

TO: CITY MANAGER 1998 January 22
FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 16.100
SUBJECT: DRAFT OFFICIAL COMMUNITY PLAN (OCP)

PURPOSE: To provide an overview of the draft OCP for Burnaby, seek Council authority to enter into additional community dialogue on the draft and forward a copy to the GVRD, the Agricultural Land Commission and adjacent municipalities in compliance with the requirements of the Municipal Act.

RECOMMENDATION:

1. **THAT** Council authorize staff to solicit further public dialogue on the draft Official Community Plan as outlined in Section 6.0 of this report.
2. **THAT** following First Reading of Bylaw No. 10709 (Burnaby Official Community Plan Bylaw 1998), a copy of the draft Official Community Plan be forwarded to the GVRD Board, the Agricultural Land Commission and the cities of Vancouver, Coquitlam, New Westminister, Richmond, Port Moody and the District of North Vancouver for comment as required under Section 882 of the Municipal Act.
3. **THAT** Appendix 1 of the draft Official Community Plan containing the Regional Context Statement be forwarded to the GVRD by February 10, 1998 in accordance with the requirements of Section 866 of the Municipal Act.

REPORT

1.0 INTRODUCTION

Under recent amendments to the Municipal Act, member municipalities must now include a Regional Context Statement (RCS) within their Official Community Plans if an adopted regional growth strategy applies to all, or part of, the same area as an OCP. The Greater Vancouver Regional District (GVRD) has such an adopted regional growth strategy. Under the new legislation, member municipalities, including Burnaby, have

until February 10, 1998 to submit their Regional Context Statements to the GVRD Board following First Reading of an associated bylaw. As such, the Burnaby Official Community Plan Bylaw 1998 (Bylaw No. 10709) appears elsewhere on the Council Agenda for First Reading.

This report conveys an updated draft OCP for Burnaby that includes the required Regional Context Statement. It is recommended that the RCS be forwarded to the GVRD Board by February 10, 1998 and that the draft OCP be forwarded to the GVRD, the Agricultural Land Commission and the adjacent municipalities for comment as also required under the Municipal Act. Following the proposed First Reading of the bylaw, staff are intending to commence further community dialogue on the OCP and to make any necessary adjustments prior to Second Reading and Public Hearing.

Given the volume of the draft OCP, it has been conveyed to members of Council under separate cover. For members of the public, copies of the draft OCP are available for review at the Planning and Building Department and the public libraries in the City. In addition, it will be available at the proposed Mall displays and the Open Houses which are referred to in Section 6.0 of this report. A summary of the draft OCP together with information on the Mall displays and Open Houses is proposed to be the subject of a special edition of InfoBurnaby that will be distributed to every business and household in the City.

2.0 A GROWING AND CHANGING REGION

The GVRD has become an increasingly popular place to live and work and has experienced steady growth over the past decade. It has been estimated by the GVRD that the Region will need to accommodate up to a total of 2.2 and 2.7 million residents by 2006 and 2021 respectively. This represents an increase of about 370,000 persons between 1996 and 2006 and 900,000 persons between 1996 and 2021. Where will these people live and work? How will their transportation and other services needs be met? Can livability be maintained while growth continues?

To a large extent, these questions require a regional solution. The proposed solution has come in the form of the *Livable Region Strategic Plan (LRSP)* which outlines a strategy for managing future growth in the Region. Burnaby occupies an inner, central location in this Region and is recognized for its major park spaces, vibrant economy, diversity of neighbourhoods and overall quality of life. The principal challenge of Burnaby's renewed draft OCP is to create a more complete and livable community that reflects local needs and values that also contributes to help shape a more livable Region.

The draft OCP is a city-wide document providing policy direction primarily for the next 5 to 10 years. It does include some population, dwelling unit and employment projections to the year 2021 as a statement of general direction in response to the submission requirements of the Regional Context Statement. These figures will be subject to ongoing revision as subsequent OCP updates are made.

The OCP is intentionally not a zoning bylaw or a site specific land use plan for the City. It provides for the integration of land use, transportation, the environment, heritage, community facilities and services and social and economic planning into a broad strategy to direct the growth and development of the City.

3.0 THE OCP DEVELOPMENT PROCESS

The Growth Management Strategy outlined in the draft OCP is already well underway and builds upon actions and decisions that have been made in the past few years. This is reflected in the fact that **about 92 percent of the residential growth anticipated between 1996 and 2006 is expected to occur within areas already having adopted plans.** The draft OCP has incorporated recent area planning initiatives and other policy changes that will ensure that Burnaby is well positioned to meet the needs and challenges of the next decade.

The draft OCP builds on the directions established in the existing OCP. Council, in recognizing the importance of obtaining community input in establishing new planning policy directions, has undertaken a series of consultation initiatives with the public, the results of which have been incorporated within the draft OCP. Some of these include citizen advisory committees associated with the Edmonds, Lougheed and Brentwood Town Centre and Royal Oak Area planning processes, the preparation and review of the Burnaby Transportation Plan, the Burnaby State of the Environment Report, the Residential Growth Management Strategy and a number of neighbourhood based planning initiatives. These participative community-driven approaches to planning are expected to continue in helping refine and implement the policy directions outlined in the draft OCP.

