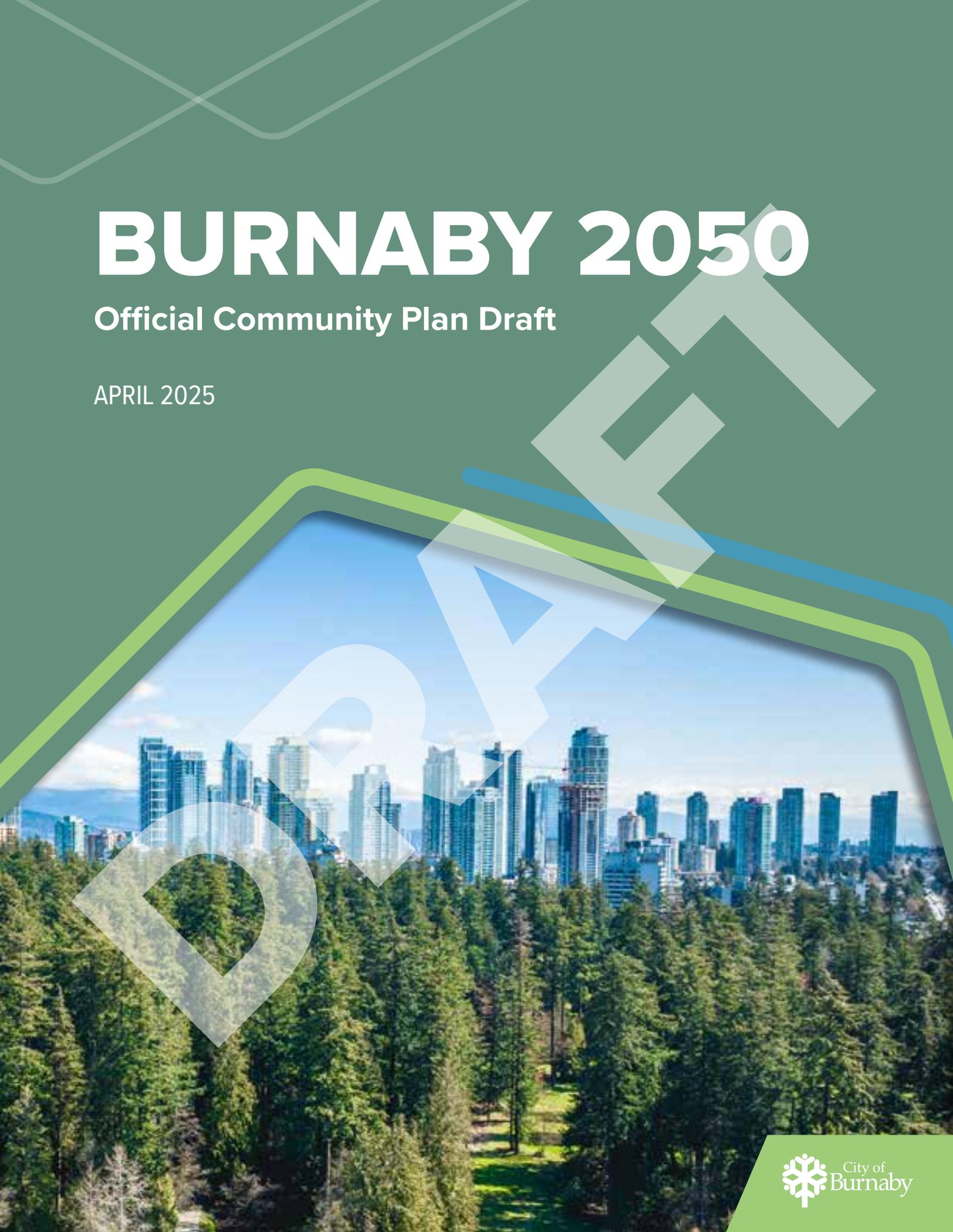


BURNABY 2050

Official Community Plan Draft

APRIL 2025



Bylaw Page

List of Amendments



Territorial Acknowledgement

We respectfully acknowledge that the City of Burnaby is located on the unceded territories of the *xʷməθkʷəy̓əm* (Musqueam), *Sk̓wxwú7mesh* (Squamish), *səlilwətał* (Tsleil-Waututh), and *kʷikwə́łəm* Peoples (Kwikwetlem). Each Nation has distinct histories and distinct traditional territories that fully or partially encompass the city.

We encourage you to learn more about the Host Nations whose ancestors have occupied and used these lands, including parts of present-day Burnaby, for thousands of years.

Mayor's Message

Executive Summary

Welcome to Burnaby 2050! If you're reading this, you care – or are at least curious – about the future of our city. Maybe you're one of the thousands of people who attended open houses, sent an email, or filled out an online survey during the creation of the plan. Maybe you're a resident eager to explore the new opportunities available to you and your neighbours. Maybe you're a developer seeking a building site or a realtor helping a client find a new location. Or maybe you're an advocate gauging support for an initiative you hope to bring to Council. Whatever your reason for opening this document, we hope that it gives you the information you need to create your part of Burnaby's future.



Introduction (Part A)

The Burnaby 2050 Official Community Plan (OCP) presents a long-term vision for the future of Burnaby. It has been inspired and shaped by the people of Burnaby and reflects the community's shared vision and values.

This OCP is a significant update to the 1998 City plan. It reflects a three-year process that included four phases of community engagement to raise awareness and gather information about the community's priorities for the future.

The first section of the OCP introduces the plan and the vision, values, lenses, and public engagement that shaped it. It highlights Burnaby's place within Host Nations territories and the City's commitment to reconciliation, and provides additional context on land use history, demographics, and key strengths and challenges.



Land Use Framework (Part B)

The land use framework responds to community feedback by providing new features to help simplify and streamline the City's planning processes. These include:

- » a parcel-based land use map to provide more clarity on future development, with fewer, more flexible land use designations;
- » adjusted community plan areas to ensure seamless coverage of the City with fewer plans to maintain and update; and
- » three new Development Permit Areas to provide additional protections to tenants, safeguard sensitive ecosystems, and ensure that the form and character of new buildings reflects high quality design and enhances the public realm.

The land use framework incorporates Metro Vancouver's regional planning framework (Metro 2050, January 2023), and provincial legislation to increase housing supply and protect tenants (Bills 44 and 47, 2023, and Bill 16, 2024). The result is a land use plan with a connected network of urban centres that provides sufficient capacity to accommodate population, housing and job growth to 2050 and beyond.



Policy Framework (Part C)

The policy framework updates all existing policy topics and emphasizes key City priorities such as addressing climate change; supporting equity, diversity and inclusion; and reconciliation with Indigenous Peoples. These three perspectives serve as plan “lenses” that are reflected throughout the policy framework. The framework is organized into five goals, that focus on fostering complete communities, creating welcoming spaces, supporting a vibrant economy, maintaining efficient networks, and leading in climate change and environmental protection. The five goals are supported by 32 objectives and 263 policy actions.

Implementation (Part D)

The OCP is more than just another policy document. It is an adopted bylaw used by staff and Council to guide decisions about how land is used in the future. Under the *Local Government Act (LGA Division 4)* all future bylaws and works undertaken by the City must be consistent with the OCP. The OCP works together with the Burnaby Zoning Bylaw, subsidiary plans and other City regulations to provide a decision-making framework. Progress toward achieving the plan goals will be monitored and reported out at regular intervals, using a set of key performance indicators, to ensure that the plan remains accountable in meeting the community’s long-term vision for Burnaby.





The Plan at a Glance

Vision

“Burnaby is a green and inclusive city with safe and connected neighbourhoods and a vibrant economy where people want to live, work, and play for generations to come.”

Values

Reflects the community’s core beliefs and shared aspirations



Land Use Framework

Identifies lands that will meet the residential, employment, environmental and community needs anticipated in the future. Provides clarity on how Burnaby could develop over time

Urban Structure

A city-wide framework showing the locations and types of urban centres

Community Plan Areas

A set of planning areas where detailed plans will address neighbourhood-specific issues

Land Use Map

A map that identifies the land use designations for every property in the City

Development Permit Areas (DPAs)

Areas where lands are subject to additional development requirements

Policy Framework

Goals, objectives and policy actions required to meet the community vision. Together they provide guidance on priorities and land use planning decisions



5 Goals

Broad statements describing what the City hopes to achieve over time

32 Objectives

Specific, measurable, and actionable statements intended to help accomplish each goal

263 Policy Actions

Statements about what City will do to achieve the objectives

Implementation

Actions the City will take to achieve plan goals and monitor and measure progress

Three Lenses

R Reconciliation | **E** Equity, Diversity and Inclusion | **C** Climate Action

Perspectives and processes through which policies and objectives are developed and examined

Plan Highlights

1 Housing choices

More land has been designated for low-rise apartments, rowhomes, townhomes and multiplexes. This will help to meet the diverse and changing needs of Burnaby's households.

2 Transit oriented development

Higher densities have been allocated around stations and frequent transit bus stops to allow more homes and jobs to be accessible by transit. This helps reduce emissions, improves affordability and lowers infrastructure costs.

3 New neighbourhood centres

New neighbourhood centres have been situated at strategic intersections to provide residents with greater access to local services and amenities, such as coffee shops and small grocers.

4 Tenant protection

A Tenant Protection Development Permit Area has been established to protect existing tenants if their rental buildings are redeveloped.

5 Amenities to support growth

New and expanded amenities such as schools, parks and supporting mixed uses have been proposed in areas that are expected to grow.

6 Welcoming public spaces

Land has been designated for parks, open space and urban plazas to support neighbourhood hubs, gathering places and public events.

7 Design standards

A Form and Character Development Permit Area has been established to ensure best practices in urban design are reflected in new buildings and public places.

8 Improved urban form

The Land Use Framework supports gradual transitions between higher and lower density areas to reduce density "cliffs" and support more variety in building forms.

9 Climate action

Pedestrian connections have been added throughout neighbourhoods to improve access to daily needs without driving.

10 Streamside protection

A Streamside Development Permit Area has been established to protect and enhance streamside areas when development occurs. These measures will help to improve water quality, control erosion and protect wildlife and fish habitats, making Burnaby greener.

11 Actions for reconciliation

Burnaby is committed to reconciliation through land stewardship. Special study areas offer opportunities to dedicate lands for environmental protection, conservation and restoration as part of a long-term transition plan.

12 Support for small businesses

Commercial uses have been expanded to all residential designations to support home-based businesses such as local repair shops, barbers and home daycares in more areas of the City.

13 Job protection

Employment and industrial lands have been protected to support the local economy and retain local job opportunities.

14 Protection for agriculture

Agricultural lands in the Big Bend have been protected to support farmers and contribute to easier access to healthy, fresh and locally produced food.

Plan Highlights

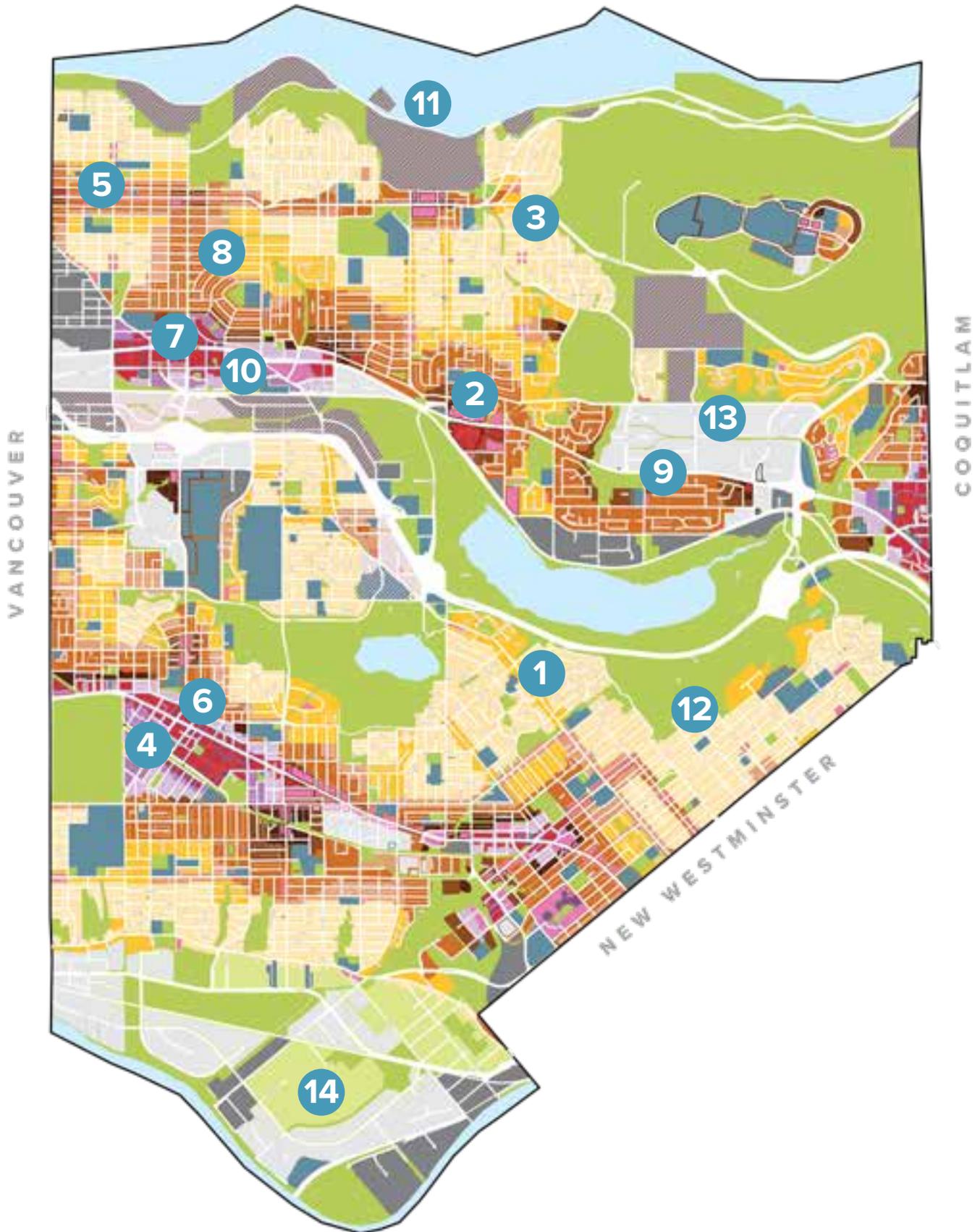


Table of Contents

Part A: Introduction

Vision and Values	16
Plan Processes and Engagement	18
Plan Lenses	20
Reconciliation with Indigenous Peoples	22
Pathway to the Present	30
Community Trends	32
Strengths and Challenges	34

