

PLANNING AND DEVELOPMENT COMMITTEE

TO: MAYOR AND COUNCILLORS

**SUBJECT: BURNABY 2050 DRAFT LAND USE FRAMEWORK ENGAGEMENT
PLAN**

RECOMMENDATION:

THAT staff be authorized to undertake public engagement on the Burnaby 2050 Draft Land Use Framework in accordance with the Engagement Plan outlined in Section 4.0, and Attachment 4, of the report, “Burnaby 2050 Draft Land Use Framework Engagement Plan, dated July 10, 2024.

REPORT

The Planning and Development Committee, at its meeting held on July 10, 2024, received and adopted the attached report providing Council with the opportunity to consider the proposed engagement plan for the Burnaby 2050 Draft Land Use Engagement Framework.

On behalf of the Planning and
Development Committee,

Mayor Mike Hurley
Chair

Councillor Pietro Calendino
Vice Chair

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **BURNABY 2050 DRAFT LAND USE FRAMEWORK ENGAGEMENT PLAN**
PURPOSE: To provide Council with the opportunity to consider the proposed engagement plan for the Burnaby 2050 Draft Land Use Engagement Framework.

RECOMMENDATION

THAT staff be authorized to undertake public engagement on the Burnaby 2050 Draft Land Use Framework in accordance with the Engagement Plan outlined in Section 4.0, and Attachment 4, of the report, "Burnaby 2050 Draft Land Use Framework Engagement Plan, dated July 10, 2024.

EXECUTIVE SUMMARY

Staff have prepared a Draft Land Use Framework for Burnaby 2050, the new Official Community Plan, which includes a draft parcel-based land use map (Attachment 1), a list of proposed land use designations with their definitions (Attachment 2), and a list of general implementation principles (Attachment 3). These three elements that make up the Burnaby 2050 Land Use Framework are now ready for public engagement. Public engagement on the Draft Land Use Framework is proposed for September of 2024 and an Engagement Plan (Attachment 4) has been developed for Council consideration.

1.0 POLICY SECTION

In accordance with the *Local Government Act* (LGA), a local government may establish an Official Community Plan (OCP) to guide decisions on planning and land use management. During the development of an OCP, opportunities must be provided for consultation with people and organizations who may be affected.

LGA 473 (1) states that an OCP must include map designations for the area covered by the plan respecting, but not limited to, the following:

- The approximate location, amount, type and density of residential development required to meet anticipated housing need;
- The approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational, and public utility land uses;

- Restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development; and
- The approximate location and type of present and proposed public facilities, including schools, parks and waste treatment.

As a member of the Metro Vancouver Regional District, the City of Burnaby's Official Community Plan should include a Regional Context Statement that demonstrates consistency between the Regional Growth Strategy (RGS) – Metro 2050, and the City's OCP. This means that the Land Use Framework Map in Burnaby 2050 must also be generally consistent with the regional land use designation map in Metro 2050.

2.0 BACKGROUND

On June 20, 2022, Council received for information a report titled "Official Community Plan (OCP) – Project Initiation, Process, and Upcoming Next Steps" which described the scope of the OCP update as well as the timeline and engagement objectives and phasing. In April 2024, Council received a report titled "Burnaby 2050 Phase 3 Engagement Plan – Drafting" which outlined how the City would engage in May and June of 2024 on the draft Vision, Values, and Guiding Principles; Policy Directions; and Growth Scenarios proposed for Burnaby 2050. Input from this engagement period has helped to shape the Draft Land Use Framework, which will be ready for public engagement starting in September of 2024.

The Zoning Bylaw Rewrite project is a concurrent and highly interrelated project with the OCP. That project will introduce a new "height-based development framework" proposed to replace the current density-based framework. It is noted that the draft OCP Land Use Framework presented in this report is under development in coordination with and informed by the new height-based development framework.

3.0 DRAFT LAND USE FRAMEWORK

3.1 Purpose

The OCP Land Use Framework includes three components: the land use designation map (Attachment 1), the descriptions of the land use designations (Attachment 2), and the general implementation principles (Attachment 3).

The purpose of the OCP Land Use Framework is to map the intended long-term land uses for each parcel of land in the City. This sets the vision for how the city will grow, allowing for infrastructure, utility, and transit planning to align with planned development, ensuring that services are planned in coordination with land use. It also allows residents, landowners, and city staff to have a shared understanding of Burnaby's future, and the neighbourhoods within it. The OCP Land Use Framework lays out the land use potential on each parcel of land through redevelopment.

3.2 Objectives

The OCP Land Use Framework was developed under a series of Project Objectives as well as Policy Objectives.

Project Objectives

- Create a parcel-based land use map for Burnaby 2050;
- Improve clarity & usability;
- Align with Zoning Bylaw Rewrite;
- Integrate Growth Scenarios Modelling;
- Align with Burnaby's policy objectives; and
- Involve departments across the City.

Policy Objectives

The OCP Land Use Framework is an opportunity to implement many of the City's key policy objectives by integrating them into real world scenarios. The following ten policy objectives represent planning principles that guided the development of the Land Use Framework.

1. Respond to Community Input
2. Transit Oriented Development
3. Housing Choices
4. Climate Action
5. Access to Parks and Natural Areas
6. Access to Amenities
7. Complete Communities
8. Support a Sustainable Economy and Create Jobs
9. Improved Built Form & Urban Design
10. Advance Reconciliation

Each of the policy objectives have been established through the overarching lenses of Reconciliation; Equity, Diversity and Inclusion; and Climate Action. Examples of how each of these policy objectives have been integrated into the Land Use Framework have been described in Table 2.

3.3 Land use Designations and Height Based Development Framework

The new Official Community Plan and the new Zoning Bylaw will work synergistically to identify the land use and redevelopment potential of properties across the city. The OCP land use designations determine the high-level use categories of current and future intended uses of a property. Zoning Bylaw districts (zones) identify specific land uses, property rights, and development regulations permitted within each district. The Draft Land Use Framework proposes that each OCP land use designation corresponds with a primary Zoning District in the new Zoning Bylaw.

The new Official Community Plan Land Use Framework, and the corresponding Zoning Bylaw Districts are proposed to have seven (7) non-residential designations and nine (9) residential designations, each with a corresponding colour. Each parcel of land in the OCP Land Use Framework map would have a colour indicating its designation. Table 1 outlines these draft designations and the high-level uses contemplated for these designations, a more detailed version of the draft designations is available in Attachment 2.

Table 1: OCP Land Use Designations

Neighbourhood Commercial	Local-serving commercial
General Commercial	City-serving commercial
Employment	Light industrial, office, no residential
Industrial	Industrial uses, no residential
Agriculture	Agricultural uses
Institutional	Institutional, cultural, recreational, & educational uses
Park, Open Space, and Natural Areas	Recreational parks, public or private open spaces, natural and conservation areas
Small-Scale Multi-Unit Housing	Residential multiplex up to 4 units, up to 6 units in locations 400m from a Prescribed Bus Stop
Townhouse	Residential up to 4 storeys
Low-Rise Apartment 1	Residential up to 4 storeys
Low-Rise Apartment 2	Residential up to 6 storeys, up to 8 in TOA ¹
Mid-Rise Apartment 1	Residential up to 12 storeys
Mid-Rise Apartment 2	Residential up to 20 storeys
High-Rise Apartment 1	Residential up to 30 storeys
High-Rise Apartment 2	Residential up to 40 storeys
High-Rise Apartment 3	Residential up to 50+ storeys

In accordance with the height-based development framework proposed for the Zoning Bylaw update, the residential land use designations are differentiated by the maximum permitted number of storeys, not density (such as Floor Space Ratio) as was used previously. Going forward, building form will be defined in the Zoning Bylaw and further shaped by the new Form and Character Development Permit Area Guidelines (which will be appended to Burnaby 2050).

3.3.1 Land Use Overlays and Policy Overlays

To minimize the need for complex and rigid Comprehensive Development Zones (CD Zones) in the future, the use of “Land Use Overlays” have been proposed to support the mixing of compatible land uses on a single site. A Land Use Overlay

¹ TOA refers to Transit Oriented Areas, as prescribed by the Province of British Columbia

as depicted on the OCP Land Use Map adds an additional land use designation to the base primary land use designation. This is depicted using a coloured outline around the parcel with the base designation filling the middle of the parcel. Two Land Use Overlays may be shown with a dashed outline in alternating colours corresponding to multiple overlay designations. A Land Use Overlay may be optional or required. The overall height of the buildings permitted on a mixed-use lot would be set by the designation with the greatest height permission, and the addition of a Land Use Overlay would not cumulatively add to the maximum permitted height.

In addition, there will be a number of Policy Overlays to add additional policy requirements or permissions to the primary base land use designation. This allows for nuance in the implementation of the land use designation in specific areas. Policy Overlays would be depicted in separate physical maps from the OCP Land Use Designation Map. Examples of proposed Policy Overlays include: Rental Tenure, Streamside Development Permit Areas, Statutory Rights-of-Way, and Special Study Areas.

More information about the Land Use and Policy Overlays and other details on how the new OCP Land Use Framework implementation policy can be found in Attachment 3 “OCP Land Use Map General Implementation Principles.”

3.4 Draft Land Use Map

The Burnaby 2050 Draft Land Use Map can be found in Attachment 1. The map depicts proposed land use designations for each parcel in the city, as well as planned road and greenway realignments. The map was prepared with the 10 Policy Objectives and overarching OCP lenses in mind, as well as in close collaboration with subject matter experts within the City. The map underwent multiple reviews, where every parcel was carefully considered to ensure that each parcel’s designation advances the City’s Policy Objectives, aligns with the City’s values, is consistent with legislation including the *Local Government Act* and Metro 2050, is responsive to local context and community input, and is fair and reasonable. Table 2 describes how each Policy Objective is advanced through the Draft Land Use Map.