The draft OCP has been prepared under the direction of the Community Planning and Housing Committee of Council and has involved a number of previous public discussions and notices in issues of *InfoBurnaby*. In addition, to assist the City in making choices and defining directions for the draft OCP, a statistically representative survey was undertaken during 1997 to obtain general public opinion on key issues and possible approaches.

As outlined earlier, the Regional Context Statement included within the draft OCP needs to be submitted to the GVRD Board following First Reading of the bylaw and prior to February 10, 1998. At the same time, initiation of a more specific and comprehensive public review process of the draft OCP is outlined in Section 6.0 of this report and is being recommended for completion prior to Council being requested to give Second Reading to the OCP Bylaw.

4.0 OCP GROWTH STRATEGY

The draft OCP contains fourteen sections that includes an *introduction*, a *context*, the *growth strategy*, policy directions and frameworks for *residential, commercial, industrial, parks and open space, transportation, agriculture, environment, social planning, heritage and community services and facilities* and lastly, the *regional context statement*. The overriding goal of the draft OCP is to preserve and enhance community well-being and livability. Towards this end, the OCP incorporates six strategic directions that include:

A More Complete Community

Complete communities are those that contain what people need within their own boundaries. Burnaby's four Town Centres within their respective quadrants of the City contribute to the City's diversity and self-sufficiency. These, combined with transportation improvements, new residential and employment opportunities, the expansion of urban villages and neighbourhood centres will contribute to the complete community concept.

An Environmentally Aware Community

Burnaby is fortunate to have a wealth of natural features and variety of ecosystems associated with our watercourses, freshwater lakes, forested and mountain sites, wetlands and coastal and estuarine areas. The City recognizes the inextricable links between the long term health of our natural environment, the economy and community livability. Increasingly, planning and land use policy decisions in the City will need to be approached from an ecosystem perspective.

A Community Of Economic Opportunity

The Greater Vancouver economy is expected to continue to grow and diversify. Burnaby is well positioned to capture significant shares of new higher quality, intensive commercial and industrial development and other uses that generate employment, tax and other benefits. The designation of additional business centre opportunities and the initiation of a number of zoning bylaw text amendments are proposed to ensure that the City's economic framework can respond to contemporary and anticipated needs.

A Community With Increased Transportation Choice

As Burnaby and its neighbours head toward the next century, dependency on the automobile must be reduced. Transit, high occupancy vehicles, walking and cycling must play a more significant role. If this does not occur, the negative impacts of increased congestion will contribute to the deterioration of the City and the Region as a desirable place to live and invest. The development of Light Rail Transit (LRT) along the Broadway/Lougheed Corridor from Boundary Road to the Lougheed Town Centre and beyond by 2005, along with associated new development is a basic underlying assumption of the draft OCP.

An Involved Community

An involved community leads to a better understanding of local issues and values. The City recognizes the importance of this involvement and has sought out citizen participation within its Council committee system, its extensive use of citizen based local area advisory committees and solicitation of public opinion and input on local and city-wide planning matters. The continued involvement of the local community in the refinement and implementation of planning policy as contained within the draft OCP will be proposed.

A Community Within a Livable Region

The draft OCP recognizes that the City can and should play a role in the more orderly growth of the Region. It is also reasonable to assume that without some form of co-ordinated growth approach, the Region as a whole, including Burnaby, will suffer from the negative impacts of sprawling, less focused growth. The draft OCP recognizes the adoption of the *Livable Region Strategic Plan* and Burnaby's location within the designated Growth Concentration Area, while at the same time identifying those local values that require protection.

5.0 DIRECTIONS FOR THE FUTURE

5.1 Residential

The draft OCP provides for a varied range and choice of living opportunities, establishes increased opportunities for ground-oriented housing, seeks to maintain and improve livability and neighbourhood stability and helps ensure that the needs of people with special housing requirements are met.

In 1996, there were 179,209 people in Burnaby within 69,055 units. By 2006, it is estimated that there will be an additional 16,400 units resulting in a population of about 217,000. This means an average annual increase of 3,780 people and **105**

1,640 housing units in this period. As outlined previously, about 92 percent of this anticipated growth will occur in areas with already adopted plans. For the remaining areas associated with new growth such as the proposed LRT station areas along the Lougheed Corridor, there will be area planning processes with opportunities for community involvement.

By 2006, the composition of the housing stock will be slightly different. Apartments and townhouses will account for about 86 percent of the new housing built between 1996 and 2006. About 57 percent of the new stock between 1996 and 2006 will be ground-oriented.

5.2 Commercial and Industrial

The commercial and industrial frameworks are adapted to meet changing needs that are responsive to Burnaby's strategic advantages within the Region. They reflect a continued blurring of the traditional boundaries of commercial and industrial land uses. They seek to increase the overall commercial self-sufficiency of the City and contribute to employment and tax base growth.