Part B: The Land Use Framework

Urban Structure	38
Community Plan Areas	44
Land Use Map	50
Development Permit Areas and Guidelines	58

Part C: Policy Framework

● Goal 1: Complete Communities	62
Growth in Complete Communities	64
Housing Choices	66
Community Facilities and Services	68
Parks and Open Space	70
Food Systems	75
Convenient Neighbourhoods	76
● Goal 2: Welcoming Spaces and Culture	78
Inclusive Public Spaces	80
Culture, Public Art and Tourism	81
Indigenous Cultural Sites	83
Diverse Histories and Placemaking	85
Archaeological Sites	86
Built Heritage Resources	87
Community Belonging, Safety and Connection	90
Civic and Community Engagement	91



Table of Contents (continued)

Part C: Policy Framework

- **Goal 3: Thriving Economy 92**
 - Transit-Accessible Employment Opportunities 94
 - Employment and Industrial Lands 95
 - Diverse Economic Activities 97
 - Local Economic Development and Partnerships 98
 - Agricultural Lands Protection 99
 - Agricultural Partnerships 100
- **Goal 4: Efficient Networks 101**
 - Connected and Sustainable Transportation 103
 - Infrastructure Improvements and Expansion 106
 - Infrastructure Adaptation 108
- **Goal 5: Climate Action and Environment 109**
 - Municipal Action and Leadership 111
 - Greenhouse Gas Emission Reduction 112
 - Climate-Friendly Design and Development Practices 115
 - Natural Hazards 116
 - Emergency Services and Preparedness 118
 - Indigenous Knowledge and Stewardship 119
 - Biodiversity and Ecosystem Resilience 120
 - Agricultural Lands and Environmental Protection 125
 - Environmental Stewardship and Education 126

Part D: Implementation

- Implementation Action Plan 129
- Implementation Tools 132
- Implementation Monitoring Table 138



Table of Contents (continued)

Part E: Maps

Map 1: Land Use Map	142
Map 2: Community Plan Areas	144
Map 3: School Planning	145
Map 4: Parks Planning	146
Map 5A-F: Community Facilities	147
Map 6: Municipal Parks	153
Map 7: Open Spaces	154
Map 8: Employment and Industrial Lands	155
Map 9: Agricultural Lands and Associated Assets	156
Map 10A-E: Transportation	157
Map 11A-B: Infrastructure Network	162

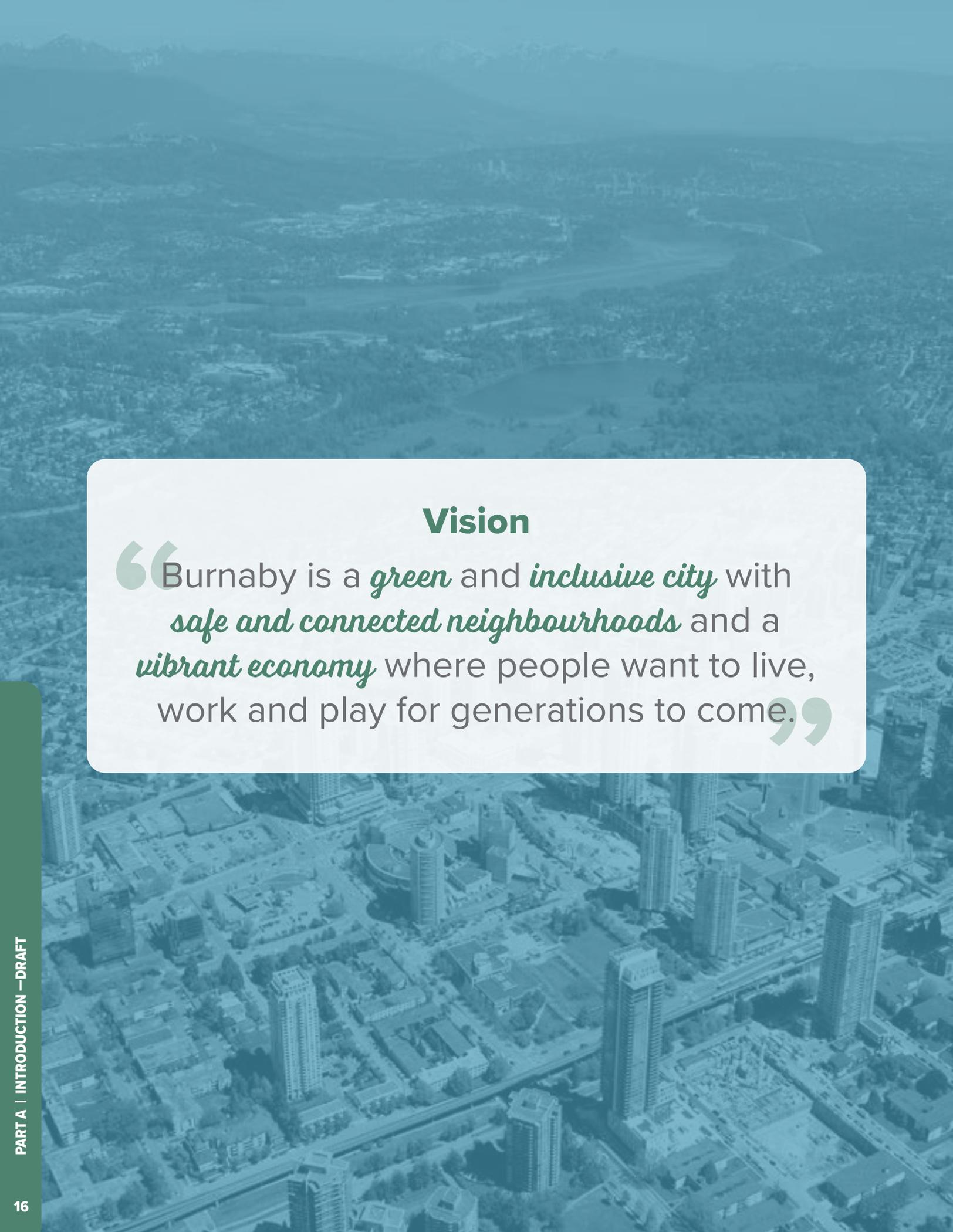
Appendix

Appendix A: Glossary	165
Appendix B: Form and Character Development Permit Area	177
Appendix C: Streamside Protection and Enhancement Development Permit Area	180
Appendix D: Tenant Protection Development Permit Area	184
Appendix E: Plan Process and Engagement	187





Part A: Introduction



Vision

“Burnaby is a *green and inclusive city* with *safe and connected neighbourhoods* and a *vibrant economy* where people want to live, work and play for generations to come.”

Values

The values guiding the Official Community Plan (OCP) represent the community’s shared aspirations and core beliefs about the city, as expressed in surveys, and in-person and online engagement sessions. Shaped by the experiences of residents, the plan’s values are integral to Burnaby’s identity and help set high-level priorities for the future.



Burnaby is connected

Burnaby values its strong transportation, social, technological and environmental connections.

Burnaby is inclusive

Burnaby is proud to be a friendly and welcoming community that strives, through an equity lens, to create a safe community where everyone feels valued, respected and empowered to contribute to our shared future.

Burnaby provides opportunities to thrive

Burnaby supports a strong business climate, many post-secondary institutions, diverse employment sectors, robust community resources, efficient permitting processes and a highly skilled workforce.

Burnaby recognizes the importance of stewardship

Burnaby prioritizes stewardship and resilience in the planning and management of public assets, infrastructure, facilities, systems and communities and considers the safety, functionality and the cost benefit of long-term investments.

Burnaby is sustainable

Burnaby protects and enhances its lakes, streams, wetlands, parks, trees, natural areas and wildlife habitats and leads efforts to reduce carbon emissions, adapt to climate change and protect the environment for future generations.

Plan Process and Engagement

Development of the OCP was a multi-year, multi-phased project with four consultation phases. In each phase, input from Host Nations, community partners and the public helped define, craft and confirm the plan's vision, values, policies, and land use framework.



Surfacing

Raised awareness of the OCP and gained insight into what people love about Burnaby.



Visioning

Gathered input on the community's priorities for the future of Burnaby.



Drafting

Asked for feedback on high-level policy directions, growth scenarios and the draft vision, values and guiding principles.



Land Use Framework

Gathered input on the draft land use framework, including the proposed land use designations and the draft land use map.



We are here!

Confirming

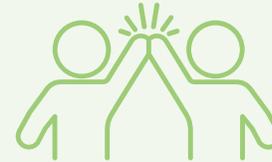
Seeking feedback on the draft OCP before presenting a final OCP to Council.

Consultation results

The City encouraged broad participation by hosting in-person open houses, workshops and pop-ups, virtual sessions, using online surveys and interactive maps, providing transit vouchers, and translating materials into ten languages. The City also partnered with Simon Fraser University’s Centre for Dialogue to host a Community Assembly – a series of in-depth meetings with a representative sample of Burnaby residents to get input on the plan. Engagement events had good turnouts and public interest was high, online features had high response rates, and comments were also received through emails, meetings, petitions, and City Council delegations.



24 Pop-up events
11 Open houses
6 Visioning dialogues



63 Participating community partner organizations



2,229
 People on mailing list



72,983
 Video views



3,222
 Survey responses

40

Community assembly participants



22,590

Comments received

5,948

Conversations with community members



16 Youth Council members
3 Youth Advisory Council meetings

26,883

Website visitors



28 Written submissions

75 Social media posts



4,013

Map comments

Plan Lenses

The OCP is guided by three lenses – *Reconciliation; Equity, Diversity and Inclusion; and Climate Action*. Each lens is both a perspective and process through which policies and objectives have been developed and examined.

Reconciliation

The City of Burnaby occupies the ancestral and unceded territories of the hə́nqəmíhən̓ and Skwxwú7mesh Sníchim speaking peoples, who have stewarded these lands and waters since time immemorial. The four Host Nations are xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), sə́lilwətał (Tsleil-Waututh) and kʷikʷə́łəm (Kwkwetlem).

The OCP strives to build meaningful relationships with Host Nations by supporting their inherent rights and self-determination, addressing the needs and well-being of Indigenous Peoples living in Burnaby, honouring Host Nations’ culture and values, and collaborating with Host Nations to Indigenize land use planning processes.

For more information on the City’s commitment to Indigenous relations and reconciliation, go to **Part A - Reconciliation with Indigenous Peoples**.

Equity, diversity and inclusion

Land use policies can inadvertently create barriers and reinforce inequities, disproportionately impacting vulnerable communities. Our goal is to ensure that the OCP does not contribute to that, but rather creates an environment where everyone can thrive

The OCP commits to integrating equity, diversity and inclusion in all land use policies to reduce barriers and disparities, create opportunities and improve access so that everyone can participate and succeed in the community. Using this lens as a process means using engagement methods and accommodations that are meaningful to different people and communities and continually considering the different experiences and points of view of diverse groups.



This icon highlights policies intended to advance reconciliation.



Community Members at National Indigenous Peoples Day, photo credit Sarah Race



This icon highlights policies intended to advance equity, diversity and inclusion.

Climate action

Climate change is a global issue with local impacts. Burnaby is already experiencing warmer temperatures, drier summers and wetter winters, greater frequency and intensity of storms, flooding, unstable steep slopes, extreme heat, poor air quality, and more. The climate is a highly complex system that we are striving to know more about. Some models show that greenhouse gas (GHG) emissions drive climate change and are produced through the buildings we live and work in, the transportation we use, the production and distribution of things we consume, and the waste we create. Municipalities play a key role in reducing emissions and adapting to climate change locally.

