

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: OFFICIAL COMMUNITY PLAN (OCP) – PROJECT INITIATION,
PROCESS AND UPCOMING NEXT STEPS**

RECOMMENDATION:

1. THAT Council receive this report for information.

REPORT

The Planning and Development Committee, at its meeting held on 2022 June 01, received and adopted the attached report informing Council on the anticipated phasing, strategies and next steps for the Burnaby OCP Project.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: Chief Administrative Officer Acting CFO GM Corporate Services GM Parks, Recreation and Cultural Services GM Engineering GM Community Safety City Solicitor

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2022 May 25

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 70500

SUBJECT: OFFICIAL COMMUNITY PLAN (OCP) – PROJECT INITIATION,
PROCESS AND UPCOMING NEXT STEPS

PURPOSE: To inform Committee and Council on the anticipated phasing, strategies and next steps for the Burnaby OCP Project.

RECOMMENDATION:

1. **THAT** a copy of this report be forwarded to Council for information.

REPORT

1.0 INTRODUCTION

Preparatory work on the Burnaby OCP Project has been initiated and is underway. This report provides a high level summary of the work completed to date, including but not limited to:

- development of a preliminary schedule and project phasing plan;
- definition of project scope, objectives and desired outcomes; and
- identification of resource needs for the project.

This report also provides a summary of next steps, including the advancement of an estimated budget for the overall project and preparations to launch a public awareness and information campaign on the Burnaby OCP Project.

This report is for the Committee and Council's information.

2.0 POLICY CONTEXT

The purpose of an OCP, as established under the *Local Government Act*, is to establish a long range growth management framework that spatially directs where, when and how future growth will occur in the city. It must also include housing planning policies for affordable, rental and special needs housing, as well as community greenhouse gas reduction targets and policies and actions for how those targets will be achieved.

An OCP broadly connects with all policies established in a community, including the Corporate Strategic Plan and standalone policy documents. The primary set of current policy documents that relate to and build on the current OCP are the *Burnaby Economic Development Strategy* (2007), the

Burnaby Social Sustainability Strategy (2011), and the *Environmental Sustainability Strategy* (2016), and more recently, the *Climate Action Framework* (2020), *HOME: Burnaby's Housing and Homelessness Strategy* (2021), and *Connecting Burnaby: Burnaby's Transportation Plan* (2021); all provide new paths and foundations for a renewed OCP.

The City has an ongoing initiative with Simon Fraser University, the *Urban Resilient Futures (URF) Initiative*, which builds on the *Climate Action Framework* to accelerate climate action and to co-create a new, locally developed narrative for a resilient, low-carbon future. It is anticipated that this URF project, which includes extensive public participation on critical issues facing the community, will unfold in parallel with the OCP process and both projects will inform each other.

3.0 PRELIMINARY SCHEDULE AND PROJECT PHASING

The Burnaby OCP Project is a multi-year, multi-phased project in which the preliminary schedule establishes a target completion date of early 2025. As noted, preparatory work is underway to launch the project. At a high level, the project will be advanced in four phases (see Figure 1, below):

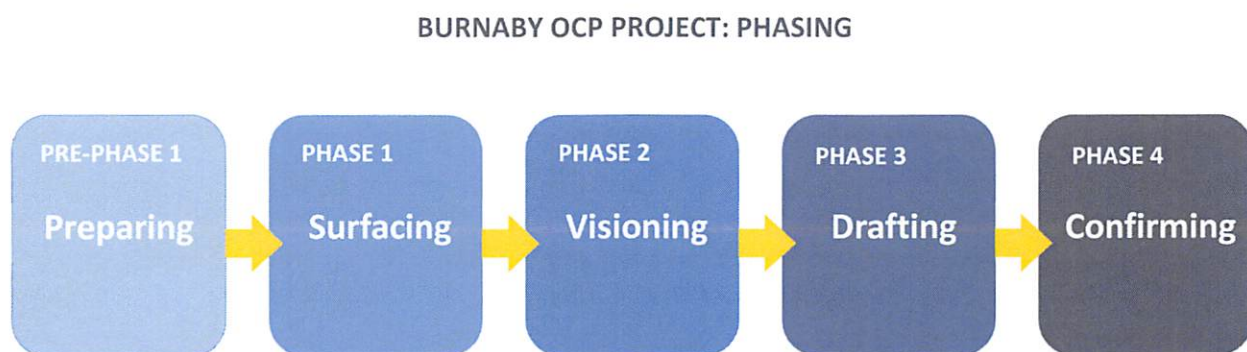


Figure 1. The Burnaby OCP Project is currently in a “Preparing” – preparatory phase (pre-phase 1) that lays the groundwork for launching the overall process, the details of which are outlined in Section 3.0 of this report. At a high level, the project will be advanced in four key phases: Surfacing, Visioning, Drafting and Confirming. Public engagement is an important component of each phase, wherein engagement is an iterative process of listening, learning and responding. It will inform how each subsequent phase is advanced and ultimately inform the development of the OCP vision, goals, priorities (and trade-offs), policies and implementation.

While details regarding the scope for each phase will be further developed as the project advances, a high level summary of each phase is described below:

- **Phase 1: Surfacing** (Start Spring/Summer 2022) – This phase focuses on raising awareness about the project and inviting the community to learn more about the project and become engaged. Initial engagement will involve educating the community on the purpose of an OCP and providing information on how the city has grown, and a scorecard measuring Burnaby’s performance relative to the vision and goals set out under the existing OCP.

Early engagement activities will inform the community on the purpose of an OCP and why a new OCP is needed for Burnaby; provide a scorecard measuring Burnaby's performance relative to the vision and goals set out under the existing OCP; and seek to understand the aspirations of the community for Burnaby in the future and the values that drive these aspirations. This early phase of engagement will also seek to discuss emerging trends, issues, challenges and opportunities as a way of surfacing community priorities and potential "trade-offs" discussions for subsequent phases. Some of the broad questions or themes this phase will explore include:

Burnaby's Communities

- How have Burnaby's communities changed over time?
- What do people value in their communities and neighbourhoods?
- What would people like to see change in their communities and neighbourhoods?
- What are Burnaby's community needs, now and in the future?
- What is Burnaby's identity and role within the region?

Trends and Emerging Issues and Challenges

- Growth management, land use integration and mobility
- Housing affordability and choice
- Environment, climate action and adaptation
- Economic resilience, shifting work place/workforce, and retention of local businesses
- Health, social infrastructure and social well-being
- Technology and innovation – smart cities and data-driven place making
- Governance, inclusionary services and participatory planning processes

In parallel with broad community and public engagement, this early phase of engagement seeks to foster relationships with local First Nations and to invite their participation in the shaping of the OCP process. While details regarding the engagement process and desired outcomes have yet to be developed with local First Nation partners, there is a desire to ensure that the path forward is done so in an authentic and meaningful way. Resources to support this endeavour include the retention of consultant services from an Indigenous Relations Specialist and the inclusion of capacity funding in the overall estimated project budget to support local First Nations partners' participation.

- **Phase 2: Visioning** (Start Spring 2023) – This phase invites the community to imagine their community, their city in the future and the way in which they live, learn, work and play. It is anticipated that a series of engagement activities will be developed to hear the community's vision. This phase will also invite local First Nation partners to participate in the visioning process and to share their aspirations for urban Indigenous peoples living, learning, working and playing in Burnaby. The latter part of Phase 2 will report what was heard from the community to develop a

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working vision and to advance related technical work on growth scenario options and land use modelling.

- **Phase 3: Drafting** (Start Fall 2023) – This phase involves setting the priorities, strategic direction and policies that will support Burnaby in achieving its draft vision, goals and objectives. A focus of this phase is completing the technical work involving a parcel based land use plan for the entire City that includes development permit areas, their approvals process and supporting design guidelines.
- **Phase 4: Confirming** (Start Fall/Winter 2024) – This phase involves engaging with all participants to confirm that the draft OCP is reflective of their values and priorities for the future, and ultimately, obtaining Council approval of a new OCP Bylaw.

It is proposed that the Phase 1 launch of the Burnaby OCP project be initiated during Summer 2022. The initial launch will be supported by the following media, tools and events:

- City webpage dedicated to the project;
- Insights Reports – informational reports regularly distributed via email and via the City website on demographics, emerging trends, issues, challenges and opportunities, and other policy areas (i.e. land use integration, mobility, place-making, climate action and adaptation); and
- Pop-up events – events hosted throughout the summer in all four quadrants of the city to bring awareness to the project and engagement opportunities.

The first pop-up event at which City staff will be present is at Hats off Day in North Burnaby (2022 June 18).

4.0 DESIRED OUTCOMES AND PROCESS OBJECTIVES

The desired outcome of the Burnaby OCP Project is the adoption of a new Burnaby OCP that will guide and manage growth over the next 25 years in a way that is reflective of the aspirations and values of Burnaby's community. The renewed OCP will be contemporary, exceed the minimum requirements of the *Local Government Act*, and considerate of emerging trends, issues, challenges, and opportunities, particularly in areas of housing affordability and climate change and adaptation. It will also be in alignment with and/or provides future policy direction to support the City's three Sustainability Strategies (economic, environmental and social), Climate Action Framework, Corporate Strategic Plan and other City plans and policies, as well as supports regional and provincial policies such as *Metro 2050* and *Transport 2050*.

