

**PLANNING AND DEVELOPMENT COMMITTEE**

TO: MAYOR AND COUNCILLORS

SUBJECT: OFFICIAL COMMUNITY PLAN (OCP) AMENDMENT - 6005 PANDORA STREET (STRATFORD GARDENS)

RECOMMENDATION:

THAT staff be authorized to undertake a public consultation process, as outlined in section 4.0 of the report titled "OCP Amendment - 6005 Pandora Street (Stratford Gardens)" dated April 8, 2024, to receive public input on the proposed amendments to the *Burnaby Official Community Plan Bylaw 1998* to enable the designation of 6005 Pandora Street as a Suburban Multi-Family Community, as outlined in section 3.2 of the report; and

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 section 4.1 of the report, be determined to be appropriate to meet the requirements of Section 475 of the *Local Government Act*.

REPORT

The Planning and Development Committee, at its meeting held on April 8, 2024, received and adopted the attached report seeking Council authorization to undertake a public consultation process regarding a proposed amendment to the OCP, to enable the designation of 6005 Pandora Street as a Suburban Multi-Family Community.

On behalf of the Planning and
Development Committee,

Mayor M. Hurley
Chair

Councillor P. Calendino
Vice Chair

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **OCP AMENDMENT - 6005 PANDORA STREET (STRATFORD GARDENS)**
PURPOSE: To seek authorization to undertake a public consultation process regarding a proposed amendment to the OCP, to enable the designation of 6005 Pandora Street as a Suburban Multi-Family Community.

RECOMMENDATION

THAT staff be authorized to undertake a public consultation process, as outlined in section 4.0 of the report titled “OCP Amendment - 6005 Pandora Street (Stratford Gardens)” dated April 8, 2024, to receive public input on the proposed amendments to the *Burnaby Official Community Plan Bylaw 1998* to enable the designation of 6005 Pandora Street as a Suburban Multi-Family Community, as outlined in section 3.2 of the report; and

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 section 4.1 of the report, be determined to be appropriate to meet the requirements of Section 475 of the *Local Government Act*.

EXECUTIVE SUMMARY

BC Housing has submitted a rezoning application to redevelop the Stratford Gardens non-market housing complex at 6005 Pandora Street. The proposed rezoning requires amendments to the Residential Policy Framework of the Official Community Plan (OCP) to redesignate the site from Single and Two Family Urban to Suburban Multi-Family Community. This report outlines the proposed OCP amendments and recommended approach for public consultation.

1.0 POLICY SECTION

The proposed OCP amendments generally align with the following Council adopted plans, reports and policies:

- *Corporate Strategic Plan (2017)*;
- *Social Sustainability Strategy (2011)*; and
- *HOME: Burnaby’s Housing + Homelessness Strategy (2021)*.

2.0 BACKGROUND

This report proposes an amendment to the Residential Policy Framework in the OCP to support the redevelopment of the Stratford Gardens non-market housing complex at 6005 Pandora Street. The site currently contains 102 units for seniors and persons with disabilities, which have been operated by BC Housing since 1972.

The subject site is designated as “Single and Two Family Urban” in the OCP Residential Policy Framework. The Residential Policy Framework map is included as Attachment 1 and a detailed version showing the subject site is included as Attachment 2. The Single and Two Family Urban designation generally relates to R-district zoning designations for single, two-family and low-scale forms of development, which is the general development pattern in the area. The subject site is currently zoned CD Comprehensive Development District (based on P5 Community Institutional District), to reflect the rezoning approval from 1970 to allow for the development of 334 seniors housing units (Rezoning Reference #26-70).

As discussed below, the proposed OCP amendment would change the designation of the subject site to Suburban Multi-Family Community, which is characterized by low density multi-family residential housing, including townhouses and garden apartments.

3.0 PROPOSED AMENDMENTS

3.1 Stratford Gardens

Since 1972, Stratford Gardens has provided 126 units of non-market housing for seniors and persons with disabilities. Now, the buildings are near the end of their life cycle, with one building having already been demolished after being damaged by a fire. BC Housing proposes to build four 4-6 storey buildings to replace all existing units, in addition to providing additional purpose-built affordable rental apartments for seniors, couples, individuals, and families, and an on-site child care facility.

To accommodate the proposed uses, the proponent has applied to rezone the site from CD Comprehensive Development District (CD) (based on P5 Community Institutional District) to CD (based on P5 Community Institutional District and RM3r Multiple Family Residential District) (Rezoning Reference #21-14). The proposed CD (P5, RM3r) zoning is generally consistent with the Suburban Multi-Family Community land use designation in the OCP, with minor text amendments required as discussed in Section 3.2 below.

Stratford Gardens is located in a single- and two-family neighbourhood adjacent to the Lochdale Urban Village Community Plan area. This residential area will soon be subject to the Province’s Small-Scale Multi-Unit Housing legislation, which introduces more ground-oriented density into established single- and two-family neighbourhoods. The Lochdale Urban Village Community Plan, adopted in 2022, extends the boundaries of the Lochdale Urban Village to Pandora Street, just south of the Stratford Gardens site as seen in Attachment 3. The plan designates parcels immediately south of the site for low density residential uses, including small multiplexes and townhouse or rowhouse

forms. It designates land to the southeast of the site, between the Shell Industrial Lands to the north and Hastings Street to the south, for medium density multiple family residential uses (3-8 storey residential and mixed-use buildings), consistent with the density of the proposed redevelopment of Stratford Gardens.