Tackling climate change requires a coordinated global response predicated on science and evidence. Canada’s contribution to overall global GHG emissions is 1.4%*, and the changes made at a local level can

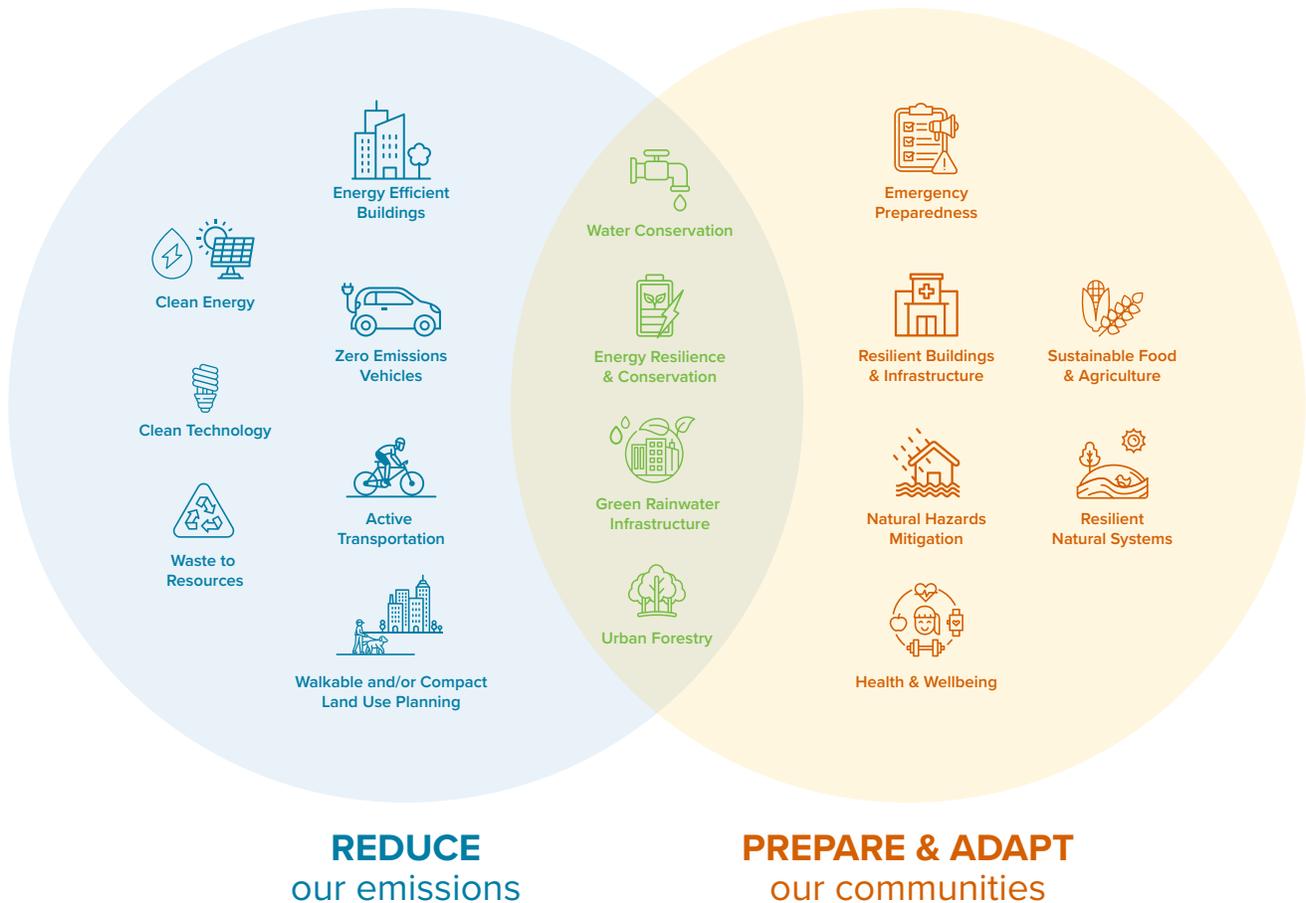
have a meaning and measurable effect on reducing our impact.

Effective land use policies can help reduce GHG emissions, facilitate climate adaptation and decrease the impact of extreme weather events on people and infrastructure. The OCP evaluates all policies through a climate action lens to advance the City’s climate targets and consider policy impacts on climate change. This will help Burnaby become more climate resilient and foster a safe, healthy and thriving community for people, businesses and infrastructure.



This icon highlights policies intended to advance climate action.

Figure 1. Opportunities to address climate change



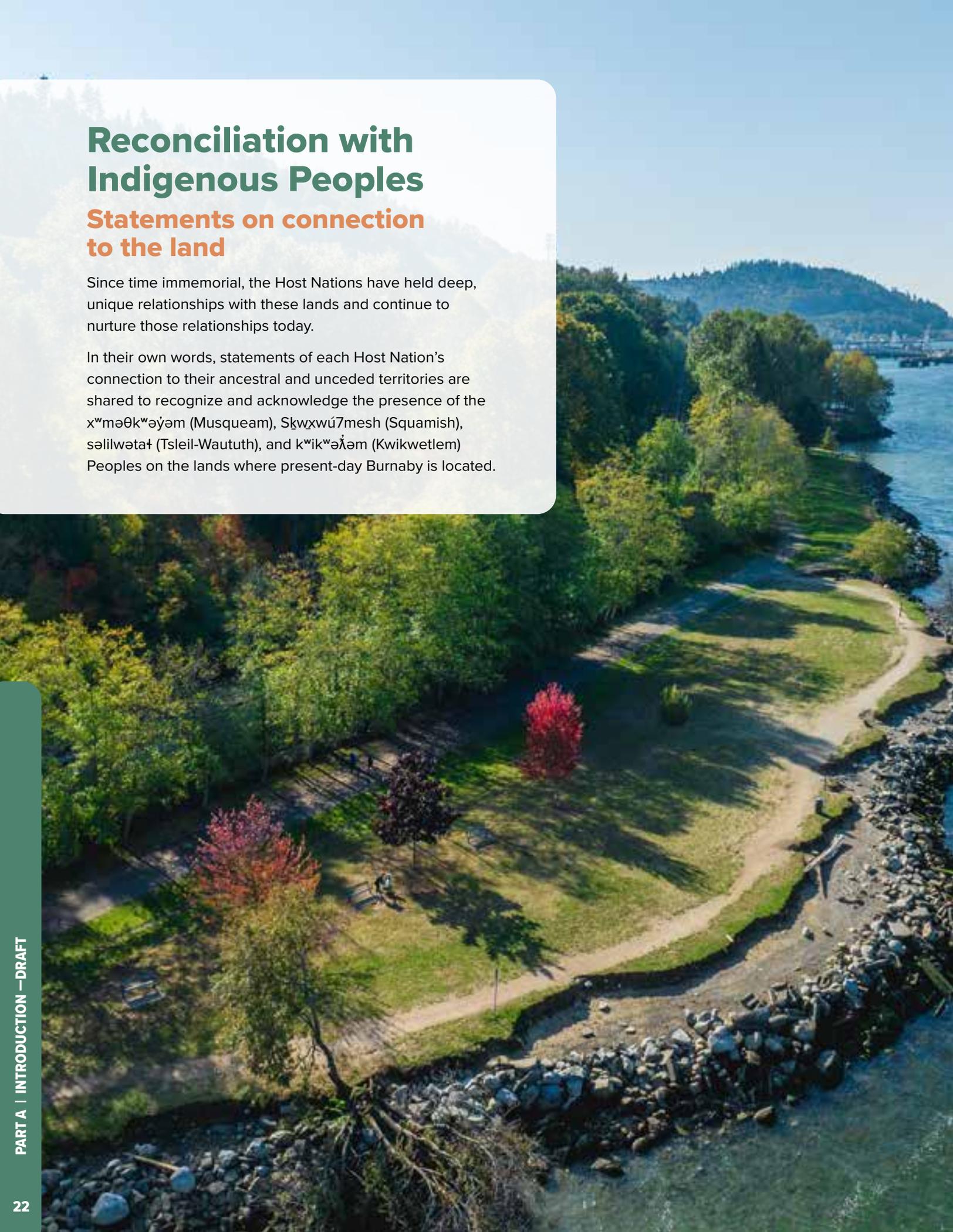
*Based on 2021 data, Canada reached 676 Mt CO2 eq, which made up 1.4% of total global GHG emissions. This places Canada as the 12th largest emitter in the world. (Government of Canada, Canadian Environmental Sustainability Indicators: Global greenhouse gas emissions)

Reconciliation with Indigenous Peoples

Statements on connection to the land

Since time immemorial, the Host Nations have held deep, unique relationships with these lands and continue to nurture those relationships today.

In their own words, statements of each Host Nation's connection to their ancestral and unceded territories are shared to recognize and acknowledge the presence of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), səliłwətał (Tsleil-Waututh), and kʷikʷəłəm (Kwkwetlem) Peoples on the lands where present-day Burnaby is located.



Logo to be provided by Host Nation

xʷməθkʷəy̓əm (Musqueam)

Musqueam’s ancestors have lived throughout and stewarded the Fraser River estuary for thousands of years. Today, portions of Musqueam’s territory are called Vancouver, Burnaby, Richmond, New Westminster, Delta, North Vancouver, West Vancouver, Surrey, UBC Endowment Lands, YVR Airport and Coquitlam.

On June 10, 1976, Musqueam’s elected leadership and membership signed the Musqueam Declaration, which states that Musqueam people “hold aboriginal title to our land, and aboriginal rights [...] within that territory occupied and used by our ancestors, namely:

The lands, lakes and streams defined and included by a line commencing at Harvey Creek in Howe Sound and proceeding Eastward to the height of land and

continuing on the height of land around the entire watershed draining into English Bay, Burrard Inlet and Indian Arm; South along the height of land between Coquitlam River and Brunette River to the Fraser River, across to the South or left bank of the Fraser River and proceeding downstream taking in the left Bank of the main stream and the South Arm to the sea, including all those intervening lands, islands and waters back along the sea shore to Harvey Creek, AND, the sea its reefs, flats, tidal lands and islands adjacent to the above described land and out to the centre of Georgia Strait.¹

¹ Musqueam’s Story, Musqueam Territory, [Musqueam Territory - Musqueam](#)



Photo was taken by City staff of dancers performing at a National Indigenous Peoples Day celebration hosted by the City at Edmonds Park.



Sḵw̓xwú7mesh (Squamish)

Our traditional territory, located in the Lower Mainland region of British Columbia, stretches from Point Grey in the south to Roberts Creek in the west. It extends north along the height of the land to the Elaho River headwaters, covering all of the islands in Howe Sound, the entire Squamish Valley, and Howe Sound drainages. The territory continues southeast to the confluence of the Soo and Green Rivers north from Whistler, then south along the height of the land to the Port Moody area, including the entire Mamquam River and Indian Arm drainages. It finally extends west along the height of the land to Point Grey.

This vast territory includes parts of present-day cities such as Vancouver, Burnaby, and New Westminster, as well as all of North Vancouver, West Vancouver, Port Moody, the District of Squamish, and the Municipality

of Whistler. The boundaries encompass all of Howe Sound, Burrard Inlet, and English Bay, as well as the rivers and creeks flowing into these bodies of water. Furthermore, it includes the various islands within Howe Sound.

Throughout this expansive territory, numerous Sḵw̓xwú7mesh place names exist, each carrying unique meanings and significance rooted in our oral traditions. These names help explain the place and our relationship with the land. The land also bears witness to the rich history of our ancestors, with evidence of settlements, resource sites, and spiritual locations, including villages, hunting camps, cedar bark gathering areas, rock quarries, clam processing camps, pictographs, and cemeteries. Some of these village sites date back 3,000 years.²

² About Squamish Nation/Our Land - [Our Land - Squamish Nation](#)



Heartfelt embraces at a Squamish Nation gathering—celebrating connection, culture, and community. Photo credit: Sḵw̓xwú7mesh (Squamish Nation)



səlilwətəł (Tseil-Waututh)

“The heart of our community is now centred on Burrard Inlet, between Maplewood Flats and Deep Cove in North Vancouver. But traditional use studies and archaeological evidence show our ancestors occupied a vast area, about 1,865 square kilometres (190,000 hectares). Our traditional territory encompasses wilderness watersheds northwards to Mount Garibaldi, Coquitlam Lake in the east, and Howe Sound to the west.

This territory was a land of plenty, with abundant fish and game to sustain the Tseil-Waututh and our neighbours, other First Nations we partnered with

through marriage or protocol. We shared resources to provide for all and maintain the area’s abundance.

We never ceded or relinquished our responsibility for this territory. But its resources have been exploited and damaged through industrialization and urbanization. Our nation holds Aboriginal title over what is now a highly urbanized area, which we share with many private and public interests.³”

³ About Tseil-Waututh Nation – Our Territory - [About Tseil-Waututh Nation - Tseil-Waututh Nation \(twnation.ca\)](https://twnation.ca)



Photo was taken by City staff of knowledge keepers, Sam George Jr and Les George, from Tseil-Waututh Nation at Burnaby City Hall after speaking to staff about Tseil-Waututh culture and connections.

Logo to be provided by Host Nation

kʷikʷə́ləm (Kwikwetlem)

The kʷikʷə́ləm people have lived in our traditional territory, known as the Coquitlam Watershed, and the surrounding areas, since before remembered time.

Archaeological findings have confirmed continuous occupation of our traditional territory for at least 9,000 years, or since the most recent ice age.

Our traditional territory centres on the watershed of skʷə́lə ʔəma:ʔ ʔacaʔ (Coquitlam Lake), including the upper and lower skʷə́lə ʔəma:ʔ stál ʔəw (Coquitlam River), and over to the east side of Pitt Lake and either side of the lower Pitt River. To the west, the territory encompasses Mossum Creek and Port Moody Inlet over to Stoney Creek, the lands of Sapperton Heights,

and the north arm of the Fraser River. Our southern territory extends from Barnston Island to Annacis Island and the immediate surrounds, including that portion of the Fraser uplands south of the Fraser River.

These areas correspond to the following BC municipalities: Coquitlam, Port Coquitlam, Port Moody, Pitt Meadows, Burnaby, Surrey, New Westminster, the Village of Anmore and sections of the Provincial Agricultural Land Reserve.

