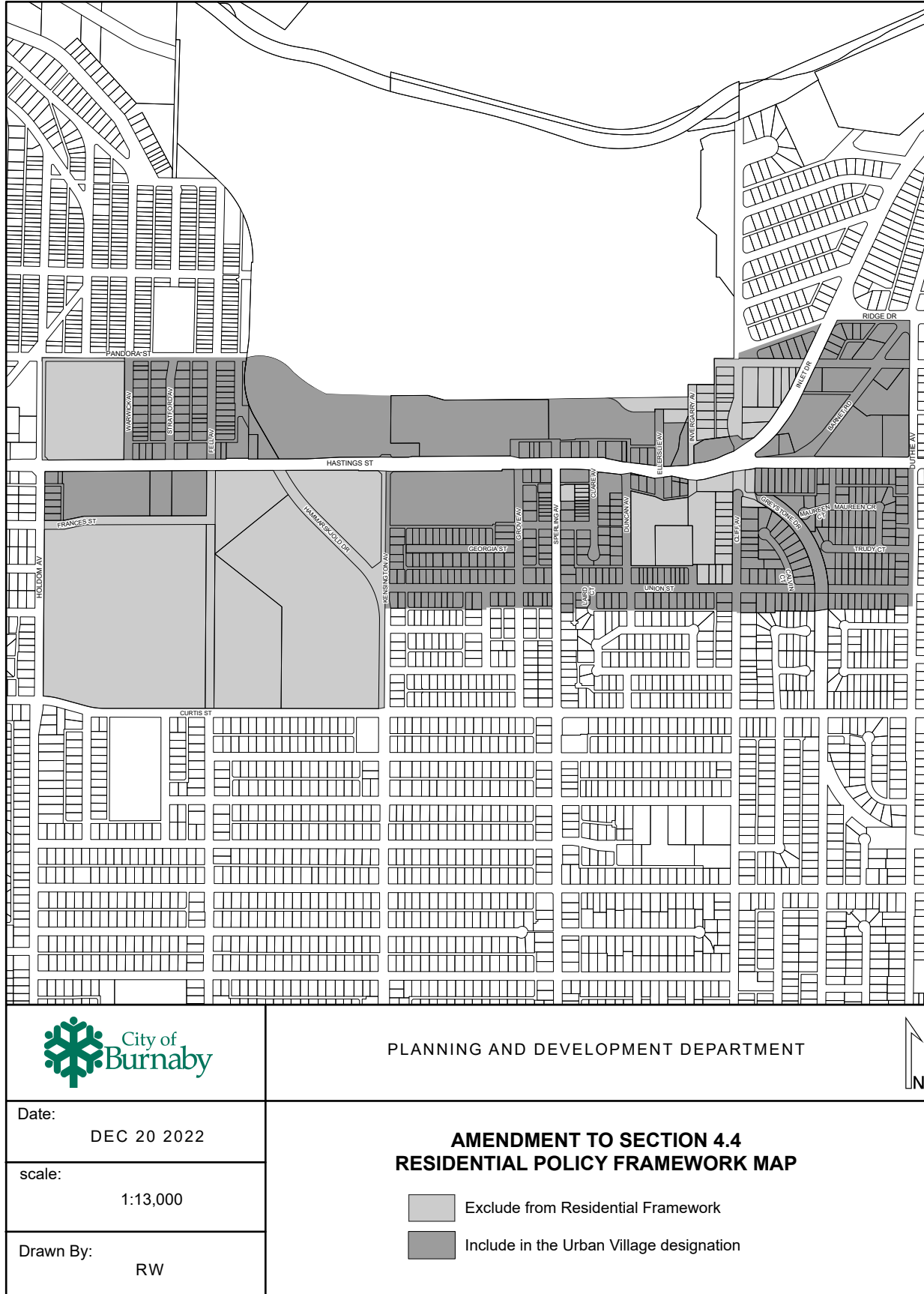
Neighbourhood & District Parks (Section 7.4.2)

12. Update the *District and Neighbourhood Parks* map to add the locations of proposed future Neighbourhood Parks identified in the Bainbridge Community Plan. See Appendix A Figure 9.
13. Update the *District and Neighbourhood Parks* map to add the locations of proposed future Neighbourhood Parks that are identified in the Lochdale Community Plan. See Appendix A Figure 10.

