

REPORT  
1997 March 03

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

RE: OFFICIAL COMMUNITY PLAN (OCP) STATUS UPDATE

RECOMMENDATION:

1. **THAT** Council receive this report for information purposes.

REPORT

The Community Planning and Housing Committee, at its meeting held on 1997 February 25, adopted the *attached* report outlining a process and timeline for updating Burnaby's Official Community Plan. The key components associated with the process are policy consolidation and formulation and meaningful public input.

Respectfully submitted,

Councillor L.A. Rankin  
Chairman

Councillor C. Redman  
Member

Councillor J. Young  
Member

- : COPY - CITY MANAGER  
- DIRECTOR ENGINEERING  
- DIRECTOR FINANCE  
- DIR. PLNG. & BLDG.  
- A/DIR. REC. & CULT. SERV.

TO: COMMUNITY PLANNING & HOUSING COMMITTEE 1997 FEBRUARY 24

FROM: DIRECTOR PLANNING & BUILDING OUR FILE: 16.100

SUBJECT: OFFICIAL COMMUNITY PLAN (OCP) STATUS UPDATE

PURPOSE: To provide a status on development of Burnaby's Official Community Plan.

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**RECOMMENDATION:**

1. THAT the Committee forward a copy of this report to Council for information.

**R E P O R T**

**1.0 BACKGROUND**

Council, in previously considering the preparation of a revised Official Community Plan (OCP) for the City, requested that the Housing Committee oversee this process. At its meeting of 1996 March 4, the Housing Committee received an information report which proposed a process for updating the OCP. In addition to the 1996 March report, staff have also provided the Committee with verbal updates on the OCP development, as well as reports on two key components of the plan: the Industrial Land Strategy Study and a OCP Viewpoints Survey.

**2.0 REGIONAL CONTEXT STATEMENT**

The Municipal Act provisions regarding Regional Growth Strategies (Part 28) requires that municipalities forward a Regional Context Statement (RCS) for acceptance by the GVRD Board within two years of acceptance of a Strategic Plan (i.e. by 1998 February 8). The purpose of a regional context statement, which becomes part of the municipal Official Community Plan, is to identify the relationship between the municipal plan and the Livable Region Strategic Plan and how the municipal plan contributes toward region-wide objectives. An issue requiring specific attention will be the relationship of the City's planning and land use objectives to the designated LRT corridor along the Lougheed Highway. The RCS can also identify how the municipal plan is to be made more consistent with the Strategic Plan over time.

The preparation of a Regional Context Statement and its submission to the GVRD is a new aspect of the OCP preparation process. The process for approval of the Statement is now more involved than previous referrals to the GVRD. **Attachment 1** provides information on the referral and approval process for the RCS.

### 3.0 STATUS

The Regional Context Statement cannot be prepared independent of the OCP. As such, the timeline to complete the OCP by year end for submission to the GVRD by 1998 February 8 is extremely challenging. **Figure 1** outlines the City's generalized process and timeline for the completion of the OCP.

The key components associated with the process are as follows:

#### 3.1 Policy Consolidation and Formulation

The revised OCP is intended to be broad in scope and strategic in nature. As envisioned, it will contain policies on a range of matters, such as land use, the environment, transportation and community services and facilities. A priority task for staff will be to consolidate all existing City policies that are relevant for the revised OCP. For example, recent policy work on a Transportation Plan for Burnaby and environmental matters will be used in this regard.

One of the key areas will be to determine potential opportunities for additional population and residential growth. This preliminary work to a large extent will be based on Council's previous submissions to the GVRD on the Livable Region Strategic Plan and the public comments received from phases 1 and 2 of the Residential Growth Management Strategy review.

A further component will involve determination of the role that industrial lands will play in the City's overall development framework. To assist in the development of a contemporary longer term policy for industrial lands in the City, which will be reflected in the updated OCP, the City has retained the services of a consultant to assist in exploring various issues relating to a proposed Industrial Land Strategy. The consultants began the project in January 1997 and are scheduled for completion by 1997 April.

### 3.2 Consultation

Additional meaningful public input can be achieved during the OCP review process through three approaches, as described below.