The kʷikʷə́ləm First Nation has never ceded, surrendered, nor abandoned our rights and responsibilities to our traditional territory, and our title has never been relinquished.⁴

⁴ Kwikwetlem First Nation – [Our Territory - Kwikwetlem First Nation](#)



A template, *Tree Frogs*, designed by Kwikwetlem artist Sweewa with assistance from his apprentice Michael Stanley, used to make prints with community members at a National Indigenous Peoples Day celebration hosted by the City; photo credit: Sarah Race

Host Nations and the OCP

Amidst the passage of time, the Host Nations' connection to the land remains steadfast and profound. These four Host Nations assert title over the territories on which the City of Burnaby is now located, and the City is committed to building strong relationships with Host Nations and to better understanding Indigenous rights and title.

The City has invited the Host Nations and Indigenous Peoples living in Burnaby to provide their input throughout the development of the OCP. Throughout the engagement process, Host Nations have expressed capacity issues and have not been able to fully engage on all aspects of the OCP. As such, we would like to emphasize that the OCP is a living document and not a finalized plan set in stone. The OCP will undergo a comprehensive update every 5 years, allowing for regular and ongoing formal engagement and updates from Host Nations, while also being open to informal feedback outside of these engagement periods.

The City engaged with Host Nations and Indigenous Peoples living in Burnaby in various ways, from referral letters to in-person and virtual workshops. Topic areas of interest raised through these engagement sessions included strengthening the protections of the environment and green space, supporting diverse

housing needs, exploring more opportunities for Indigenous placemaking and cultural programming, and greater collaboration with Host Nations and Indigenous Peoples living in Burnaby.

The City acknowledges, however, that the timeframe to provide feedback has been limited and the capacity of Host Nations to respond within this timeframe may have been constrained. The City is committed to ongoing, meaningful engagement with Host Nations, recognizing that their active participation and feedback are essential in developing an OCP that reflects and responds to the priorities, interests and aspirations of Host Nations. As such, the City will continue to engage with Host Nations on updates to the OCP and will strive to facilitate a responsive feedback process that will better accommodate the needs and timeframes of Host Nations. The OCP is a living document and feedback from Indigenous Peoples can be updated or incorporated at any time. Prioritizing these and other opportunities for collaboration will help to ensure more effective engagement while working towards advancing reconciliation through relationship building.

For more information on the public engagement and consultation process of the OCP, go to **Appendix E - Plan Process and Engagement**.



National Indigenous Peoples Day celebration at Civic Square

Host Nations and reconciliation

The City of Burnaby is committed to working towards truth and reconciliation by prioritizing strong and respectful relationships. Working collaboratively with Host Nations and Indigenous Peoples living in Burnaby is integral to fostering inclusive communities grounded in trust and unity. Reconciliation efforts can also help to build awareness of historical impacts among diverse community members, while fostering empathy and greater cultural exchange.

Actions that aim to strengthen relationships with Host Nations to support and advance reconciliation are included below.

- » Continue to co-develop an Indigenous Relations and Reconciliation Framework and Strategy with Host Nations and Indigenous Peoples living in Burnaby to guide the City in advancing reconciliation.
- » Integrate reconciliation efforts and principles into the Burnaby Strategic Plan to facilitate alignment among municipal policies, projects, programs and services.
- » Educate public servants, community members, and newcomers about Host Nation history, culture and language, and promote reconciliation with Indigenous Peoples by partnering with Host Nations, Indigenous organizations and community partners.
- » Support and implement the Truth and Reconciliation Commission (TRC) Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) articles that are within the authority of municipal governments.

Advancing reconciliation has been a key consideration throughout the development of OCP objectives and policies. For more information on how reconciliation has been considered throughout different policy topics, go to **“Plan Lenses.”**



Collaborative planning with Host Nations

The City recognizes and respects the inherent rights and self-determination of Host Nations, including their constitutionally protected rights and interests within their unceded territories. The inclusion of Host Nations and Indigenous Peoples living in Burnaby in existing and future community and land use planning is necessary to build mutual understanding and ensure planning and development opportunities are reflective of their interests and ways of knowing. The City can also play a role in supporting development on lands owned by the Host Nations within Burnaby, including **fee simple lands**. This can help build trust, capacity and resiliency while furthering shared community benefits.

Fee simple lands

Ownership of fee simple land by a First Nation is the same as if it were owned by a company, individual or other entities, and permits the same rights and liabilities to develop the land.

Actions that aim to foster collaborative community planning approaches with Host Nations are included below.

- » Collaborate with Host Nations to incorporate Indigenous knowledge and culture into land use planning processes, particularly within Special Study Areas of the Land Use Map.
- » Support Host Nations and the Province in the redevelopment of Crown land and lands owned by Host Nations to facilitate mutually agreeable outcomes.
- » Explore opportunities to align priorities through community planning between the City and Host Nations to meet collective and respective goals and needs, including those related to social, cultural, heritage and environmental issues.

- » Engage with Host Nations to develop infrastructure servicing agreements to provide municipal services to lands owned by the Nations.
- » Continue to implement and update protocols and processes for City project engagement referrals with Host Nations to ensure timely, meaningful and streamlined dialogue.
- » Collaborate with Host Nations to explore and identify archaeologically, environmentally and culturally significant areas, to protect those areas from development and climate change pressures.
- » Explore opportunities to support Indigenous cultural uses within Special Study Areas or other land use designations, where possible.

For more information on Special Study Areas in the Land Use Map and related policies, go to **Part B, Land Use Map**.

Indigenous cultural sites and archaeology, go to **Part C, Objective 2.3 and 2.5**

Environmental stewardship, go to **Part C, Objective 5.6**



City Council and School Trustees at Westridge Elementary School showcasing the City's first Reconciliation crosswalk.



A dugout canoe at Deer Lake in 1900. City of Burnaby Archives 477-753

Pathway to the Present

As discussed above, the lands Burnaby is now located on have been part of the unceded territories of First Nations people and include the location of villages, harvesting sites, and places of spiritual and cultural significance.

In the years leading up to contact, many First Nation communities experienced population decline due to diseases carried along sea and overland trade routes.

By the 1850s, colonial governments were implementing systemic racism by encouraging non-Indigenous settlers to live in what became known as

British Columbia through “pre-emption,” which allowed settlers to take ownership of land by clearing trees and building a house but legally excluded First Nations from the process of purchasing and owning land.

As a result, land that had sustained and been stewarded and shared by First Nations since time immemorial became private property owned by settlers. The District Municipality of Burnaby, incorporated in 1892, was a product of this colonial system.

Burnaby prioritized the development of roads and other transportation infrastructure to encourage settlement. Roads and railways played a large part in how Burnaby developed. Early transportation routes, such as present-day Kingsway, Canada Way and Marine Drive, followed the routes of earlier First Nations trails.

Burnaby's population tripled from 30,328 in 1941 to 100,157 in 1961. Thousands of homes were constructed in existing neighbourhoods and in new residential subdivisions to supply housing to returning veterans and their families, and to new residents.



Suburban houses under construction in Willingdon Heights in 1947. City of Burnaby Archives 010-032

By the 1970s, Burnaby had a population of approximately 125,000. The community became a destination for new immigrants from a variety of cultural backgrounds, contributing to Burnaby's diverse demographic fabric.

Today, the Host Nations, the x̣ẉṃəθḳẉəỵəm (Musqueam), Ṣḳẉx̣ẉú7mesh (Squamish), sə̣ḷiḷẉətạł (Tsleil-Waututh), and ḳẉiḳẉəł̣əm (Kwkwetlem) Peoples, have reestablished their presence and maintain their ties to the lands and waters of their ancestral territories, including present-day Burnaby, which is now also home to many other Indigenous Peoples from across the country.

Neighbourhoods grew at the intersections of major transportation routes in Burnaby, populated by community members with roots around the globe, displacing the original inhabitants of these lands.. The 1930s and 1940s saw the growth of Burnaby's voluntary sector, as community groups, municipal leaders and churches collaborated to help each other through the lean times of the economic depression of the 1930s, and to contribute to the war effort. Meanwhile, First Nations were forcefully relocated and relegated to Indian reserves, none of which were established in Burnaby, further removing First Nations from their territory.



Edmonds, 1911. The historical centre of the Edmonds neighbourhood is where Kingsway and Edmonds Street intersected with a B.C. Electric railway line. City of Burnaby Archives 449-006

In the 1960s, Burnaby began adopting a town centre model to prevent urban sprawl by focusing density and commercial development in local nodes. Brentwood, Lougheed and Metrotown were identified as town centres by 1966, joined by Edmonds in 1987.



Focusing density in town centres helped Burnaby preserve parks and green spaces.

In 2019, the City formally acknowledged that it is located on the unceded and ancestral territories of ḥə̣ṇḍə̣ṃịṇə̣ṃ and Ṣḳẉx̣ẉú7mesh Sṇịcḥim speaking peoples.

Community Trends

The OCP responds to recent trends and projections for population, housing and employment. A snapshot of some key trends and projections are provided here:

Figure 2. Burnaby's population growth

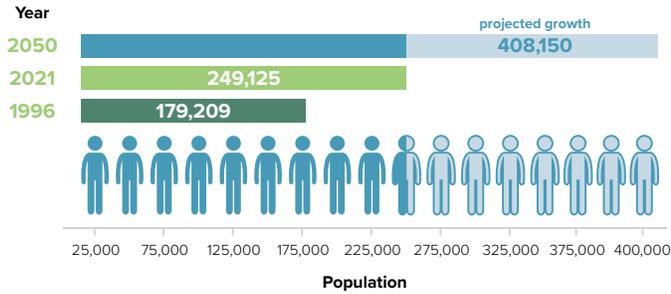


Figure 3. Burnaby's employment

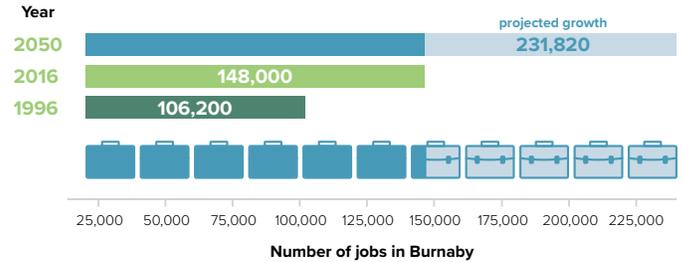


Figure 4. Burnaby's dwelling units

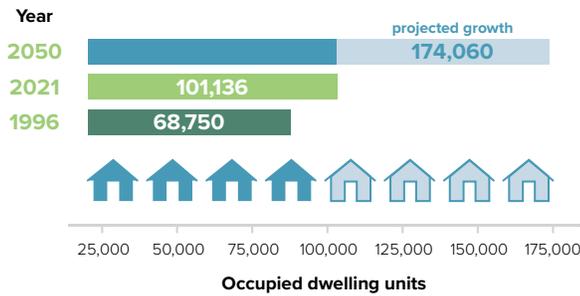


Figure 5. Proportion of households that own their home

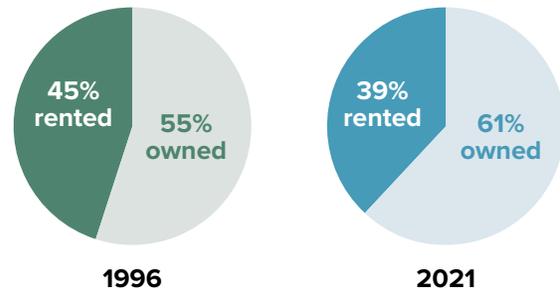


Figure 6. Proportion of housing units by housing structure between 1996 and 2021

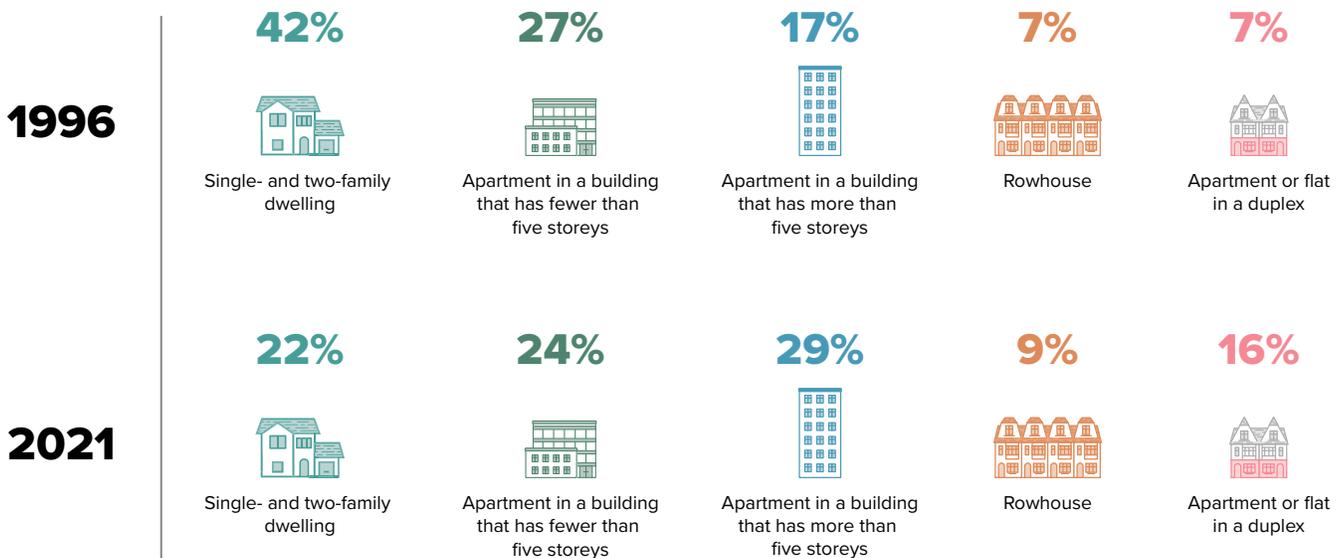
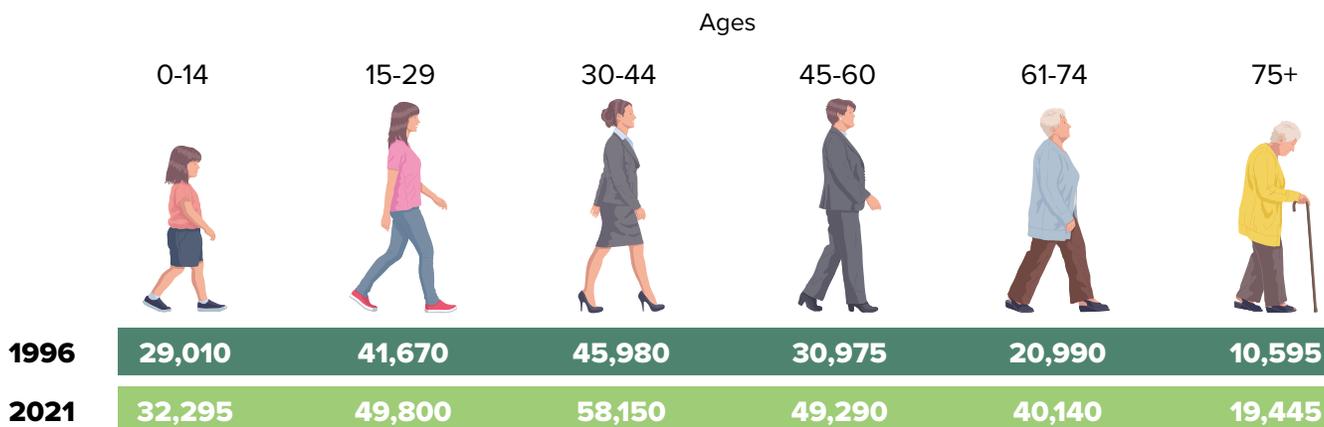