APPENDIX A FIGURE 1:



APPENDIX A FIGURE 2:



APPENDIX A FIGURE 3:

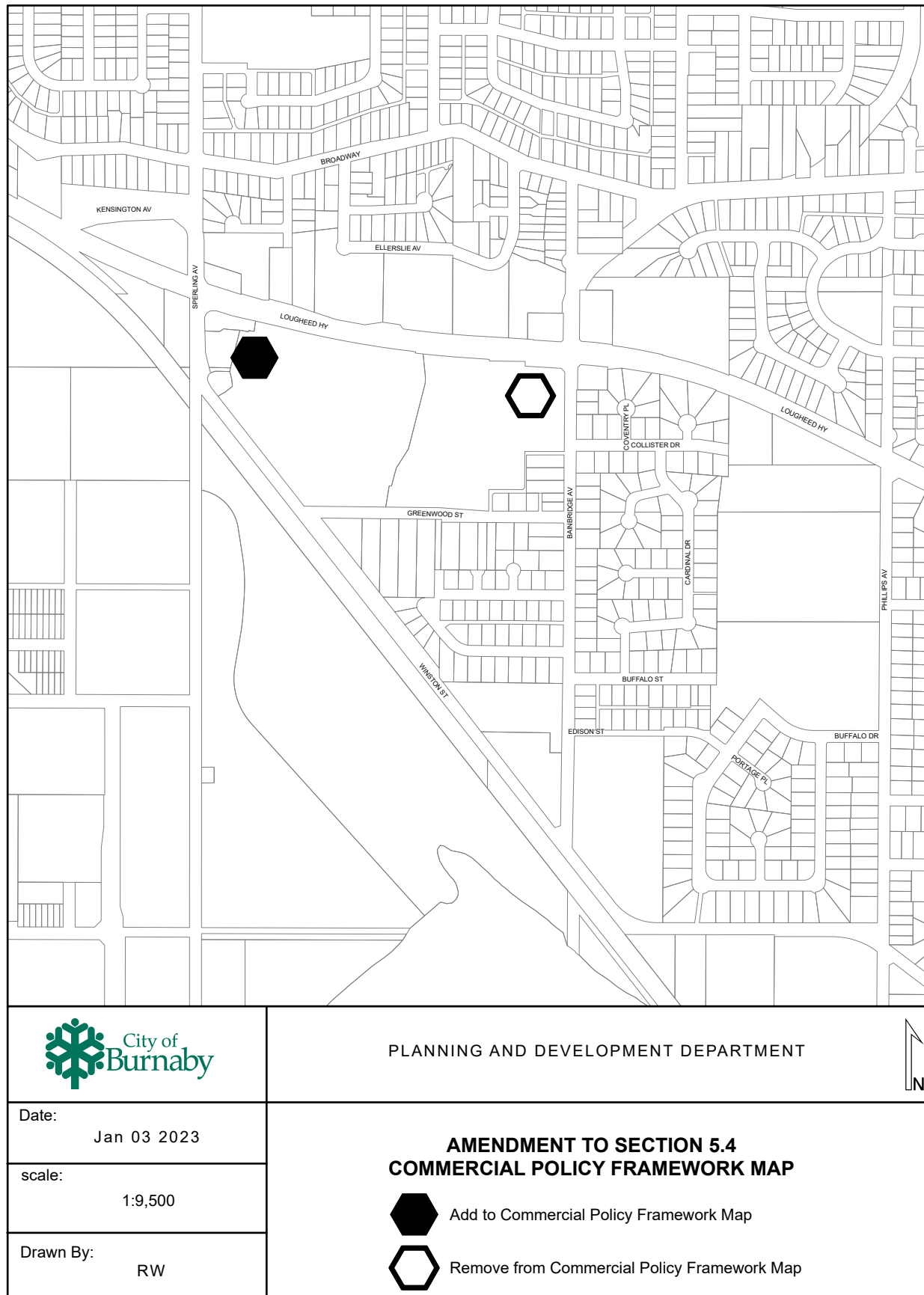
Residential Framework

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			
	Ground Orientation/Acre	Low	Medium	Medium	High			
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	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 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.								

