

**TO:** MAYOR & COUNCIL  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **OCP AMENDMENTS – HOUSING CHOICES PHASE 1**  
**PURPOSE:** To seek Council authorization to advance OCP amendments in support of Phase 1 of the Housing Choices Program to a future Public Hearing.

### RECOMMENDATION

**THAT** the proposed amendments to the Burnaby Official Community Plan Bylaw No. 10709, as described in *Sections 3.1, 3.2 and 3.3* of the report titled “OCP Amendments – Housing Choices Phase 1” dated July 10, 2023, be approved; and

**THAT** the City Solicitor be authorized to bring forward a bylaw to amend the *Burnaby Official Community Plan Bylaw No. 10709* in support of Phase 1 of the Housing Choices Program, substantially as set out in (*Attachment 1*) of the report titled “OCP Amendments – Housing Choices Phase 1”, dated July 10, 2023, and that the bylaw be advanced to First Reading and to a Public Hearing at a future date.

### CHIEF ADMINISTRATIVE OFFICER’S COMMENTS

I concur with the recommendation of the General Manager Planning and Development.

### EXECUTIVE SUMMARY

On February 27, 2023, Council reviewed the proposed OCP amendments in support of Phase 1 of the Housing Choices program, and authorized their advancement as the basis of a consultation process. This report summarizes the results of consultation and recommends advancement of the OCP amendments for First Reading and to a Public Hearing at a future date. The amendment bylaw appears elsewhere on the Council agenda.

### 1.0 POLICY SECTION

The Housing Choices program generally aligns with the following Council adopted plans, reports and policies: *Corporate Strategic Plan (2022)*, *Official Community Plan (1998)*, *HOME: Burnaby’s Housing and Homelessness Strategy (2021)*, *Burnaby’s Housing Needs Report (2021)* and the *Mayor’s Task Force on Community Housing Final Report (2019)*.

**2.0 BACKGROUND**

Housing Choices is a City program to introduce more housing variety to Burnaby’s single and two family neighbourhoods. The program was set up to implement one of the actions from Burnaby’s 10-year housing action plan (*HOME: Burnaby’s Housing and Homelessness Strategy*), adopted by Council on December 6, 2021.

On June 19, 2023, Council approved the first phase of the program, “Phase 1a,” to permit laneway homes and secondary suites in semi-detached homes on properties with lanes in Burnaby’s single and two family neighbourhoods. At the same meeting, Council also authorized staff to prepare bylaw amendments to implement Phase 1a. A report and bylaw amendments to the *Burnaby Zoning Bylaw* appear elsewhere on the Council agenda.

**3.0 ADDITIONAL HOUSING TYPES WILL BE INTRODUCED IN PHASE 1B. THE SCOPE OF WORK AND SCHEDULE FOR PHASE 1B OF HOUSING CHOICES WAS ALSO APPROVED BY COUNCIL ON JUNE 19, 2023. GENERAL INFORMATION**

The proposed amendments apply to the Residential section (Section 4.0) of the OCP, specifically Sections 4.2 (Residential Goals); Section 4.4.4 (Single and Two Family Residential Neighbourhoods); and the Residential Policy Framework table. The proposed amendments provide the necessary policy support for introduction of three units on single family lots and four units on two family lots. They also delete outdated terms and text. The proposed amendments are summarized in *Sections 3.1 to 3.3* below and are detailed in (*Attachment 1*). The proposed amendments are consistent with the *Burnaby Housing Needs Report*, as outlined in *Section 3.4*.

**3.1 Proposed Amendments to Residential Goals (Section 4.2)**

Section 4.2 of the OCP outlines four goals for residential development:

- **Goal 1: Residential Opportunities** – To provide a varied range and choice of living opportunities within the City.
- **Goal 2: Ground Orientation** – To establish increased opportunities for ground-oriented housing.
- **Goal 3: Residential Neighbourhoods** – To maintain and improve neighbourhood livability and stability.
- **Goal 4: Special and Affordable Needs Housing** – To help ensure that the needs of people with special and affordable housing requirements are met.

These goals generally align with those of Phase 1 of the Housing Choices program, but some of the accompanying text is outdated. Written in 1998, the text predates the introduction of laneway homes in Metro Vancouver, as well as newer BC Building Code regulations regarding secondary suites in two family homes. It also predates the City’s permitting of secondary suites in single family homes, and includes language on secondary suites that is now out-of-date. As such, text amendments are required to

provide appropriate policy support for the dwelling types proposed under Phase 1 of the Housing Choices program.