Figure 7. Age changes in Burnaby's population between 1996 and 2021

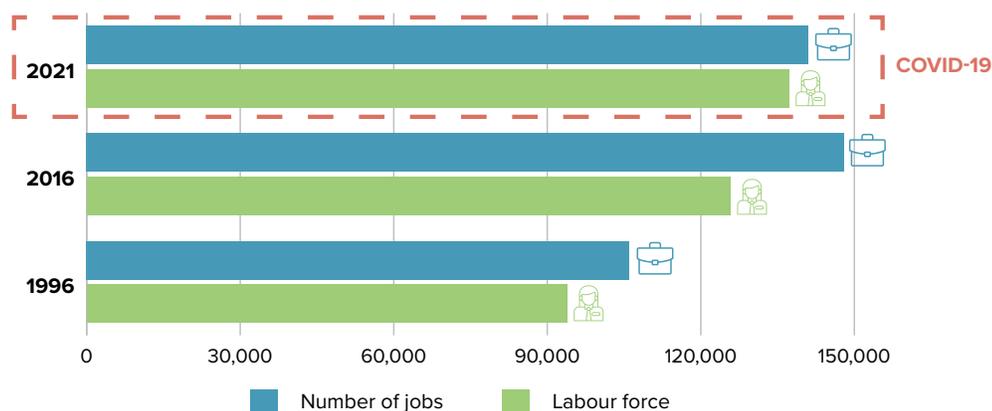


Source: Statistics Canada 1996 and 2021 Census

Figure 8. Jobs in Burnaby by sector based on Census data

1996	2016	2021
Business, finance & admin 25%	Sales and services 24%	Sales and services 24%
Sales and services 25%	Business, finance & admin 19%	Business, finance & admin 22%
Management 12%	Natural and applied science 14%	Natural and applied science 16%
Trades and transport 11%	Management 12%	Trades and transport 11%
Natural and applied science 9%	Social science, education, law, community and government services 10%	Social science, education, law, community and government services 11%
Social science, education, law, community and government services 7%	Trades and transport 8%	Health services 6%
Other 11%	Other 13%	Other 10%

Figure 9. Number of jobs compared to labour force



2021 Census data for employment was skewed by impacts from COVID-19 pandemic.

Strengths and Challenges

Strengths

Strong economy

Burnaby is home to many thriving industries and captures a large share of regional employment. Established sectors such as finance, film and television, information technology, communications and biotechnology continue to grow.

Learning hub

Simon Fraser University (SFU), British Columbia Institute of Technology (BCIT), and other post-secondary institutions contribute to the city's labour force and foster innovative collaborations between industry and education.

Skilled labour force

Burnaby has a highly skilled and diverse labour force, with over 50% of the population over 15 years old holding a post-secondary certificate, diploma or degree.

Diverse population

Burnaby's diversity enlivens the city with cultural events and venues such as places of worship, cultural centres, restaurants, and shops. It also supports tourism, immigration and investment, making Burnaby an attractive and welcoming place to live, work and play.

Central location

Located in the heart of Metro Vancouver, with good transportation infrastructure, Burnaby has a premium location that gives it a competitive advantage.



Simon Fraser University opened in 1965. Photograph of a recent convocation ceremony.

Natural environment

Burnaby is a regional leader in sustainability with a mission to protect its natural environment, including Burnaby Mountain, rivers, lakes, watersheds and shorelines. The city's many parks, open spaces and natural areas provide opportunities for recreation and relaxation.

Challenges

Housing affordability

Like many municipalities in the Lower Mainland, Burnaby has high housing costs that are out of synch with local incomes. Ensuring affordable and appropriate housing that meets a variety of needs across the housing system is an ongoing challenge.

The OCP, along with *HOME: Burnaby's Housing and Homelessness Strategy*, addresses the housing affordability challenge through actions designed to increase the supply of affordable housing units.

Finite land

The amount of available land in Burnaby is limited, leading to higher land costs and a need for increased density. This can be especially challenging for agricultural, employment and industrial uses, which face high lease, rental and purchase costs and pressures to redevelop with other uses. The OCP's Land Use Framework protects land for these uses and permits sufficient density to support new development.

Aging infrastructure

Ensuring that infrastructure is up-to-date and keeping pace with growth is a priority. Yet, Burnaby's rapid growth and changing climate are placing added pressure on infrastructure services. The high costs of maintaining and replacing aging infrastructure, while funding new infrastructure to accommodate growth, poses challenges that require long-term planning. The OCP provides direction on infrastructure planning to service anticipated growth.

Housing options

Burnaby is rapidly growing, yet many residents feel that housing options are still lacking. The OCP provides opportunities for less common types of housing, such as laneway homes, rowhouses, and other **missing middle housing** types.

Missing middle housing features multiple units on the same lot, either clustered, stacked, in a row, or in a single building. These developments are smaller than mid-rise or high-rise apartments and can include duplexes, triplexes, fourplexes, townhouses, and low-rise apartments.

Changing climate

Burnaby is already experiencing some of the effects of climate change. Projections for our region predict an increased risk of extreme weather events and natural hazards. To minimize our contribution to climate change, Burnaby must reduce greenhouse gas emissions, while preparing for and adapting to the impacts of climate change. Through the OCP, Climate Action Framework and participation in the Local Government Climate Action Program, the City is committed to reducing the impacts of climate change.

Community amenities

Burnaby has many community facilities, parks and open spaces that are well-used and enjoyed by residents and visitors. Yet, there is limited land and funding to build and improve community amenities to serve a growing population. Policies in the OCP and other City strategies create opportunities to build community amenities to meet the growing demand.



Part B: Land Use Framework

Planning for Growth

Metro Vancouver anticipates that the region will add 1.6 million residents by 2050. Burnaby’s share of that growth is approximately 146,000 people, 68,000 housing units, and 71,000 jobs. This means that the City needs to plan for more housing, services, community amenities, public infrastructure, offices, and commercial and industrial space.

Figure 1. Growth projections to 2050

	Forecasted numbers			
	2021	2030	2040	2050
Population	261,810 ¹	311,510	361,630	408,150
Units	106,170 ²	128,330	151,860	174,060
Jobs	160,330 ³	185,490	209,940	231,820

Numbers in the table above reflect Metro Vancouver high-growth scenario forecasts for population, dwelling units and employment for the City of Burnaby.

The Land Use Framework guides development to meet Burnaby’s anticipated residential, employment, environmental and community needs. It also aligns infrastructure, utilities and transportation planning with future development, ensuring that services are planned in coordination with land use. The Land Use Framework provides clarity to residents, property owners and other community members on how Burnaby could develop over time.

The Land Use Framework is made up of four key components: a) Urban Structure, b) Community Plan Areas, c) Land Use Map, and d) Development Permit Areas.

Structure of the Land Use Framework



¹ 2021 Census population data adjusted by Metro Vancouver to account for Census undercount.

² 2021 Census household/unit data adjusted by Metro Vancouver to account for Census undercount

³ 2021 Census jobs data adjusted by Metro Vancouver to compensate for impacts of COVID-19 on jobs and work patterns.

Urban Structure

Burnaby has a variety of neighbourhood types, each with different scales of development. The Urban Structure Map aligns these neighbourhood types with the transportation network, to show the planned distribution of growth and development in the city. It also provides a framework to guide community plan areas and Land Use Map designations.

The Urban Structure Map builds upon Burnaby's existing planning framework and aligns with the regional land use framework in Metro Vancouver's **Regional Growth Strategy (RGS)**. Two alternate urban structure scenarios were developed to assess different ways of distributing residential growth. These were refined into one final scenario based on public feedback.

Using a “nodes and corridors” approach (refer to Figure 2) the Urban Structure Map focuses development around frequent transit stops and along transit corridors. It supports a gradual transitioning of density between higher density areas around rapid transit stations and lower density neighbourhoods. The size and scale of different urban centres supports

a range of housing options across the city, while their distribution enables easy access to amenities, addresses climate considerations and supports a sustainable economy.

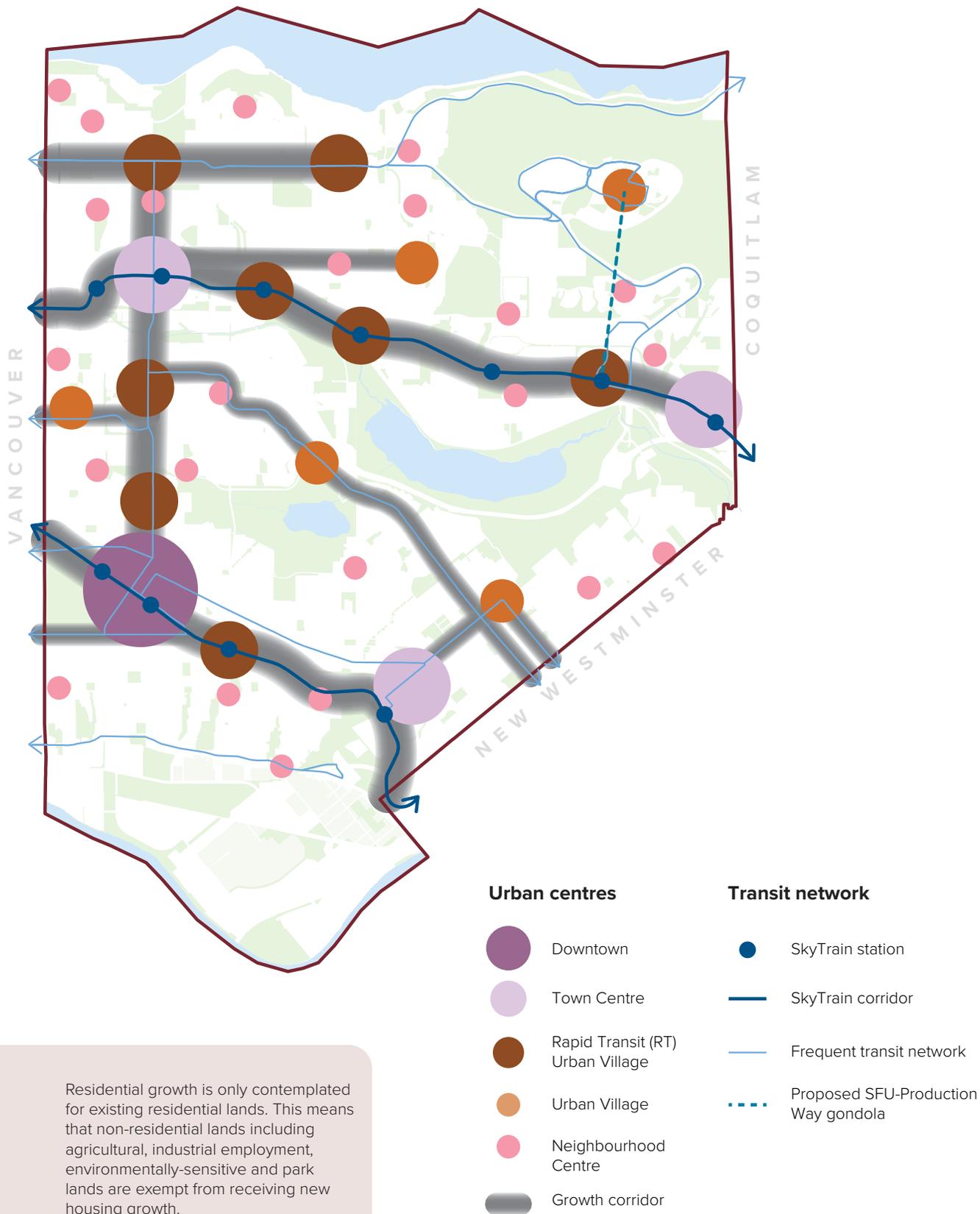
The following pages describe the vision for each of the urban centre types shown in the Urban Structure Map. These include the Downtown, Town Centres, Rapid Transit Urban Villages, Urban Villages and Neighbourhood Centres.