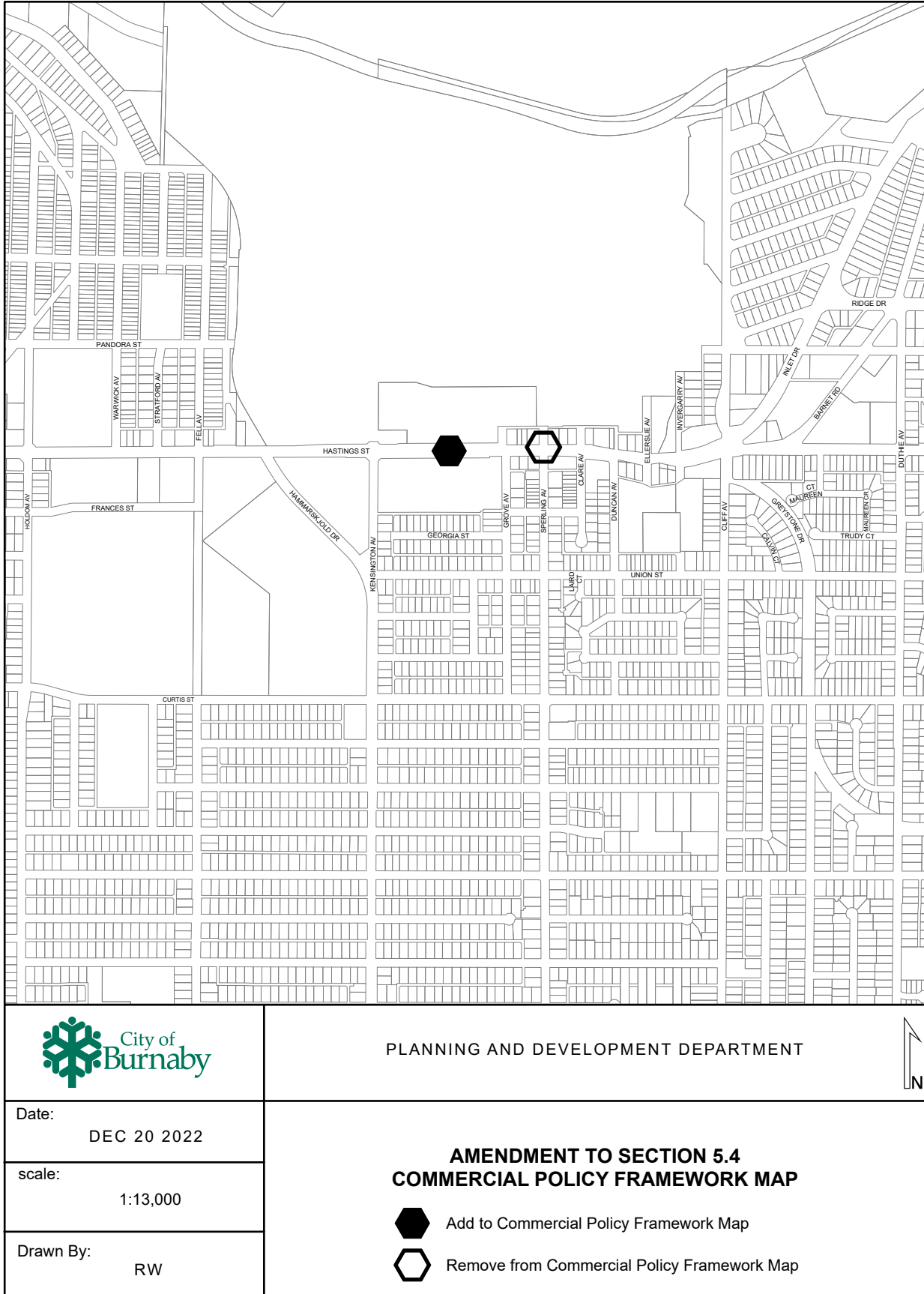
Residential Policy Framework Locations

		Implementation Action				
	Location	Adopted Plan	Plan Amendment Required	New Plan Required	Plan Under Review	Development Complete
Town Centres	Metrotown	▲			Maywood Neighbourhood	
	Lougheed	▲				
	Edmonds	▲				
	Brentwood	▲				
Urban Villages	Montecito	▲	minor			
	Canada Way / Boundary Rd.	▲	minor			
	Hastings Village	▲				
	SFU E. Neighbourhood	▲				
	Hastings St./ Holdom Ave.	▲				
	Holdom/ Lougheed LRT Station Area			▲		
	Bainbridge	▲				
	Brighton / Lougheed LRT Station Area			▲		
	Sixth St / (17 Ave. to 14th Ave)			▲		
	Royal Oak / Rumble				▲	
	Madison Ave. / William St.			▲		
	Sunset St. / Smith Ave.			▲		
	Lochdale	▲				
	Willingdon Lands				▲	
Suburban Multi-Family Communities	Oaklands	▲				
	Cariboo Heights	▲				
	George Derby	▲				
	SFU South Neighbourhood	▲				
	Forest Grove					▲
	One Arbour Lane					▲
	Newcombe St. and Tenth Ave.	▲				
	Greentree Village					▲