It is estimated that the number of jobs in Burnaby will increase from 88,800 in 1991 to about 119,700 in 2006. In 2006, the City's jobs to labour force ratio is projected to be 1.10 (i.e. 1.10 jobs within the City as compared to each Burnaby resident in the labour force). The highest density office and other commercial development will continue to occur within the City's four Town Centres, with Metrotown strengthening its role as a major Regional Town Centre. The City can also anticipate considerable office and related employment expansion within the designated Business Park areas. It is expected that these will be attractive to smaller, corporate headquarters and occupants of multi-tenant office/research/manufacturing enterprises. To help meet the changing needs of the community, the Plan provides for a series of urban villages where commercial and residential uses can co-exist and complement one another.

The OCP provides for the spectrum of industries ranging from the new high technology business centre uses to more traditional blue collar industries. More intense forms of industrial development will be encouraged on vacant and redeveloping industrial lands. A limited number of strategically located industrial sites within Town Centres and along the LRT Corridors are proposed for redevelopment.

5.3 Parks and Open Spaces

The protection of major park and public open space areas is an important component of the draft OCP. It also provides for a comprehensive mix of park

and public open space opportunities sufficient to meet the changing needs of the community. Provision is made for a system of pedestrian/cycle trails and other greenways to connect the major park and open space areas with each other and other focal points in the City.

The OCP incorporates over 150 parks and public open space areas covering an area of about 5,500 acres, accounting for about 24 percent of the area of the City.

5.4 Transportation

The OCP includes the major elements of the Burnaby Transportation Plan recently adopted by Council. That Plan strives for the City and the Region to be less dependent on the automobile. It encourages walking, cycling, transit and high occupancy vehicles to play a greater role. Land use will be integrated with improved transit to move more people in fewer cars and to make the most of new transit opportunities. The addition of Light Rail Transit along the Lougheed Highway by 2005 is an essential condition to projected land use changes along the corridor.

5.5 Agriculture

The OCP undertakes to protect and enhance the 620 acres of agricultural land in the Big Bend area.

5.6 Environment

The OCP recognizes the important linkages between the long-term health of the natural environment, the economy and community livability. The adopted State of the Environment Report is the foundation of the environmental directions. These directions respond to the heightened environmental perspective in the management of the community that include: an ecosystem and watershed approach to the development of land use plans; more effective land use regulations that integrate senior and local government requirements; investments in parks and conservation areas and partnerships with other government agencies, non-profit groups, residents and developers to improve the environment we live in.

5.7 Social Planning

From a social planning perspective, the OCP recognizes the ongoing need to enhance the physical, social, psychological and cultural well-being of Burnaby residents.

5.8 Heritage

The City's adopted Heritage Policy Strategy is the basis for the Heritage directions in the OCP. It provides opportunities for increased awareness and the conservation of the City's unique natural, cultural and built heritage.

5.9 Community Services and Facilities

The availability of appropriate, diverse and high quality community services and facilities is integral to Burnaby's overall well-being. It is in this context that the OCP addresses public utilities, fire protection, police and public safety, recreation and cultural facilities, education, library service, health service and religious facilities. The need to review the OCP in about three years will, in part, be dependent upon progress made in responding to required services and facilities to meet anticipated development.

6.0 COMMUNITY REVIEW

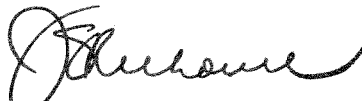
As previously outlined, the City has solicited considerable community input into the preparation of the OCP. With the completion of the draft OCP, the following notices and additional opportunities for public consultation are proposed:

- distribution of a special edition of *InfoBurnaby* summarizing the draft OCP, providing dates and times of mall displays and open houses, and soliciting public review and comment;
- rotating staffed mall displays at Brentwood Mall, Eaton Centre and Lougheed Mall from March 12, 1998 to March 18, 1998;
- open houses, including a summary presentation on the draft OCP at Gilmore Community School (Tuesday, March 31), Stride Avenue Community School (Wednesday, April 1), Stoney Creek Community School (Thursday, April 2) and Nelson School (Saturday, April 4);
- placement of newspaper advertisements in the community papers as further reminders of the mall displays and open houses;
- arrangement for an OCP telephone voice mail box where individuals can call in and leave comments or requests for further information;
- placement of copies of the draft OCP at the various library branches in the City and their availability at the mall displays, the open houses and the Planning and Building Department;

- on request, staff will meet with community groups, organizations or individuals outside of these scheduled times to hear comments on the draft; and
- the holding of a Public Hearing on the OCP following Second Reading which would incorporate any necessary amendments following the public consultation process.

7.0 CONCLUSION

The draft OCP is optimistic about the future of Burnaby. Burnaby's existing policies and the character of the Municipality that has evolved have provided a sound foundation for the future development of the Municipality. The OCP builds on that foundation. The directions of the OCP will guide Burnaby's development and meet its anticipated needs over the next decade. They will also help ensure that Burnaby is an even more desirable place to live, work and invest in the future. Implementation of the various components of the OCP will occur at varying speeds, often slowly and incrementally, but with a patient and methodical persistence. It will also occur at a rate that the market will bear, the City can afford and the dynamics of a City involved in an urban transformation will allow.



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