A **Regional Growth Strategy (RGS)** is a long-range strategic plan developed by a regional district. Similar to an OCP, an RGS includes a land use framework and policy directions. Member jurisdictions must demonstrate alignment between the RGS and their local OCPs.

Burnaby is a member of the Metro Vancouver region. The current growth strategy for Metro Vancouver, “Metro 2050,” was adopted in 2023.



Figure 2. Urban Structure Map: Nodes and Corridors

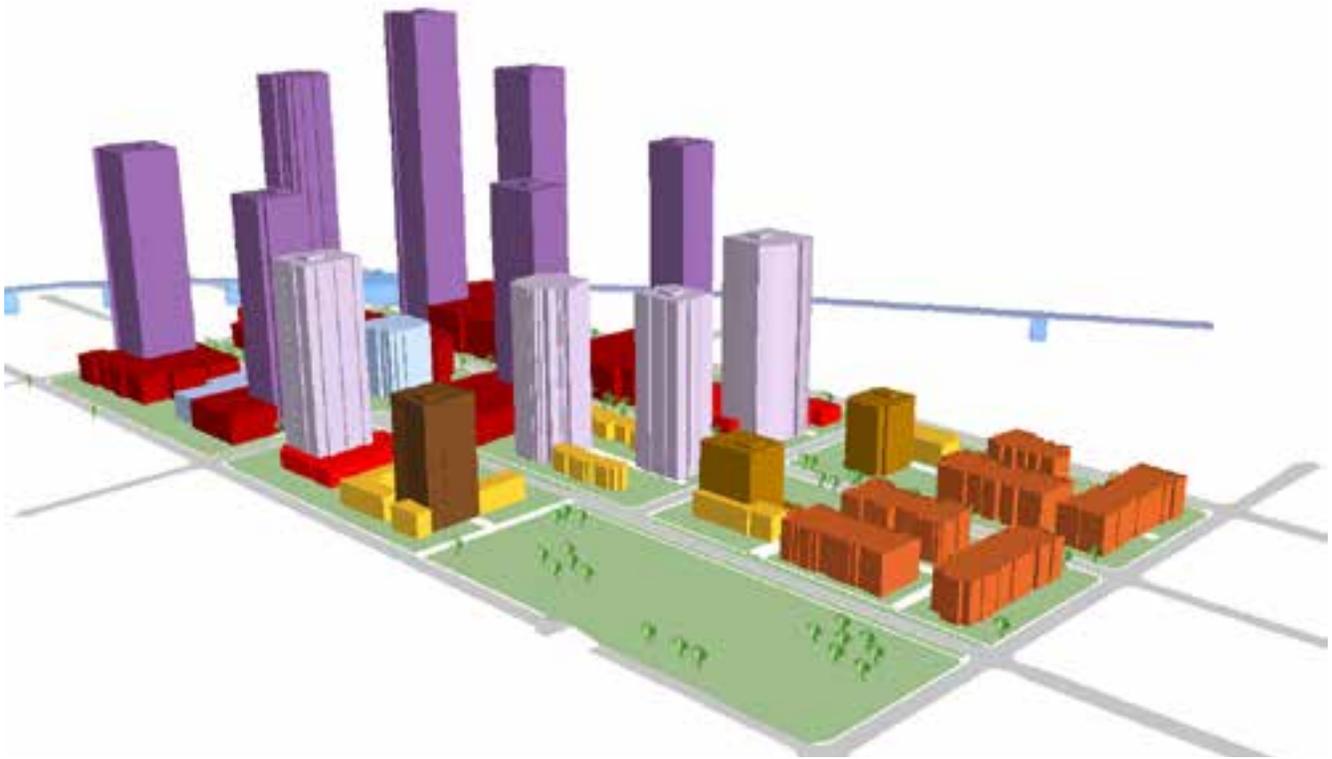


Residential growth is only contemplated for existing residential lands. This means that non-residential lands including agricultural, industrial employment, environmentally-sensitive and park lands are exempt from receiving new housing growth.

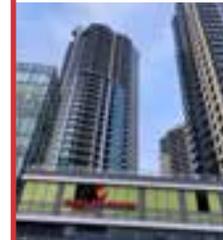
Downtown and Town Centres

Downtown: Metrotown, Burnaby's downtown, features the highest density forms of development. It accommodates major institutional uses, community facilities, employment uses, larger scale retail, parks and plazas, and cultural and entertainment uses that serve the whole of Burnaby. Residential development primarily consists of high-rise buildings. Metrotown is served by two SkyTrain stations, as well as a frequent bus service.

Town Centres: The Town Centres—Brentwood, Lougheed and Edmonds - feature high- to medium-density forms of development. The Town Centres provide social, recreational and cultural facilities that serve a larger geographic area. Their core areas primarily consist of high-rise buildings, stepping down to mid-rise forms outside of the Town Centre. Each Town Centre is served by a SkyTrain station as well as frequent bus service.



Residential forms typically include:

<p>High-rise Apartment 2 and 3</p> <p>40 storeys* / 50+ storeys*</p> 	<p>High-rise Apartment 1</p> <p>Up to 30 storeys*</p> 	<p>Mid-rise Apartment 2</p> <p>Up to 20 storeys</p> 	<p>Mid-rise Apartment 1</p> <p>Up to 12 storeys</p> 	<p>Low-rise Apartment 2</p> <p>Up to 8 storeys</p> 	<p>Commercial uses in lower floors of some residential buildings**</p> 
--	--	--	---	---	---

* Density bonus heights may extend to the height permitted in the next designation.

**Commercial uses could also be in stand-alone buildings like office towers.

Rapid Transit Urban Village

Rapid Transit (RT) Urban Village: The RT Urban Villages are all located in the regional Major Transit Growth Corridors (MTGCs). MTGCs are centred around SkyTrain stations and along future Bus Rapid Transit (BRT) routes.

RT Urban Villages centred around SkyTrain stations generally feature medium- to high-density forms of development. RT Urban Villages centred on BRT corridors include forms of development that are low to medium height and may include a “high street”

style shopping area, with ground-level commercial units and residential apartments above. Public and private amenities may be of a scale to serve multiple neighbourhoods.

RT Urban Villages include Bainbridge, Broadview, Garden Village, the Heights, Holdom, Lake City, Lochdale, and Royal Oak.



Residential forms typically include:

<p>Mid-rise Apartment 2</p> <p>Up to 20 storeys</p> 	<p>Mid-rise Apartment 1</p> <p>Up to 12 storeys</p> 	<p>Low-rise Apartment 2</p> <p>Up to 8 storeys</p> 	<p>Low-rise Apartment 1</p> <p>Up to 4 storeys</p> 	<p>Commercial</p> <p>uses in lower floors of some residential buildings*</p> 
--	--	---	--	---

*Commercial uses could also be in stand-alone buildings like office towers.

Urban Village

Urban Village: These Urban Villages are located outside of the Major Transit Growth Corridor network and have a lower level of density than Rapid Transit Urban Villages. Their core areas feature mostly low- to medium-density buildings, with an overall focus on low-rise and ground-oriented residential development

with public and private amenities serving the local population.

Urban Villages include Burnaby Mountain, Cascade Heights, Montecito, Deer Lake, and Sixth Street.



Residential forms typically include:

<p>Mid-rise Apartment 1</p> <p>Up to 12 storeys</p>	<p>Low-rise Apartment 2</p> <p>Up to 8 storeys</p>	<p>Low-rise Apartment 1</p> <p>Up to 4 storeys</p>	<p>Townhouses/ Rowhouses</p> <p>Up to 4 storeys</p>	<p>Commercial uses in lower floors of some residential buildings*</p>

*Commercial uses could also be in stand-alone buildings like office towers.

Neighbourhood Centre

Neighbourhood Centres: These areas include ground-oriented forms of development with minimal change to existing densities. Housing forms include a mix of rowhomes, townhomes, sixplexes, fourplexes, triplexes, duplexes, single-family homes and laneway homes. Neighbourhood “hubs” function as local-serving

village centres, with opportunities for small mixed-use buildings with ground floor shops and services below residential apartments.

Neighbourhood centres are found in lower density residential areas throughout the city.



Residential forms typically include:

<p>Townhouses/ Rowhouses</p> <p>Up to 4 storeys</p> 	<p>Multiplex</p> <p>Up to 4 storeys</p> 	<p>Fourplex</p> <p>Up to 4 storeys</p> 	<p>Triplex</p> <p>Up to 4 storeys</p> 	<p>Single/Two Family House</p> <p>Up to 4 storeys</p> 	<p>Commercial uses in lower floors of some residential buildings</p> 
--	--	---	---	--	---

Community Plan Areas

Burnaby's Urban Structure Map classifies the city's urban centres into five types, each with common characteristics such as density, building heights, and type and scale of uses. Community Plan Areas (CPAs) take a complementary approach, focusing not on similarities but on what makes each of Burnaby's areas unique.

Burnaby is organized into 20 CPAs, each with one or more distinct urban centres and each with a separate community plan. Community plans are policy documents that complement and support the objectives of the OCP, while providing a more

detailed approach to enhancing the character and assets of specific areas. Currently, there are a number of community plans that are several decades old. Where a community plan is outdated or does not align with the OCP, the OCP determines land use and development.

Community Plan Areas are categorized according to the highest order of urban centre that they contain. Figure 3 provides a map of the Community Plan Areas. Table 1 provides an overview of each Community Plan Area.



Figure 3. Community Plan Areas

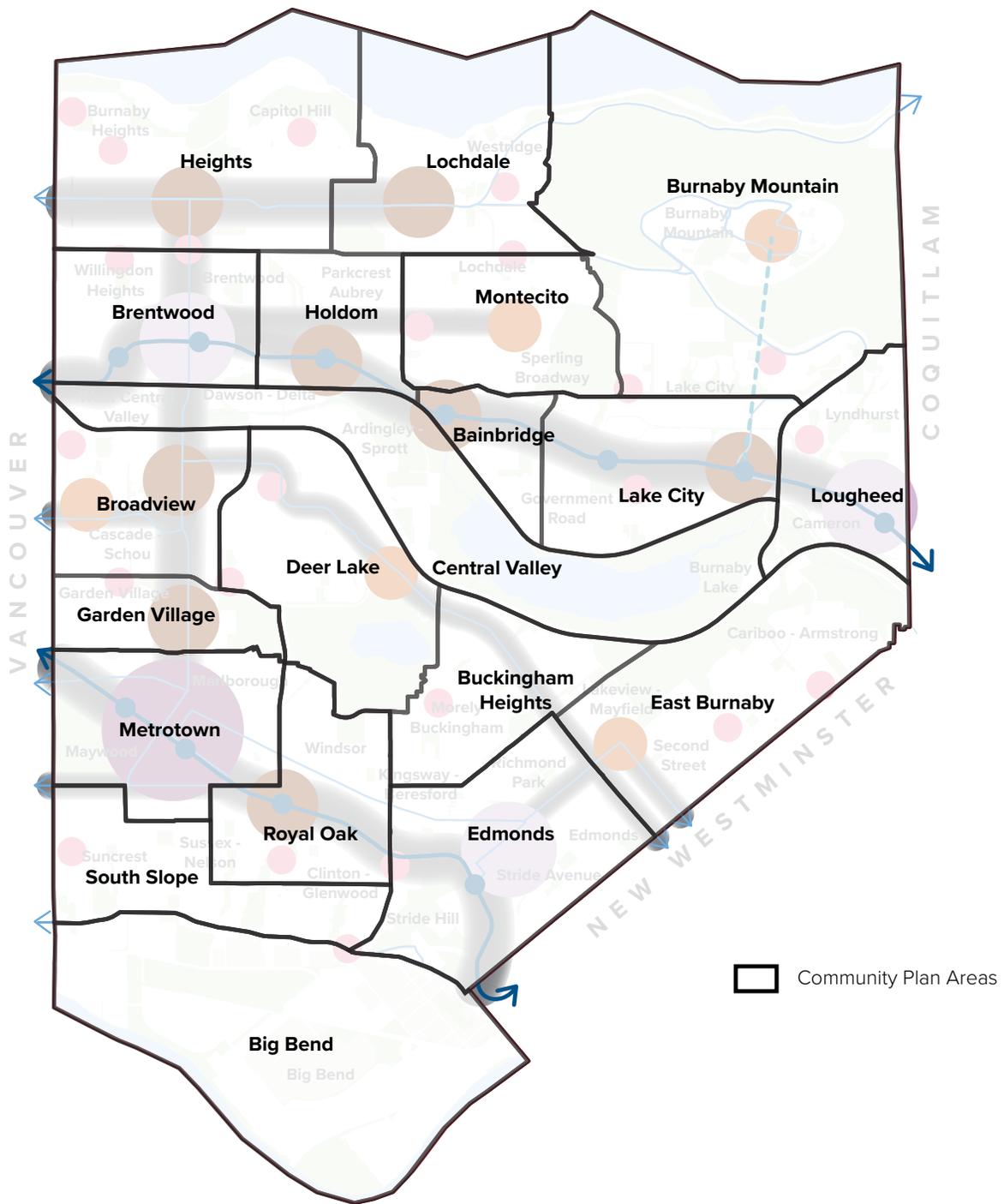


Table 1. Community plan areas

Type*	Description	Name	Key features
Downtown	Burnaby's downtown core, with a significant share of high-density residential and commercial uses as well as major community, cultural, civic and entertainment facilities that serve all Burnaby residents and visitors. Growth and development is focused around the Metrotown Station area, which provides direct access to the Expo SkyTrain Line and other local and regional transit connections.	Metrotown	<ul style="list-style-type: none"> » Central Park, Bonsor Recreation Complex, Bob Prittie Library » Metropolis at Metrotown (Master Plan) » BC Parkway Urban Trail » SkyTrain: Metrotown and Patterson
Town Centre	The town centres are the primary centres of activity in the northwest, northeast, and southeast quadrants of the City, with a significant concentration of commercial and residential uses complemented by public amenities and major transit and road connections.	Brentwood	<ul style="list-style-type: none"> » Brentwood Community Centre (anticipated completion in 2029) » The Amazing Brentwood (Master Plan) » SkyTrain: Brentwood and Gilmore
		Edmonds	<ul style="list-style-type: none"> » Edmonds Community Centre, Tommy Douglas Library, Byrne Creek Ravine Park » Southgate City (Master Plan) » SkyTrain: Edmonds
		Lougheed	<ul style="list-style-type: none"> » Cameron Community Centre and Library (anticipated completion 2028) » City of Lougheed (Master Plan) » SkyTrain: Lougheed

* Plan areas have been categorised by the largest urban centre found within each plan area. Employment and Recreation plan areas are the exception as they do not include any urban centres.