APPENDIX A FIGURE 5 :



APPENDIX A FIGURE 6:

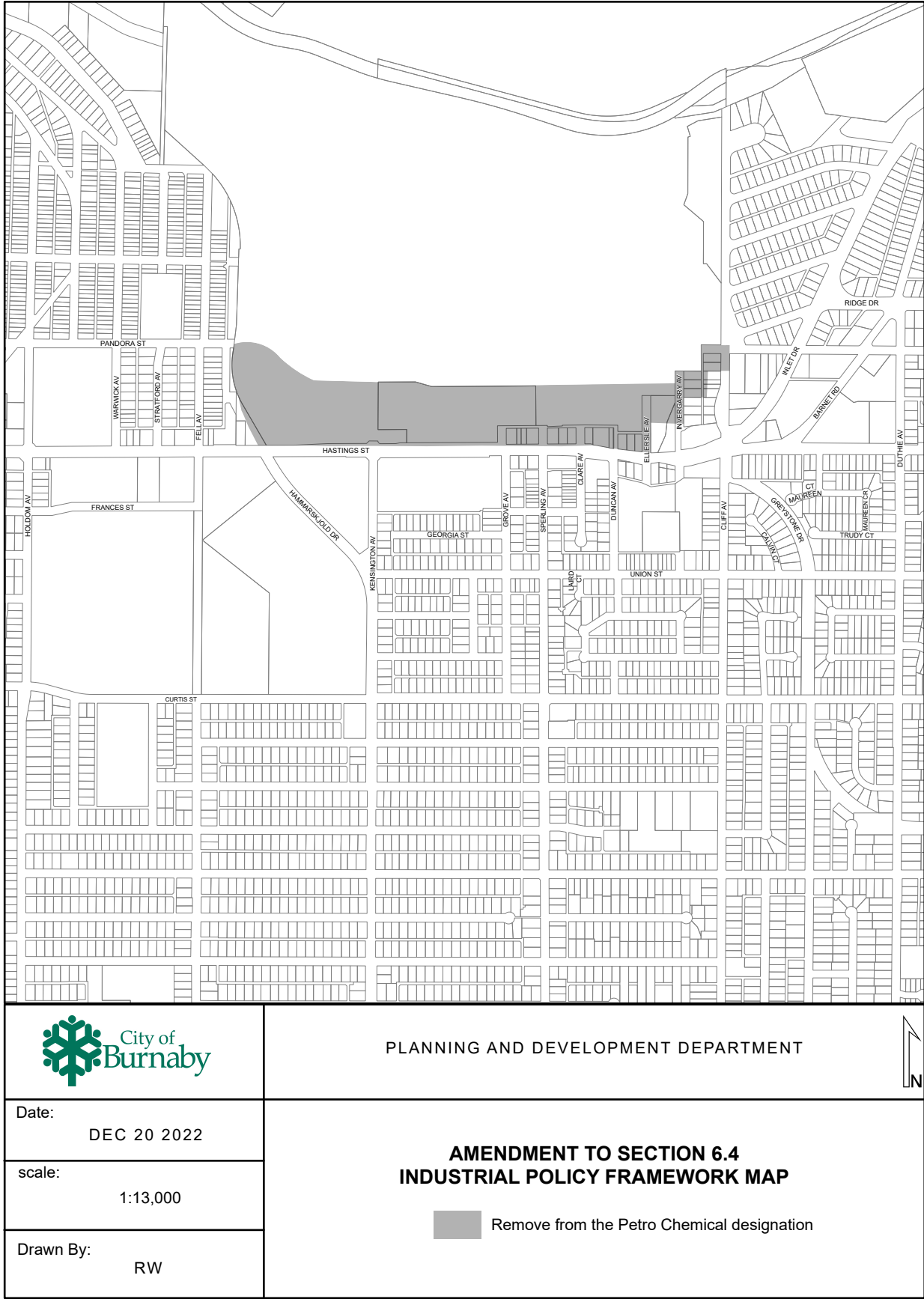


APPENDIX A FIGURE 7:

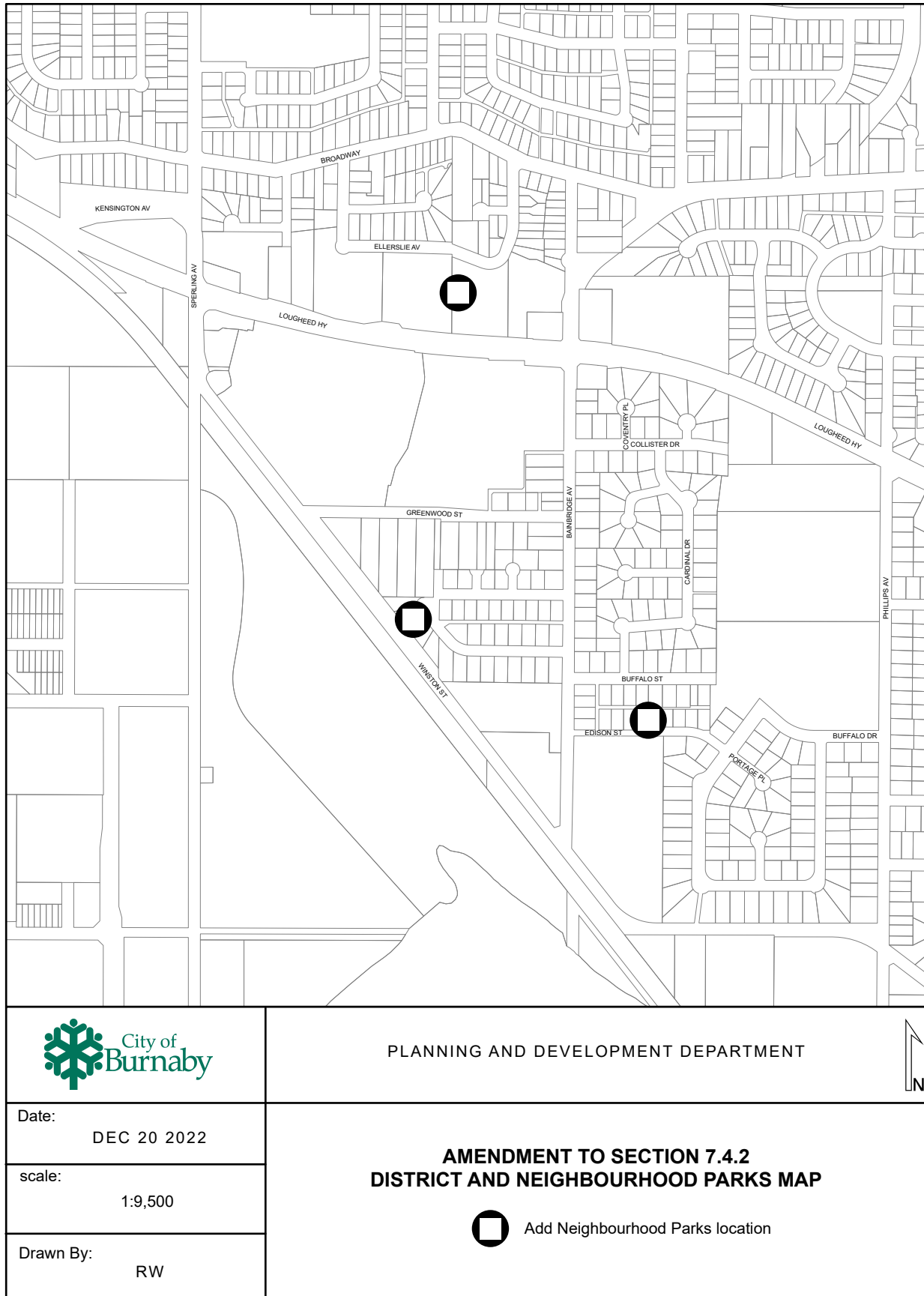
Commercial Growth Distribution

General Characteristics						Commercial Policy Framework
Convenience Retail / Office	Accessory Commercial	Vehicle Oriented	Office/ Research/ Industry	Community Office and Retail	Town Centre Office and Retail	
▲				▲	▲	Town Centres
▲				▲	▲	
▲				▲	▲	
▲				▲	▲	
▲				▲		Village Centres
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	▲					
	▲					Industrial Areas
▲						Neighbourhood Centres

APPENDIX A FIGURE 8:



APPENDIX A FIGURE 9:



APPENDIX A FIGURE 10:

