

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN: PRELIMINARY
GOALS AND LAND USE FRAMEWORK**

RECOMMENDATIONS:

1. THAT Council endorse the preliminary goals and land use framework for the Bainbridge Urban Village Community Plan, as a basis for receiving community input, as outlined in this report.
2. THAT Council authorize staff to undertake the Phase 1 public consultation process, as outlined in this report.

REPORT

The Planning and Development Committee, at its meeting held on 2020 July 23, received and adopted the attached report seeking endorsement of the preliminary goals and land use framework for the Bainbridge Urban Village Community Plan and to initiate the Phase 1 public consultation process.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: City Manager Director Corporate Services Director Engineering Director Parks, Recreation and Cultural Services Director Planning and Building Director Public Safety and Community Services City Solicitor

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE **DATE:** 2020 July 15

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 71130 20

**SUBJECT: BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN:
PRELIMINARY GOALS AND LAND USE FRAMEWORK**

PURPOSE: To seek endorsement of the preliminary goals and land use framework for the Bainbridge Urban Village Community Plan and to initiate the Phase 1 public consultation process.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council endorse the preliminary goals and land use framework for the Bainbridge Urban Village Community Plan, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee recommend that Council authorize staff to undertake the Phase 1 public consultation process, as outlined in this report.
3. **THAT** this report be advanced to the Council open agenda.

REPORT**1.0 INTRODUCTION**

The purpose of this report is to seek Council's endorsement of the preliminary goals and land use framework, which would form the basis of obtaining community input on this initial phase of public consultation for a Bainbridge Urban Village Community Plan ("**Bainbridge Plan**"). The Bainbridge Plan would establish policy direction for a thriving Urban Village; one that enables an urban mixed-use neighbourhood adjacent the Sperling SkyTrain Station and Burnaby Lake Regional Park, and centrally located between the Brentwood and Lougheed Town Centres.

This report outlines Bainbridge's context and surrounding influences; establishes the preliminary goals and land use framework to guide the plan; and, proposes a robust public consultation process. With the approval of this report, staff would initiate a public consultation process to set the plan boundary, to establish a community vision and goals for the plan, and to guide the preparation of a draft land use concept that ultimately leads to the development of a comprehensive community plan document.

2.0 POLICY BACKGROUND

The development of a Bainbridge Urban Village Community Plan aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Partnership - Work collaboratively with businesses, educational institutions, associations, other communities, and governments.
- Geographic connection – Ensure that people can move easily through all areas of Burnaby, using any form of transportation

An Inclusive Community

- Serve a diverse community – Ensure City services fully meet the needs of our dynamic community
- Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging

A Dynamic Community

- Economic opportunity – Foster an environment that attracts and supports existing jobs, businesses and industries
- Community development – Manage change by balancing economic development with environmental protection and maintaining a sense of belonging
- City facilities and infrastructure – Build and maintain infrastructure that meets the needs of our growing community

A Thriving Organization

- Communication – Practice open and transparent communication among staff, Council and the community

The development of a Bainbridge Plan presents an opportunity to address or implement regional and City policy initiatives, including:

- Regional Growth - Metro Vancouver adopted a Regional Growth Strategy (RGS) in 2011 that outlines how the region is expected to grow by 1 million people from 2011 to 2040. A mixed-use Urban Village in the Bainbridge area is consistent with the RGS to facilitate growth within compact communities that provide diverse housing choices near transit, services, and amenities.
- Housing Policy – The 2019 Mayor’s Task Force on Community Housing made recommendations to increase the supply, diversity and affordability of housing in Burnaby. In addition, the *Rental Use Zoning Policy* outlines four policy streams to increase the supply of affordable and market rental housing in the City.

- **Climate Emergency** – The City’s 2019 declaration of a Climate Emergency supports sustainability initiatives across multiple subject areas, including targets to reduce community greenhouse gas emissions, green building Step Code requirements, and the provision of electric vehicle facilities. As an outcome of this declaration and new carbon emissions targets, the City will be updating the Community Energy and Emissions Plan (2016) with a clear path towards carbon neutrality by the year 2050.
- **Transportation** – The ongoing update of the Transportation Plan will set the long-term vision for moving people, goods, and services in the City, while integrating and achieving environmental, social, economic, and community development goals.
- **Sustainability Strategies** - The development of a Bainbridge Plan would align with the goals of the City’s Economic Development Strategy (2007), Social Sustainability Strategy (2011), and Environmental Sustainability Strategy (2016). The Economic Development Strategy calls for the efficient use of land and the development of a strong, livable, healthy community. The Social Sustainability Strategy focuses on strategic priorities to achieve its vision of creating a more inclusive, livable and resilient community. The Environmental Sustainability Strategy (ESS) includes directions to achieve a resilient and sustainable community that is integrated with healthy ecosystems.