Table 1. Community plan areas (continued)

Type	Description	Name	Key features
Rapid Transit Urban Village	Transit-oriented complete communities with unique major employment and institutional uses, significant mid- and high-rise development forms concentrated around SkyTrain stations, and low- and mid-rise development forms generally along corridors with frequent transit service and at other key intersections. Densities will transition from higher to lower densities outward from urban centres.	Bainbridge	<ul style="list-style-type: none"> » Adjacent to Lynndale Park, Burnaby Lake Regional Nature Park and sports complex » Burnaby Lake Village / Heights (Master Plans) » SkyTrain: Sperling
		Broadview	<ul style="list-style-type: none"> » Burnaby Hospital, Discovery Place Conservation Area, BCIT » Kʷasən Village (Master Plan) » Future rapid transit corridor (Metrotown - North Shore)
		Garden Village	<ul style="list-style-type: none"> » Forest Glen Park, Wesburn Park, Deer Lake Park » Future rapid transit corridor (Metrotown - North Shore)
		Heights	<ul style="list-style-type: none"> » Confederation Park, McGill Library, Eileen Dailly Pool and Fitness Centre » Hastings Corridor (walkable shopping street) » Rapid bus service to SFU and downtown Vancouver and future rapid transit corridor (Metrotown - North Shore)
		Holdom	<ul style="list-style-type: none"> » Andrew Leong Green Trail, Beecher Park » SkyTrain: Holdom
		Lake City	<ul style="list-style-type: none"> » Eagle Creek Ravine Park, Charles Rummel Park, Warner Loat Park » Lake City Business Centre » SkyTrain: Lake City and Production Way (with future gondola connection to SFU)
		Lochdale	<ul style="list-style-type: none"> » Kensington Park, Lochdale Community Hall » Kensington Mall and Lochdale Village Centre (Master Plan) » Rapid bus service to SFU and downtown Vancouver
		Royal Oak	<ul style="list-style-type: none"> » Lewarne Park, BC Parkway, Michael J. Fox Theatre » Potential brewery row on Beresford Street » SkyTrain: Royal Oak

Table 1. Community plan areas (continued)

Type	Description	Name	Key features
Urban Village	Communities typically outside of Major Transit Growth Corridors, with predominantly low- and mid-rise development forms combined with significant natural areas and public and private amenities that serve the local population. These include existing civic, institutional and cultural facilities that are regional destinations, and neighbourhood commercial areas in key intersections and along existing commercial corridors. Densities will transition from higher to lower densities outward from urban centres.	Burnaby Mountain	<ul style="list-style-type: none"> » Barnet Marine Park, Burnaby Mountain Park » Simon Fraser University, UniverCity » Rapid bus transit to downtown Vancouver, future gondola connection to Millenium Line SkyTrain at Production Way (potential for future rapid transit urban village designation)
		Deer Lake	<ul style="list-style-type: none"> » Deer Lake Park, Shadbolt Centre for the Arts, City Hall » Municipal Complex (City Hall, RCMP)
		East Burnaby	<ul style="list-style-type: none"> » Robert Burnaby Park, Brunette River Conservation Area » Sixth Street commercial corridor
		Montecito	<ul style="list-style-type: none"> » Burnaby Mountain Golf Course » Squint Lake Park, Halifax Park, Montecito Park
Neighbourhood Centre	Communities with predominantly small-scale development forms, such as townhomes, rowhomes, fourplexes, triplexes, duplexes and single-family housing. These neighbourhoods include local parks and schools, with small-scale, local shopping opportunities.	Buckingham Heights	<ul style="list-style-type: none"> » Malvern Off-Leash Dog Area » Buckingham Park, Lubbock’s Wood Park
		South Slope	<ul style="list-style-type: none"> » Kaymar Creek Ravine Park, Gray Creek Ravine Park » Ocean View Burial Park (cemetery)

Table 1. Community plan areas (continued)

Type	Description	Name	Key features
Employment and Recreation	These plan areas contain a mix of employment uses, including agricultural, industrial, and business centres, as well as rail corridors. They also include large natural areas and parks. They are low lying areas, subject to floods, and are unsuitable for high density development.	Big Bend	<ul style="list-style-type: none"> » Burnaby Fraser Foreshore Park, Burnaby and Region Allotment Gardens Association (BARAGA), Riverway Golf Course and sports complex » Agricultural, employment and industrial uses, Market Crossing shopping centre » Access to New Westminster, Vancouver via Marine Way
		Central Valley	<ul style="list-style-type: none"> » Still Creek Industrial Area » Burnaby Lake Nature Park and sports complex » Central Valley Greenway

Figure 4. Role of Community Plans, Land Use Map, Development Permit areas and the Zoning Bylaw

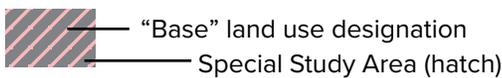


Land Use Map

The Land Use Map (refer to Figure 5 or Part E, Map 1) establishes parcel-based land use designations and future transportation connections. It is used in conjunction with community plans, Development Permit Areas, and the Zoning Bylaw to inform future development and provide policy guidance for site-specific development proposals (refer to Figure 4).

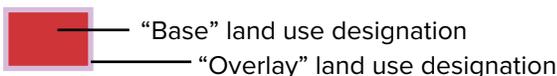
The Land Use Map includes the following elements:

- » **Land Use Designations** are different categories that outline the future intended land use for each parcel in the City. Each parcel on the Land Use Map has a colour corresponding to its land use designation. Table 3 labels and describes each of the land use designations and the proposed intent for each designation.
- » **Future Transportation Connections** indicate where anticipated future streets, lanes, green corridors or other mobility and public realm connections will be required through redevelopment.
- » **Special Study Areas** are shown with pink hatched lines. These areas require further consideration due to environmental concerns, natural hazards, significance to the Host Nations and/or other considerations. Parcels in Special Study Areas retain their “base” land use designations while further work is done to determine the best future land use designation(s).



- » **Mixed-Use Sites** are sites with **two** land use designations:
 - The **base land use designation** is shown as a solid colour covering the parcel.
 - The **overlay land use designation** is shown as a coloured outline around the parcel.

When a mixed-use site is redeveloped it may include land uses from either the base or the overlay land use designation, or a mix of both, subject to the overlay conditions noted in Table 2.



What is the difference between a Land Use Designation and a zoning district?

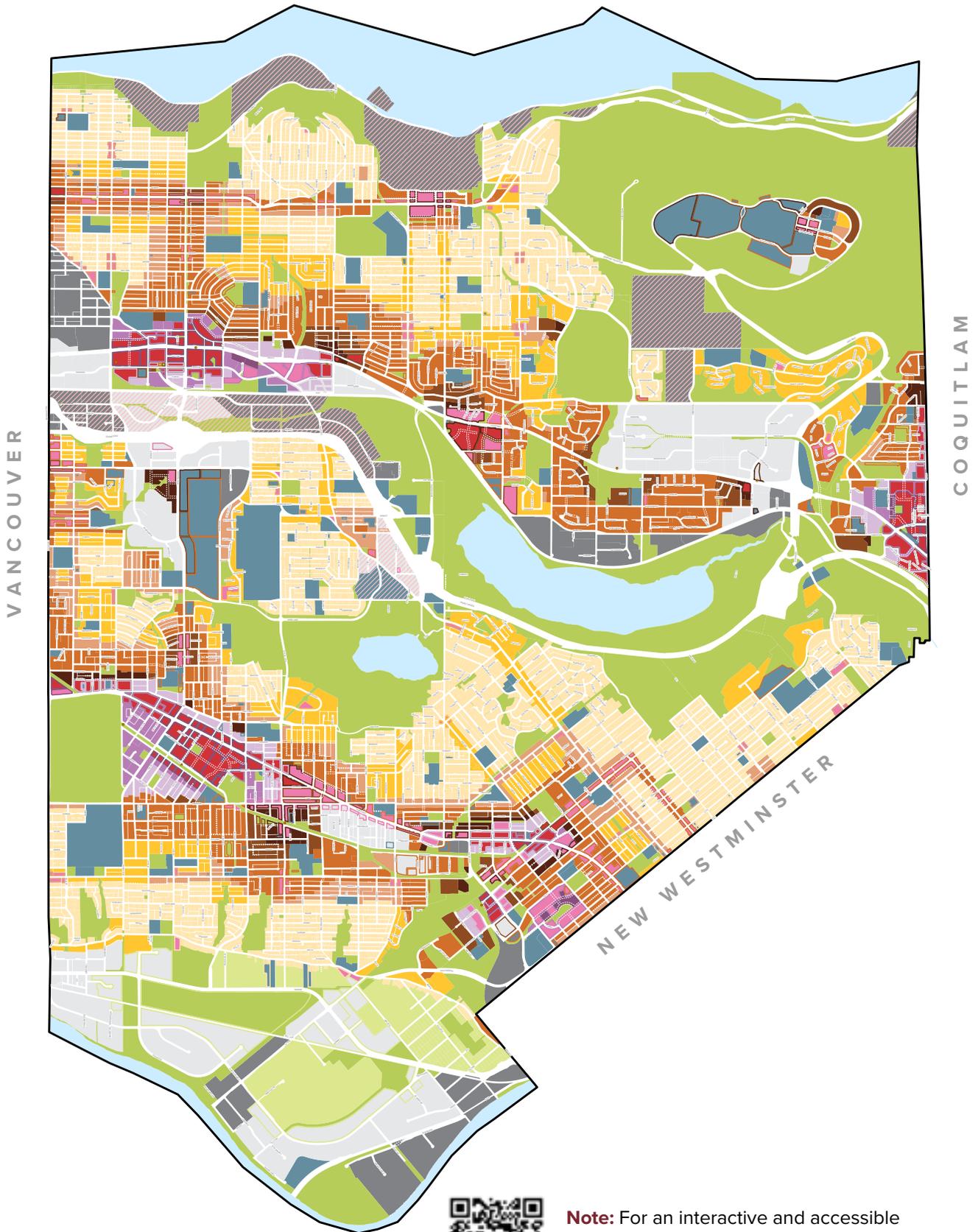
Every property has a zoning district and a land use designation. The zoning district determines what can be built on a property, and specifies the height, setbacks and permitted uses. The land use designation specifies the intended use for the property in the long term. It does not change the zoning district, but it does help determine whether a property can be rezoned, as rezoning applications must be consistent with the land use designation. That said, there is no guarantee that a rezoning application will be permitted, or that a property will be able to develop to the full potential described in the land use designation.

Table 2. Mixed Use Sites: Overlay Conditions

Base land use designation	Overlay land use designation	Conditions
Neighbourhood Commercial 	Institutional 	No Conditions - Either designation is possible on the parcel or a mix of both
	Residential* 	Minimum 1 storey Neighbourhood Commercial
General Commercial 	Institutional 	No Conditions - Either designation is possible on the parcel or a mix of both
	Residential* 	Minimum 2 storeys General Commercial
Employment 	Agriculture 	No Conditions - Either designation is possible on the parcel or a mix of both
	Neighbourhood Commercial 	Minimum 1 storey Neighbourhood Commercial
	Institutional 	Primary uses on the parcel must be Employment. No residential uses allowed.
	Residential* 	Minimum of 4 storeys must be Employment. Residential uses must be non-market.
Industrial 	Residential* 	No Conditions - Either designation is possible on the parcel
Institutional 	Neighbourhood Commercial 	Must have Institutional uses on parcel
	General Commercial 	Must have Institutional uses on parcel
	Residential* 	Must have Institutional uses on parcel and include a non-market residential component. If a parcel is identified as part of a new school or a school expansion, there are no conditions, and either designation is possible on the parcel.
Parks, Open Space and Natural Areas 	Agriculture 	No Conditions - Either designation is possible on the parcel or a mix of both
	Residential* 	No Conditions - Either designation is possible on the parcel or a mix of both
Residential* 	Employment 	No Conditions - Either designation is possible on the parcel or a mix of both
	Neighbourhood Commercial 	No Conditions - Either designation is possible on the parcel or a mix of both
	Institutional 	No Conditions - Either designation is possible on the parcel or a mix of both
	Parks, Open Space and Natural Areas 	No Conditions - Either designation is possible on the parcel or a mix of both

* "Residential" includes Small-scale Multi-unit Housing, Townhouse, Low-rise Apartment 1, Low-rise Apartment 2, Mid-rise Apartment 1, Mid-rise Apartment 2, High-rise Apartment 1, High-rise Apartment 2 and High-rise Apartment 3.