3.2 OCP Residential Framework Section 4.4.3 (Suburban Multi-Family Communities)

Section 4.4.3 of the OCP outlines the characteristics of Suburban Multi-Family Communities. While the proposed redevelopment is generally aligned with this description, a number of minor amendments, outlined in Table 1, are needed to incorporate Stratford Gardens and its proposed uses into this residential land use category.

Table 1: Proposed Amendments to Section 4.4.3 (Suburban Multi-Family Communities) of the OCP

Section	Existing Text	Proposed Text
<p>Section 4.4.3 Paragraph 1 (Page 8 of Residential Section)</p>	<p>Incorporated within the framework are eight comprehensively planned townhouse and garden apartment development areas. These areas differ from the Urban Villages by their singular low density multi-family residential character, with usually only a minor associated convenience store. The areas included in this category are Oaklands, Cariboo Heights, George Derby lands, Simon Fraser University South Neighbourhood, Forest Grove, One Arbour Lane, Newcombe/Tenth Avenue and Greentree Village.</p>	<p>Incorporated within the framework are eight <u>nine</u> comprehensively planned townhouse and garden apartment development areas. These areas differ from the Urban Villages by their singular low density multi-family residential character, with usually only a minor associated convenience store <u>or small-scale community institutional use.</u> The areas included in this category are Oaklands, Cariboo Heights, George Derby lands, Simon Fraser University South Neighbourhood, Forest Grove, One Arbour Lane, Newcombe/Tenth Avenue, <u>and Greentree Village and Stratford Gardens.</u></p>

<p>Section 4.4.3 Paragraph 2 (Page 8 of Residential Section)</p>	<p>Each of these is the subject of already adopted plans. They have provided a greater opportunity for ground-oriented housing and typically are associated with the preservation of key natural features.</p>	<p>Each of these is the subject of already adopted plans. They have provided <u>These areas provide</u> a greater opportunity for ground-oriented housing and typically are <u>may be</u> associated with the preservation of key natural features.</p>
<p>Section 4.4.3 Paragraph 3 (Page 8 of Residential Section)</p>	<p>In 1991, these areas accounted for 2,775 units. Between 1991 and 2006, it estimated that some 3,350 additional units will be accommodated within these areas.</p>	<p>In 1991, these areas accounted for 2,775 units. Between 1991 and 2006, it estimated that some 3,350 additional units will be accommodated within these areas.</p>

Consistent with the update to Section 4.4.3, an amendment to the Residential Policy Framework Locations table (Section 4.0, p. 7) is also proposed. The proposed amendment adds “Stratford Gardens” to the list of Suburban Multi-Family Communities.

3.3 Regional Context Statement (RCS)

The subject property is designated “General Urban” in the Regional Context Statement (RCS), which is Appendix 1 of the OCP. The RCS, adopted in 2014, is a statement of consistency between the OCP and the regional growth strategy effective at the time, *Metro 2040*, which also designates the property as General Urban. General Urban areas are intended for residential neighbourhoods and centres, and are supported by shopping, services, institutions, recreational facilities and parks. This definition and designation are also consistent with the *Metro 2050* Regional Growth Strategy which was adopted in February 2023. The proposed rezoning of the subject property utilizes the P5 Community Institutional District and RM3r Multiple Family Residential District as the principle underlying zones. Institutional and residential uses are permitted within General Urban designated areas in both *Metro 2040* and *Metro 2050*. As such, no amendment to the RCS is necessary.

4.0 CONSULTATION REQUIREMENTS AND SPECIFIC CONSIDERATIONS

Section 475 of the *Local Government Act* (“LGA”) 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; and
 - provincial and federal governments and their agencies; and
- consult with the Agricultural Land Commission if the OCP or OCP amendment might affect agricultural land.

In addition, section 473(2.1) of the *LGA* 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; and
- amending an OCP in relation to policies for affordable, rental and special needs housing.

Under Section 476 of the *LGA*, a local government must consult with the board of education for those school districts located within the area of the proposed OCP amendment.

Section 477(3) of the *LGA* sets out the adoption procedures for an OCP amendment. After first reading of the OCP amendment bylaw, the City must first consider the proposed amendment in conjunction with its financial plan and any applicable waste management plan. The City must then hold a Public Hearing on the proposed OCP amendment.

4.1 Recommended Consultations and Considerations

It is recommended that consultation be undertaken with local First Nations, on whose traditional territory the area covered by the OCP amendment is located, and the Burnaby School District #41. It is also recommended that consultation be undertaken in the neighbourhood by notification through mail-outs to residents and owners within a 100 metre radius of the subject site inviting them to provide comments within 60 days. Staff are of the view that consultation with the other organizations identified in section 475 of the *LGA* is not necessary.

Upon conclusion of the consultation process, a report will be advanced to Council outlining the results of the consultation. The report will also recommend that Council authorize the City Solicitor to bring forward the proposed OCP amendment bylaw for First Reading and that the bylaw then be forwarded to a Public Hearing. The required Public Hearing will provide the broader community with an opportunity to comment on the proposed OCP amendment.

In regard to section 473(2.1) of the LGA and the requirement to consider the City’s most recent housing needs report, the proposed OCP amendment to amend the designation of the Stratford Gardens site to Suburban Multi-Family Community 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 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposed amendment.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

- Attachment 1 – OCP Residential Policy Framework Map
- Attachment 2 – OCP Land Use Designations Subject Site Map
- Attachment 3 – Lochdale Community Plan Residential Land Use Designations Map

REPORT CONTRIBUTORS

This report was prepared by Rose Wu, Planning Assistant 3, and reviewed by Lily Ford, Planner 3, Jennifer Wong, Assistant City Solicitor and Wendy Tse, Director Community Planning.