#### 3.2.1 OCP Viewpoints Survey

In the 1996 March report on the revision of the OCP, it was noted that extensive public consultation had occurred on a variety of recent planning initiatives ( e.g. Edmonds and Lougheed Area planning processes, Burnaby Transportation Plan, Phases 1 and 2 of the Residential Growth Management Strategy, etc.). The input resulting from these processes has been valuable in formulating future directions for the City. As an adjunct to this input, it had been proposed that efforts should be made to obtain the public's views *specifically in the context of the OCP preparation*. Toward this end, as previously approved by the Committee, the City will be undertaking a random sample telephone survey, called the OCP Viewpoints Survey. The survey will be conducted in March, using a marketing research firm, with the final report on the findings being submitted by late April. The information will be useful for gauging what a random sample of the population thinks about a variety of growth and development issues facing the City. It will augment the information we have gained through other planning processes to date, as well as comments obtained through open houses and other public forums we propose to conduct for the OCP.

#### 3.2.2 Open Houses and Public Meetings

It is proposed that a broader public consultation process for the OCP development process take place in May or June. Our rationale for this timing is that by May, the residential framework, Industrial Lands Strategy, OCP Viewpoints Survey and other important background for the OCP will have been completed. It is intended that staff will be in a position to present a general growth management direction for the City at this time for public review and comment. The public will have further opportunities to express their views in the fall after a draft version of the OCP has been completed. A broadsheet circulated to every residence and business in the City outlining the proposed broad policy direction is a possibility.

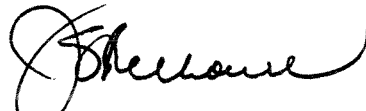
### 3.2.3 Other Initiatives

In addition to the Viewpoints Survey, open houses and public meetings, staff will use a variety of other means to both provide information about and obtain comment on the OCP revision. Possible examples include articles in InfoBurnaby, items in community newspapers, community TV and individual meetings with community and external bodies.

## 4.0 CONCLUSION

Preparation of a revised OCP, including a Regional Context Statement, is an extremely important process that will establish a policy direction for growth and development in the City over the next ten years and beyond. As this report has indicated, the timelines for preparing the document are tight as set out in the recent amendments to the Municipal Act and will require a collaborative effort by all involved.

In order to meet the established timelines, staff will need to make a concerted effort to prepare a draft document during the summer months. We propose that a working session on the draft be arranged with Council in September with the intention that we hold further open houses and/or public meetings on the draft. We would make necessary revisions and forward the revised document to Council for approval in principle and First Reading. Under this schedule, the Public Hearing would be held in 1998 January and the Regional Context Statement subsequently submitted to the GVRD under Section 942 of the Municipal Act prior to 1998 February 8.



D.G. Stenson, Director  
PLANNING & BUILDING



JSB:JF/db  
Attachments

cc: City Manager  
Director Engineering  
Director Finance  
Acting Director Recreation & Cultural Services

# Process for Developing and Reviewing Regional Context Statements (RCS)

Attachment 1

File: O.A

## MUNICIPALITY

(2) Draft RCS prepared by Municipal planners, Municipal Council gives 1st Reading to OCP or OCP amendment (i.e. RCS), RCS referred to GVRD for comment under Section 947 of the *Municipal Act*.

(1) Early and ongoing discussions between GVRD and Municipal planning staff on RCS objectives and issues.

(4) Municipal Council considers GVRD comments, Municipal Council gives 2nd Reading to RCS, Public Hearing held.

(5) Municipal Council refers RCS to GVRD for acceptance.

(9) 3rd Reading, Final Adoption, Implementation.

## G.V.R.D.

(3) GVRD Strategic Planning staff: acknowledges RCS for comment; reviews RCS in relation to LRSP and, where necessary, involves other GVRD departments for comments; reports RCS review to GVRD committees and Board of Directors.

(6) GVRD Strategic Planning staff: officially acknowledges RCS for acceptance; reviews RCS and, where necessary, involves other GVRD departments for comments; finalizes RCS review and reports to GVRD committees and the Board of Directors.

(8) Accept.

(7) GVRD Board decision conveyed.