With regard to the shaping of the project's process, the objectives are to develop a process that is:

- *Accessible, inclusive and engaging* – invites people of all ages, abilities, and diverse backgrounds to help shape the city so that growth management and policy decisions account for diverse needs.
- *Inclusive of Indigenous perspectives* – invites and support local First Nations partners to help shape the city. It also support the City's initiatives to advance Truth and Reconciliation and foster relationships with local First Nations partners.
- *Visionary, creative and fun* – goals of the OCP engagement process.

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- *Evidence-based and data-driven, while enabling non-traditional knowledge bases to contribute to decision-making* – priorities, policies and decisions are informed by valid sources of information and data, both quantitative (i.e. Census data, surveys, data counts) and qualitative (i.e. traditional/Indigenous knowledge, lived-experience, quality of life indicators).
- *A “systems-thinking” approach* – recognizes that the city is an urban system in which the built, natural and human environments are all highly connected and influence each other.
- *Climate-focused* – recognizes that growth management decisions and policy directions need to account for climate change and adaptation.
- *Innovative and forward-thinking* – developing processes, policy directions and implementation programs that demonstrates leadership across the region.

To guide the Burnaby OCP Project and its desired outcomes and project objectives, the process is being supported through the creation of the following key documents:

- **Engagement Strategy** – this strategy establishes the purpose, goals and objectives, and framework for establishing processes for community (public and stakeholders) engagement and partnership-building with local First Nations across all four phases of the project. A key objective of the strategy is to seek the perspectives of under-represented groups, as well as the inclusion of Indigenous input in the shaping of the city.
- **Communications Plan** – this plan establishes the positioning and approach, voice and messaging of the project across all four phases. The plan considers audience, the accessibility of proposed communication tools and media, and ways in which feedback can be received and processed. Technical aspects included in the plan: branding (i.e. logo, wordmark and taglines), brand assets, design standards, messaging/language platforms, media and communication tools.
- **Plan Structure** – organization of Plan content, policies and technical work.
- **Research Strategy** – this strategy provides direction for the research needed to support the project. It identifies research needs to inform policy development and decision-making. It establishes processes by which research is conducted and the inclusion of environmental scans/literature reviews, quantitative and qualitative data, lived experience, traditional knowledge, and best practices. In addition to policy-based research in economic, environmental and social areas, the research strategy identifies technical work needed to inform the OCP including growth scenarios, projections and land use models, spatial analyses (i.e. 15-minute city), technical studies (i.e. environment, climate action – GHG targets, financial, infrastructure), development permit areas and related design guidelines.
- **Content Development Strategy** – this strategy set out to provide a road map for content and policy development with criteria for good policies (i.e. clarity, timeliness, evidence based/outcome driven, logical, pragmatic, comprehensive and consulted upon).

It is acknowledged that the Burnaby OCP project is a complex and iterative journey that must be responsive to unexpected changes during the process; these strategies and plans will continue to be refined as issues and new information and opportunities arise. Finally, although an OCP can be a visionary document embodying a host of policies, it is first and foremost an evidence-based technical document intended to guide the City’s long-term growth.

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5.0 RESOURCING

Resources needed to complete this important three-year project involves two primary sources: consultant support and internal staff.

The Burnaby OCP Project is being advanced through the Planning and Development Department. To meet the timeliness noted in this report a total of eleven (11) Full Time Equivalent staff are required. Six (6) staff are currently assigned to the project, two of whom are dedicated to the project on a full-time basis; another five (5) will be required and requested in the 2023 Budget. The additional internal resources would be redeployed into implementation roles following the completion of the project.

With respect to consultant support, a high level estimate is for \$500,000 per year to support the public engagement and technical work, as well as for capacity funding for local First Nations partners' referral fees.

Resourcing of the project is balanced against the high volume of development applications processed by the Department and the high level of customer service that will continue to be required moving forward into implementation.

6.0 NEXT STEPS

This report outlines the preparatory work being undertaken to initiate the Burnaby OCP Project. It outlines Phase 1 scope, desired outcomes and process objectives. While components of the project will be detailed in the future once the support of various consultants for the project have been secured, such as the public engagement specialist, the project is in a position to initiate Phase 1 engagement with the community. Next steps encompass the hosting of a series of pop-up public engagement events throughout the summer, as well as securing consultant services to support the project. Regular update reports to Committee and Council will also be provided as the project progresses.

This report is for the Committee and Council's information.



E.W. Kozak, General Manager
PLANNING AND DEVELOPMENT

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Copied to: Chief Administrative Officer
Deputy Chief Administrative Officer and Chief Financial Officer
General Manager Corporate Services
General Manager Engineering
General Manager Community Safety
General Manager Parks, Recreation and Cultural Services
City Solicitor