Figure 5. Burnaby Land Use Map



Note: For an interactive and accessible version of the Land Use Map, please visit Burnaby.ca/Burnaby2050Survey

Burnaby Land Use Map Legend

 SkyTrain stations

 Future transportation connections*

Land Use Designation	Base designation	Overlay designation
Agriculture		
Neighbourhood commercial		
General commercial		
Employment		
Industrial		
Parks, open space and natural areas		
Small-scale multi-unit housing		
Townhouse		
Low-rise apartment 1		
Low-rise apartment 2		
Mid-rise apartment 1		
Mid-rise apartment 2		
High-rise apartment 1		
High-rise apartment 2		
High-rise apartment 3		
Institutional		
Special study area		

Map notes:

*Conceptual only. Location to be determined during redevelopment.

Mixed-use sites: Site may contain either of the designations shown or a mix of both, subject to the conditions shown in Table 3.

Development may be limited on some properties due to requirements for protecting streamside areas. See Appendix C for more information.

Table 3. Land use designations

Type	Land use colour	Height	Land use designation	Intent
Commercial		Varies by use	Neighbourhood Commercial	To support pedestrian-oriented, local-serving commercial uses at a scale and intensity that meets the day-to-day needs of the surrounding neighbourhood, such as corner stores, small grocers and coffee shops.
		Varies by use	General Commercial	To support a wide range of city-serving commercial goods and services at a scale and intensity that meets the needs of multiple neighbourhoods, such as larger format retail, major office space, entertainment venues and limited vehicle-oriented uses.
		Varies by use	Employment	To support compatible light industrial, commercial, and private recreational uses of a form and character that minimizes conflict with neighbouring residential and agricultural areas and provides creative employment opportunities. Limited opportunities for affordable rental housing in proximity to transit may also be supported.
		Varies by use	Industrial	To support a wide range of industrial uses that vary in scale and intensity, including manufacturing and processing of raw and finished materials, distribution and warehousing, and compatible supporting commercial and accessory uses.
		Varies by use	Agriculture	To support for agricultural and other complementary uses on lands within and outside of the Agricultural Land Reserve, including the growing, rearing, producing, harvesting, storage, processing and sale of agricultural products.
		Varies by use	Institutional	To support a wide range of institutional, cultural, recreational, educational, public worship and other community-serving uses at various scales and intensities.
		Varies by use	Parks, open space and natural areas	To preserve and enhance public and private areas of ecological, historic and recreational value including parks, plazas, greenways, and other public facilities and supporting uses.
Ground oriented residential		4	Small-scale multi-unit housing	To support a range of primarily ground-oriented housing, including single-family, duplex, multiplex, and rowhouse dwellings, while providing opportunities for limited neighbourhood-serving commercial uses.
		4	Townhouse	To provide ground-oriented residential townhouse and rowhouse forms of up to 4 storeys that can sensitively integrate with lower-density housing forms, while providing opportunities for limited neighbourhood-serving commercial uses.

Table 3. Land use designations (continued)

Type	Land use colour	Height	Land use designation	Intent
Low-rise residential		4	Low-rise apartment 1	To support low-rise residential apartment forms of up to 4 storeys, with opportunities for ground-oriented residential and limited neighbourhood-serving commercial uses.
		6-8	Low-rise apartment 2	To support low-rise residential apartment forms of up to 6 storeys, or up to 8 storeys if located within a Transit Oriented Area (TOA), with opportunities for ground-oriented residential and limited commercial uses.
Mid-rise residential		12	Mid-rise apartment 1	To support mid-rise residential apartment buildings of up to 12 storeys that may include terraced forms and offer a transition in scale between low- and high-rise buildings, with opportunities for ground-oriented residential and commercial uses.
		20	Mid-rise apartment 2	To support for mid-rise residential buildings of up to 20 storeys, typically in the form of apartment towers with podiums that may include terraced forms and offer a transition in scale between low- and high-rise buildings, with opportunities for ground-oriented residential and commercial uses.
High-rise residential		30	High-rise apartment 1	To support high-rise residential buildings of up to 30 storeys, typically in the form of apartment towers with podiums that support ground-oriented residential and commercial uses.
		40	High-rise apartment 2	To support high-rise residential buildings of up to 40 storeys, typically in the form of apartment towers with podiums that support ground-oriented residential and commercial uses.
		50+	High-rise apartment 3	To support high-rise residential buildings of 50 storeys or more, typically in the form of apartment towers with podiums that support ground-oriented residential and commercial uses. This designation supports development of the tallest permitted residential buildings in the city and is intended for buildings with exceptional design that can serve as skyline-defining landmarks.

Land Use Map Supplementary Notes

As the context and conditions of parcels vary across the city there are a number of supplementary notes that must be considered when viewing the Land Use Map (refer to Figure 5):

Development limitations

- » Development potential may be limited on some sites, due to factors such as:
 - challenging site configurations
 - provincial or federal regulations
 - riparian protection areas or other environmental constraints
 - natural hazards
 - heritage agreements or designations
 - Development Permit Area guidelines

Commercial and Institutional Uses

- » **Rezoning Applications:** Institutional, and Neighbourhood and General Commercial designations may be added to any development site, subjected to a rezoning application, and would not trigger an OCP amendment

Building heights

- » **Residential sites:** Residential land use designations follow a progression based on building form (for the first 3 designations) and height (beginning with the Low-rise Apartment 2 designation). See Figure 6.
- » **Mixed-Use Sites:** On mixed-use sites, the maximum height is determined by the residential land use designation on the site. If there is no residential land use designation, the most permissive land use designation on the site determines the maximum height.
- » **Variations:** The building heights indicated in the Land Use Designation Table (Table 3) are provided as guidelines. Site-specific planning may consider variations to final building heights, to account for site constraints, encourage desirable housing and public realm outcomes, or to facilitate a range of building heights on lots where multiple buildings are planned. Additional height on residential sites obtained through variations cannot exceed the maximum height of the next residential designation in the progression.

- » **Heritage properties:** Properties with heritage buildings listed on the Community Heritage Register may be eligible for incentives to secure their retention, including relaxation of height, setbacks, and other regulations concerning the development of land.
- » **Community Benefits/Density Bonus:** On lands designated for Institutional use with a Residential use overlay, development at a greater height and higher residential land use designation may be supported if the development exclusively provides significant public or community benefit uses, including non-profit rental housing only, community gathering and/or programming space, and accessory commercial and/or childcare use space. Support for additional development potential is assessed on a case-by-case basis during the site-specific planning stage, taking into account the site's location within the neighbourhood, urban design context, and the land use designation of adjacent and nearby lands. In cases where a proposed development meets these conditions and additional height is supported, the site-specific development application may be processed without an Official Community Plan (OCP) Amendment. See Figure 6, showing potential additional density bonus heights.
- » **Rental requirements:** Future residential or mixed-use developments involving a residential component may be required to provide non-market rental unit(s), as stipulated in the Zoning Bylaw. The supported building height ranges are inclusive of requirements for the provision of non-market rental units.
- » **Non-market rental projects:** On sites designated as Townhouse or Low-Rise Apartment 1, additional height may be considered for projects that
 - are operated by the Burnaby Housing Authority, a non-profit organization, BC Housing and/or another government agency, and
 - include non-market rental housing as a primary use.A building height of up to 6 storeys may be considered for these projects.

- » **Instream Applications:** Some building applications may have been approved prior to the adoption of this OCP. If the approved height is higher than the land use designation permits, they may proceed as approved. However, if the site is redeveloped in the future, the OCP land use designation height will apply.
- » **Buildings that cross boundaries:** Some building proposals may extend across multiple land use designations. In such cases, all uses allowed by the designations may be permitted throughout the building. Regarding residential height, applications must either step the building down at the designation boundary, or use the height specified for the designation on which 50% or more of the building sits, for the entire building.
- » **Multiple buildings:** For sites with multiple buildings, the allocated land uses provide general guidance and may be adjusted to reflect local design needs, as part of a site- specific application. These changes would not trigger an OCP amendment
- » Comprehensive Development rezoning may be utilized for special sites or masterplan sites, uses and heights, provided that the proposed development aligns with the general intent of the OCP

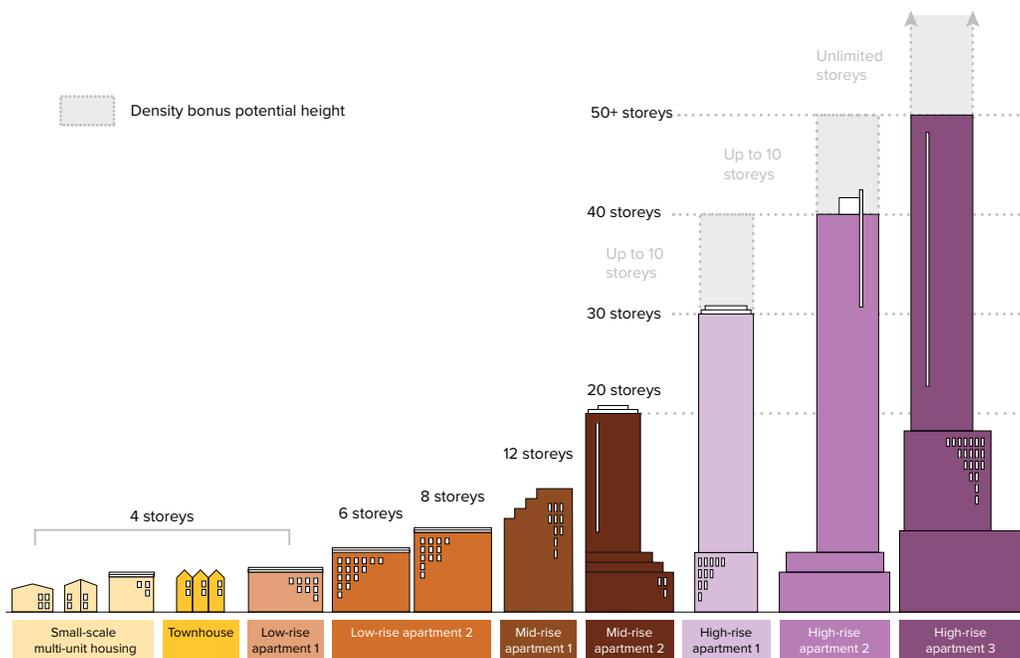
Parks and school expansions

- » **Property rights:** Some properties have been designated as Parks, Open Space, and Natural Areas or Institutional to accommodate future park or school expansions. These land use designations do not impact a property owner’s existing land use rights or ability to redevelop their property under current zoning. Should an owner wish to sell their property in the future, the City or School District would consider the possibility of acquisition. Acquisition would involve a fair market value offer to purchase the property, based on highest and best land use. An owner is under no obligation to sell to the City or School District and may sell to another interested party.

Transportation connections

- » **Future adjustments:** The proposed streets, lanes, green corridors and other transportation connections shown in the Land Use Map are conceptual and may be adjusted to reflect local needs. These changes do not trigger an OCP amendment.
- » **Land dedication:** New streets, lanes, open spaces and green connections will typically be achieved during redevelopment, through land dedication (transfer of land to the City), or the granting of an easement or right-of-way .

Figure 6. Illustration of all Land Use Map Residential Districts and potential density bonus heights



Development Permit Areas and Guidelines

Development Permit Areas (DPAs) identify areas where there are additional development requirements. DPAs have specific purposes, such as the protection of ecosystems, the avoidance of natural hazards, and the establishment of design standards for urban areas. Development within a DPA requires a development permit and adherence to specific guidelines.

The City has three DPAs: the Form and Character DPA, the Streamside Protection and Enhancement DPA, and the Tenant Protection DPA. Additional DPAs are being considered.

Form and Character Development Permit Area

Form and character refer to the outward facing elements of a building, including landscaping, siting, circulation and access, building shape, exterior design and finishes. These features collectively shape the urban landscape and the quality of our surroundings.

The Form and Character DPA informs the planning and design of development proposals, to ensure that the external features of new developments meet community standards. Special considerations for development within the Form and Character DPA are outlined in the Development Permit Guidelines.

Refer to **Appendix B** for more information.





Silver Creek streamside area was protected and enhanced as a condition of developing a new light industrial park. Invasive plants were removed and successfully replaced with native plants.

Streamside Protection and Enhancement Development Permit Area

Burnaby has diverse natural areas and ecosystems, ranging from salmon-bearing streams and their riparian corridors, to mature second-growth forests, wetlands and meadows. Designating development permit areas will help protect riparian areas and support the protection of infrastructure, property, natural areas, and community health and safety, as Burnaby grows and develops.

The Streamside Protection and Enhancement Development Permit Area and guidelines consolidate and update existing streamside protection policies. The DPA and guidelines provide clarity to property

owners on how to protect, enhance and restore streamside areas. The DPA and guidelines are used to mitigate the impacts of new development by meeting or exceeding provincial standards and applying flexible forms of development.

Refer to **Appendix C** for more information.

Tenant Protection Permit Area

Renters need assistance to offset the impacts of redevelopment. When a purpose-built rental building is redeveloped, Burnaby's Tenant Protection Bylaw requires property owners to support tenants by helping them find a new place to rent, providing financial compensation and offering both relocation assistance and the right to return to the redeveloped building at the same rent, if requested.

The Tenant Protection Development Permit Area requires compliance with the forthcoming Tenant Protection Bylaw, and defines a broad protection area, establishing permit requirements and guidelines to protect tenants of purpose-built multiple-family rental buildings of five or more units. Specific guidelines for the Tenant Protection DPA are outlined in the Zoning Bylaw.

Refer to **Appendix D** for more information.