(10) Reject.

## PROVINCE

(19) Arbitrator/Panel revises RCS.

(18) Binding Resolution Process: Panel of Peers, Final Proposal Resolution, Full Arbitration.

(17) No Agreement.

(15) Revisions.

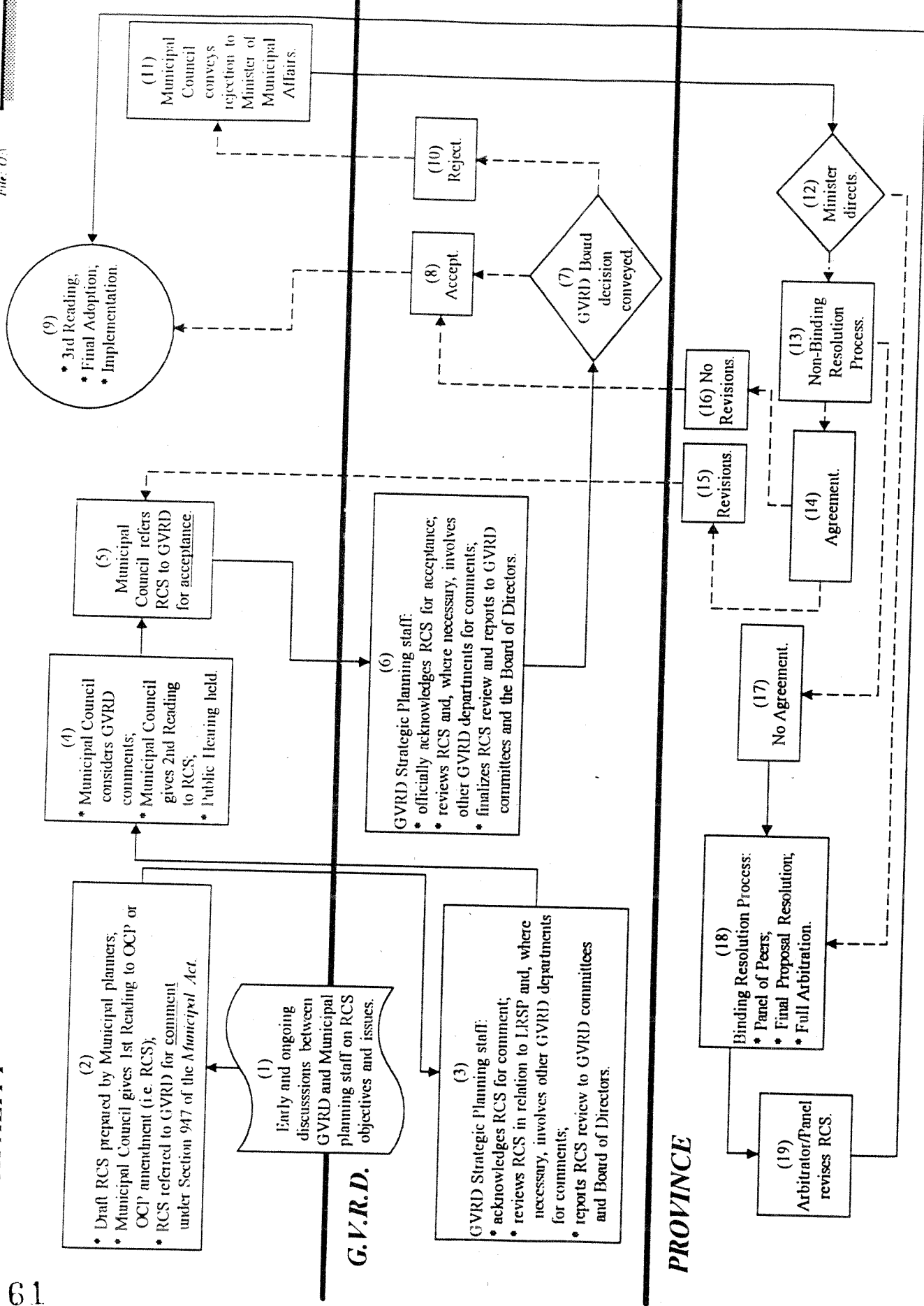
(14) Agreement.