3.0 LAND USE BACKGROUND

The Bainbridge area is located north of Burnaby Lake, east of Still Creek, and within the Brunette River watershed.

Transportation infrastructure brought development to the area. The construction of Sperling Avenue (then called Pole Line Road) in 1905 coincided with construction of the Vancouver, Westminster, and Yukon Railway line the same year (today the Canadian National Railway line). The result was scattered settlement, and the establishment of several small lumber mills on the north shore of Burnaby Lake where local logs were milled, and shipped by railway.

Lougheed Highway (then called Central Arterial Highway) was completed in 1937 and in the 1950s light industry moved next to the railroad tracks along Burnaby Lake. In 1964, the Dairyland milk processing plant opened. Milk was shipped to the plant from the Fraser Valley by tank truck, and distributed throughout the region and beyond by truck and rail.

Industry was well-established on the north shore of the lake when Burnaby introduced its 1965 Zoning Bylaw, which assigned industrial zoning to sites adjacent to the railway line. Industrial and manufacturing uses have continued on the north shore of Burnaby Lake, and the area supports a cluster of film industry and new media suppliers and businesses.

The 1969 Apartment Study reviewed land uses in the Bainbridge area north of Lougheed Highway, which was known as Apartment Area F. The Study, adopted by Council in 1969 and updated in 1981, designated Study Area F for low density apartments, with the exception of a small

neighbourhood commercial component at the northeast corner of Lougheed Highway and Bainbridge Avenue.

In 1998, with the adoption of the City's Official Community Plan (OCP), a portion of the Bainbridge area was designated as an Urban Village (see attached *Sketch 1*). The Urban Village designation captures Apartment Area F and industrial zoned lands south of Lougheed Highway. The lands north of Lougheed are designated for low density multiple family residential and commercial uses, based on the 1969 Apartment Study, while the industrial zoned lands south of Lougheed have yet to be assigned a general land use designation and are subject to a future Community Plan review.

4.0 PROPOSED BAINBRIDGE COMMUNITY PLAN AREA

An objective of the first phase of public consultation, as outlined in Section 7.0 of this report, is to gather community input on the proposed boundary for the Bainbridge Plan. This approach is in line with Section 4.4.2 of the OCP, which states, "*the precise boundaries of the Urban Village areas will be defined through the area planning process that will include consultation with the adjacent local area.*"

The proposed focus area of the plan includes the lands generally bounded by Sperling Avenue and Winston Street to the west and south, Ellerslie Avenue to the north, and Bainbridge Avenue to the east (with the exception of some lands east of Bainbridge Avenue along Lougheed Highway and Winston Street) (see *Sketch 2*). This area is approximately 50 hectares (123.5 acres). Inclusion of surrounding areas into the plan area would be considered through the first phase of public consultation. With respect to uses surrounding the Bainbridge area, to the south and west are the Burnaby Lake Regional Nature Park, the Central Valley Greenway, and the Burnaby Lake Sports Complex. The Bainbridge area is separated from these lands by Winston Street and a rail corridor that runs along the west side of Winston Street. To the east and north are single-and-two family residential neighbourhoods. Further to the east are vacant City owned lands.

The proposed Bainbridge Plan focus area can be generally categorized into four districts: Lougheed North, Lougheed South, Greenwood Central, and Bainbridge South. These districts and their properties are described below and shown on the attached *Sketch 3* and *Sketch 4*. The civic addresses of properties within each district are listed in *Appendix A*. It should be noted that the public consultation process could include input on the final boundaries for neighbourhood districts within the Bainbridge Plan area, and the names associated with those districts.

4.1 Lougheed North District

The Lougheed North District covers 10.8 hectares (26.8 acres) on the north side of Lougheed Highway. The District includes the following properties:

- there are eight existing low-density RM1-type apartment sites in this District that were developed between 1972 and 1981, with the exception of one townhouse site at 2801 Lougheed Highway that was constructed in 1990.

- commercial uses are limited to two service stations along Lougheed Highway at Sperling Avenue and Bainbridge Avenue, and a small-scale local commercial site at the northeast corner of Lougheed and Bainbridge Avenue.