**3.2 Proposed Amendments to Residential Framework Table (Section 4.4)**

The Residential Framework Table (Section 4.4, Page 6) defines a range of neighbourhood types based on three characteristics: typical zoning, typical density (units/acre), and ground orientation per acre. The table specifies which of these neighbourhood types correspond to each of the six residential land use designations.

While the table generally reflects current development patterns, two of the three characteristics used to define neighbourhood types (typical density and ground orientation per acre) are outdated. With the introduction of secondary suites in 2014, typical permitted densities have doubled on many single family properties. In addition, both dwelling units/acre and ground orientation/acre are metrics that have largely been superseded by measurement of floor area ratio (FAR) and consideration of building typologies.

On 2023 March 27, Council adopted a bylaw amendment that removed the typical densities and ground orientation/acre rows of the Residential Framework Table for low density, medium density, and high density multifamily housing. This amendment was adopted in support of the Bainbridge Urban Village and Lochdale Urban Village community plan updates.

For the reasons noted above, this report recommends that the typical densities and ground orientation per acre rows be removed for the remaining columns in the Residential Framework table, specifically rural small holding and single and two family housing neighbourhood types.

**3.3 Proposed Amendments to Residential Framework Text (Section 4.4.4)**

As noted above, the residential framework contains six residential land use designations. Single and two family neighbourhood types correspond to one of two land use designations:

- **Suburban Single Family Neighbourhoods**, which have lower densities and ground orientation per acre, and R1, R2, R3, R10 or R11 District zoning; and
- **Urban Single and Two Family Neighbourhoods**, which have higher densities and ground orientation per acre, and R4, R5, R9, or R12 District zoning.<sup>1</sup>

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<sup>1</sup> Housing Choices Phase 1 also applies to the R6 and RM6 zones, which incorporate the R5 District by reference. In the Residential Framework, these zones correspond to Town Centres, Urban Villages, and Suburban Multi-Family Community locations, which are described in Sections 4.4.1, 4.4.2, and 4.4.3 of the OCP. Those sections already contain language that encompasses a range of ground-oriented housing types, including those permitted by the Housing Choices Phase 1 program.

Section 4.4.4 of the OCP describes these land use designations. As this section was written in 1998, portions of it are outdated. In order to update the section and include language in support of Phase 1 of the Housing Choices program, several text amendments are recommended, as shown (*Attachment 1*).

### **3.4 Consistency with Housing Needs Report**

Section 473(2.1) of the *Local Government Act* requires a local government to consider their most recent housing needs report when amending an OCP in relation to policies for affordable, rental and special needs housing.

The *Burnaby Housing Needs Report (2021)* identifies a need for more rental housing stock, and for more affordable options for families in both the rental and homeownership markets. By supporting new rental housing types such as laneway homes and suites in semi-detached homes, and a greater variety of unit sizes and opportunities on single and two family lots, the proposed amendments respond to these needs.

## **4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

As authorized by Council on February 27, 2023, staff undertook a consultation process on the proposed amendments. Consultation consisted of:

- A notification letter, which invited comments within a 60 day notice period. The letter was sent to the following parties:
  - Kwikwetlem First Nation;
  - xʷməθkʷəy\_əm (Musqueam) First Nation;
  - Skwxwú7mesh First Nation;
  - Tsleil-Waututh First Nation; and
  - Burnaby School District #41.
  
- Inclusion of an informational board at two open houses on the Housing Choices program. The open houses were held at:
  - Confederation Senior Centre on March 28, 2023; and
  - Bonsor Community Centre on March 29, 2023.

No comments were received in response to the notification letters. No comments on the OCP amendments were received at the open houses, which had an estimated 900 people in attendance in total over both nights.

**5.0 FINANCIAL CONSIDERATIONS**

Financial considerations for the Housing Choices program were discussed in the June 19, 2023, Council report.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

**ATTACHMENTS**

Attachment 1 – Proposed Text Amendments

**REPORT CONTRIBUTORS**

This report was prepared by Lily Ford, Planner 3 and reviewed by Jennifer Wong, Assistant City Solicitor, Carl Isaak, Director Community Planning, and Lee-Ann Garnett, Deputy General Manager Planning and Development.