(16) No Revisions.

(13) Non-Binding Resolution Process.

(12) Minister directs.

(11) Municipal Council conveys rejection to Minister of Municipal Affairs.



## Process for Developing and Reviewing Regional Context Statements (Explanatory notes accompanying the flow chart)

1. GVRD and municipal planners should correspond prior to Regional Context Statement (RCS) development, preferably before the beginning of any formal Official Community Plan (OCP) review process. This dialogue should be maintained throughout the process. GVRD planners should provide the approved RCS evaluation framework and inform municipal planners about key regional expectations. Any issues should be discussed.
2. Municipal planners prepare the draft RCS for comment. Informal review with regional planners is desirable. Municipal council gives First Reading to draft RCS. The "comment" process is part of the OCP adoption or amendment process required by *Municipal Act* sec. 947. Municipal council then refers draft RCS **for comment** to GVRD Board.
3. GVRD Strategic Planning staff acknowledges receipt of RCS for comment. Regional planners review the RCS for consistency with the OCP and the *Livable Region Strategic Plan* (LRSP), and forward copies of the RCS to GVRD departments for comment if the RCS is contrary to the LRSP or a departmental interest/objective is affected.

The Strategic Planning Department reports to the Intergovernmental Advisory Committee, Transportation and Strategic Planning Committee, and to the Board of Directors. The Board conveys its comments to the municipal council.

4. Municipal council gives Second Reading to the OCP or OCP amendment, and holds a public hearing on this matter.
5. Municipal council formally refers the RCS **for acceptance**, under sec. 942.28(4).
6. GVRD Board Secretary formally acknowledges receipt of the RCS, which starts the 120-day review period allowed for Board acceptance or rejection of the RCS. The Strategic Planning Department reviews the RCS for consistency with the OCP and with the LRSP, and forwards copies of the RCS to departments whose interests may be affected. If necessary, a GVRD interdepartmental meeting is held on RCS review. Strategic Planning Department staff drafts a joint departmental report.

The Strategic Planning Department reports to the Intergovernmental Advisory Committee, the Transportation and Strategic Planning Committee, and to the Board of Directors.