Table 2: How the Policy Objectives are Advanced in the Land Use Map

Policy Objective	How the Objective is Met in the Map
1. Respond to Community Input	The OCP Land Use Map is informed by input received on the Growth Scenario public engagement (Spring 2024).
2. Transit Oriented Development	New residential and employment growth is focused around rapid transit, frequent transit, and the standard bus network and scaled to the level of transit service provided and planned.
3. Housing Choices	More medium density and ground-oriented forms are enabled to support the needs of diverse households.

4. Climate Action	New pedestrian and road connections are proposed to improve walkability and connectivity, enabling more trips to be made using active modes thereby reducing greenhouse gas emissions. In addition, new growth and density is clustered in the areas of the city that are the most resilient to the impacts of climate change. New density is not supported in areas with known natural hazards.
5. Access to Parks and Natural Areas	New and expanded park land is proposed, focusing especially in areas where growth is anticipated.
6. Access to Amenities	New and expanded public amenities, particularly school sites, are proposed, especially in high-growth areas. In addition, townhouse and other child-friendly housing forms are directed to neighbourhoods around schools.
7. Complete Communities	Neighbourhood commercial centres are proposed in residential areas across the city, creating opportunities for new commercial services closer to where people live.
8. Support a Sustainable Economy and Create Jobs	Lands designated Agriculture, Industrial or Employment in Metro 2050 are protected for employment uses. New areas for commercial use have been identified, primarily in Town Centres and along key transit corridors, generally in the form of Land Use Overlays so they are mixed with compatible residential uses.
9. Improved Built Form & Urban Design	Heights gradually decrease further away from Town Centres and transit corridors.
10. Advance Reconciliation	The Special Study Area overlay is used in some areas designated Industrial, particularly along the Burrard Inlet, to indicate future work to determine the long-term transition of existing uses. For those sites along the Burrard Inlet those studies should consider potential for environmental conservation and restoration, in accordance with Burnaby's commitment to Reconciliation through land stewardship.

The Draft Land Use Map found in Attachment 1 will be brought forward for public engagement in September of 2024 as both a static map as well as an interactive map viewer. Minor revisions to the map in Attachment 1 may be made in the interim period between this report and the start of the engagement effort, as well final versions of the map will be informed through consultation. Additional draft thematic OCP maps would be prepared to complement the land use map and provide greater context. These may include a draft Open Spaces map, a draft Neighbourhood Area map, a draft Streamside Development Permit Area map, and others.

4.0 ENGAGEMENT PLAN

Staff will conduct public engagement on the Burnaby 2050 Draft Land Use Framework between September 6, 2024 and October 4, 2024. The attached Engagement Plan has been developed to guide public engagement efforts around the Draft Land Use Framework (Attachment 4), outlining a robust approach to gathering input from community members across the City.

4.1 Engagement Goals

The primary engagement goals are to:

1. Raise awareness about the Draft Land Use Framework;
2. Receive feedback on the Draft Land Use Framework;
3. Communicate the benefits of the Draft Land Use Framework and how it responds to the input received so far as well as the Burnaby 2050 Vision; and
4. Use equitable engagement strategies that support participation from all those who live, work, play, or attend school in Burnaby.

4.2 Engagement Audiences

The following engagement audiences have been identified:

1. General Public
2. Council and Committees
3. Host Nations
4. Community Partners
5. Burnaby Staff

The engagement activities have been designed to ensure each audience has opportunities to participate in ways that are relevant and appropriate to their needs and perspectives.

4.3 Engagement Activities

Due to the targeted nature of this engagement campaign, engagement activities will be limited to the following:

- Up to eight (8) in-person Open House events, distributed geographically across the City
- One (1) online Open House;
- One (1) online survey;
- A Feedback Form made available to Community Partners so they can provide detailed written feedback; and
- A referral letter to Host Nations.

Equitable engagement techniques will be used to ensure that engagement opportunities are available and accessible to all people living, working, or attending school in Burnaby, as well as those who own property in Burnaby.

5.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

The City's communication channels will be leveraged to promote the engagement campaign and support robust participation. This will include: a news release, social media posts, a Your Voice webpage, a city-wide postcard mailer, and updates through the email newsletter. More information is available in the Engagement Plan (Attachment 4).

Feedback received on the Draft Burnaby 2050 Land Use Framework will be reviewed and carefully considered. Adjustments to the Framework will be made where they are supported and this will inform the final draft version of Burnaby 2050. The final draft version of Burnaby 2050 will be brought forward for a fulsome public comment period in early 2025.

6.0 FINANCIAL CONSIDERATIONS

The Draft Land Use Framework Engagement Plan will require a change order to existing engagement contract with Urban Systems (consultancy managing Burnaby 2050 public engagement). Sufficient funding for all OCP-related work in 2024 is included within the Planning & Development department operating budget in the 2024-2028 Financial Plan.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – DRAFT OCP Land Use Map

Attachment 2 – Land Use Designation Table

Attachment 3 – OCP Land Use Map General Implementation Principles

Attachment 4 – OCP Land Use Map Engagement Plan

REPORT CONTRIBUTORS

This report was prepared by Erin Rennie, Planner 3, Mark Norton, Planner 3, and Hay Go, Planner 1 and reviewed by Johannes Schumann, Director Community Planning.