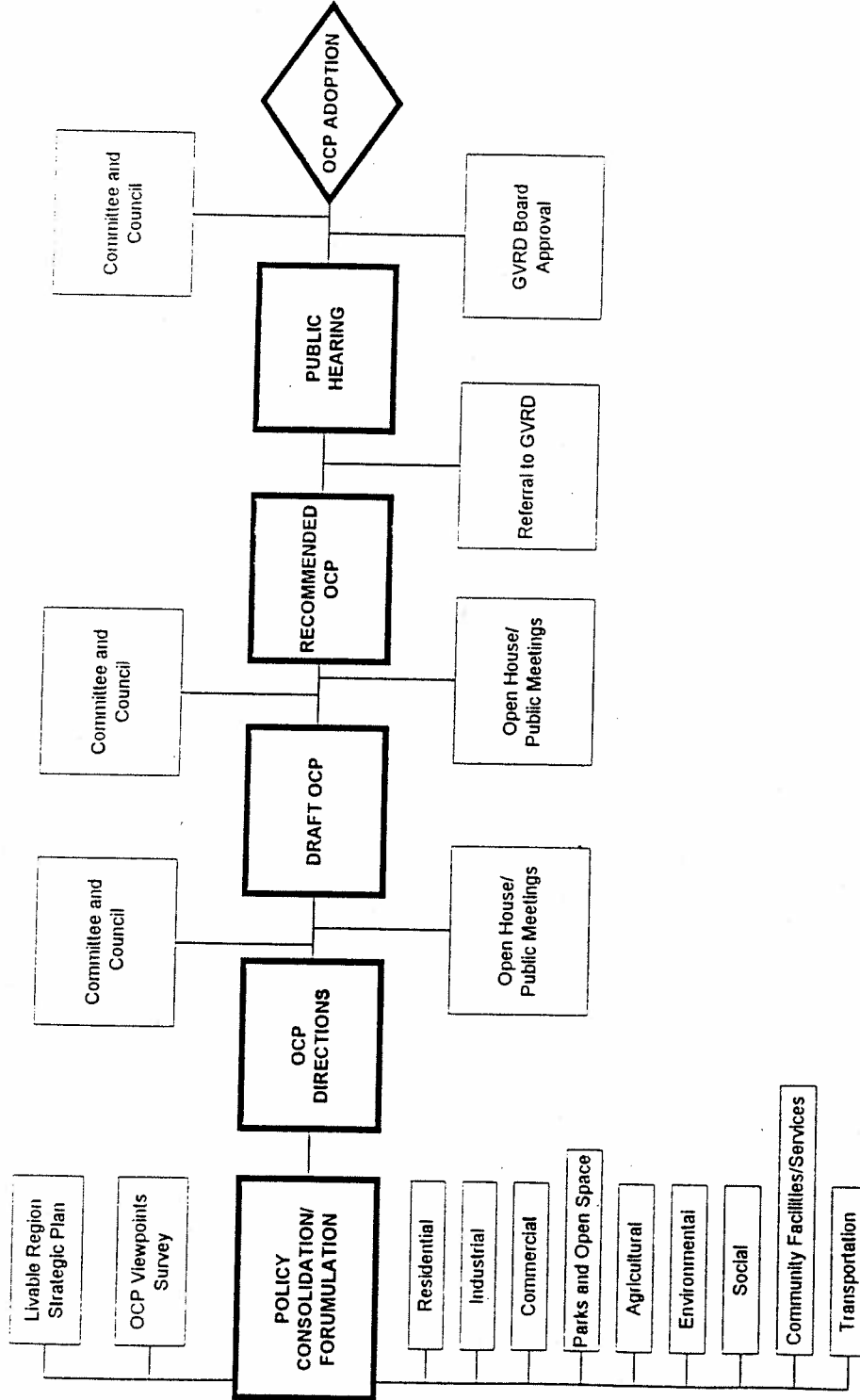
7. GVRD Board, by resolution, either accepts or rejects the RCS, and delivers its decision to the municipal council within 120 days of receipt.
8. If the RCS is accepted by the Board, then...

9. Municipal Council proceeds to Third Reading, adoption and implementation of the OCP or OCP amendment.
10. If the RCS is rejected by the Board, the Board must describe the provisions to which it objects, and the reasons for objection, then...
11. Municipal Council, under sec. 942.21(1), notifies the Minister of Municipal Affairs that the regional district has rejected the RCS.
12. The Minister of Municipal Affairs may require the Municipal Council and the GVRD Board to enter into a non-binding, time-limited resolution process. Alternatively, the Minister may require the parties to move directly to a binding resolution or settlement process if it appears that non-binding agreement will be difficult to achieve.
13. Municipal Council and Board undertake non-binding resolution process.
14. If agreement is reached through non-binding resolution process, and...
15. If revisions to the RCS are agreed upon, the process returns to Step 5, whereby the Municipal Council refers the RCS to the GVRD for acceptance.
16. If the RCS is accepted by the Board without revision, then the process ends with Step 9 (Third Reading, Adoption and Implementation of the RCS).
17. If no agreement is reached, or if acceptance is not reached within 60 days of the conclusion of the non-binding resolution process, then...
18. The parties enter one of three binding resolution processes:
  - \* Panel of Peers - a panel of three individuals who are local elected representatives (current or former, but not from the local government that is currently involved in the dispute), who will hear presentations from the local governments participating in the settlement proceedings and make any decision it considers appropriate to settle the disputed issues.
  - \* Final Proposal Resolution - an individual arbitrator determines each disputed issue by selecting one of the final written proposals submitted by the participating parties.
  - \* Full Arbitration - an individual, experienced arbitrator hears presentations from the local governments participating, but can make any decision he/she considers appropriate. As with the other two options, the choice of arbitrator will be left up to the regional district and local governments which did not accept the RCS, or failing agreement, by the Minister of Municipal Affairs.
19. The process is settled by an arbitrator or panel, and the process ends with Step 9.



**Figure 1**

**Generalized Official Community Plan Process**



April 1997      June      September      November      January 1998      February