4.2 *Lougheed South District*

The Lougheed South District covers 16.6 hectares (41 acres) on the south side of the Lougheed Highway. The District includes the following properties:

- 6800 Lougheed Highway (“**Sperling Site**”) is a 7.6 hectares (18.8 acres) site that is currently used as a dairy product processing plant and is now owned by Peterson Group.
- 7000 Lougheed Highway (“**Bainbridge Site**”) is a 5.6 hectares (13.9 acre) site owned by Telus that is currently vacant after the demolition of some offices, minor retail and commercial uses.
- 2800 Sperling Avenue (“**Bus Loop Site**”) is the 0.5 hectares (1.3 acres) bus loop and Sperling SkyTrain Station lands that are owned by the BC Transportation Finance Authority, which is managed by the BC Ministry of Transportation and Infrastructure.
- 2900 Bainbridge Avenue is a 0.2 hectares (0.5 acre) commercial site at the southeast corner of Lougheed Highway and Bainbridge Avenue.
- 6913-6994 Greenwood St (“**Greenwood Site**”) are five properties totalling 1.8 hectares (4.5 acres) that are located on the south side of Greenwood Street near Winston Street and currently accommodate wholesaling, manufacturing and office uses.

4.3 *Greenwood Central District*

The Greenwood Central District covers 7.6 hectares (18.7 acres) on the north and south side of Greenwood Street. Of the 58 single-family properties in this area, approximately 71% were constructed in the 1950s and 1960s, 8% constructed in the 1970s and 1980s, and 21% constructed since 1990. The properties are all held in private ownership, with the vast majority of properties having separate land owners. The City does not have any land holdings within this District.

4.4 *Bainbridge South District*

The Bainbridge South District covers 7.0 hectares (17.4 acres) on the east and west side of Bainbridge Avenue near Winston Street. The sites at 3345 Bainbridge Avenue, 7039 Winston St (“**Winston Site**”) and 3676 Bainbridge Avenue (“**Station Creek Site**”) are on the west and east side of Bainbridge, respectively, that currently accommodate wholesaling, manufacturing, and warehouse uses.

5.0 CONTEXT FOR THE BAINBRIDGE COMMUNITY PLAN

The development of a Bainbridge Urban Village Community Plan provides an opportunity to deliver varied housing options, commercial services, employment and office uses, and community amenities for the benefit of existing and future residents; to capitalize on regional SkyTrain public transportation; to transform industrial areas into their intended future Urban Village uses; and to enhance peoples’ connection with a healthy natural environment. These opportunities are described in more detail below.

5.1 Provision of Housing

On 2019 July 29, Council unanimously adopted the Mayor’s Task Force on Community Housing Final Report, which recommends 18 recommendations grouped under four themes as a basis for further direction and specific initiatives to increase the supply, diversity, and affordability of housing in Burnaby. Recommendations from the Final Report would be considered through the Bainbridge planning and consultation process. However, the recommendations identified as being most relevant to this community plan area, and which would be addressed in the Bainbridge Plan, are as follows:

- develop a plan for introducing new housing forms and family-oriented housing in a variety of neighbourhoods;
- create sustainable and accessible communities, with a range of amenities and services, in and around arterials and transit corridors;
- co-locate affordable housing with community facilities such as community centres, firehalls, schools, libraries, and other suitable public facilities;
- increase the supply of affordable rental housing; and,
- adopt ways to support affordable home ownership.

The Final Report also lists ten priority “Quick Start” actions, of which four could influence policy in the Bainbridge Plan:

- adopt a robust Tenant Assistance Policy;
- increase additional density for projects with below-market rental;
- partner with BC Housing, non-profits, and private developers for more non-market housing; and,
- simplify zoning and other requirements to increase the number of homes in more neighbourhoods.

A key housing policy is the Rental Use Zoning Policy, adopted by Council on May 27, 2019. It outlines four policy streams to increase the supply of below-market and market rental housing in the City, which would be carefully considered as part of the Bainbridge planning process:

- **Stream 1, Rental Replacement:** The objective of this policy is to replace the units lost to redevelopment and secure housing options for tenants that have been affected. There are currently two purpose built rental apartment sites with a total of 104 rental units at the northeast and northwest corner of Lougheed Highway and Bainbridge Avenue. Any units potentially lost to redevelopment would be replaced at a ratio of 1:1 or 20% of the total number of proposed market (strata) units, whichever is greater. Eligible tenants residing in the rental buildings would be provided right of first refusal to move into the new replacement units upon completion at non-market rates that match the rents they paid prior to moving out of the existing rental building. Eligible tenants will also receive enhanced benefits and supports as per the City’s Tenant Assistance Policy, including monthly rent top-ups and moving expenses, if applicable.

- **Stream 2, Inclusionary Zoning:** The objective of this policy is deliver greater affordability and supply of below-market rental housing by requiring that new mixed-use and multiple-family developments provide a minimum of 20% of the total number of market (strata) units as rental housing, with rents set at 20 percent below Canada Mortgage and Housing Corporation (CMHC) market median rents. In addition, any use of the additional rental density provision (RMr) offered by the City to incentivize rental housing, above the required inclusionary requirement, is to be at a 1:1 ratio of market and CMHC Market Median Rents (e.g. for every one market rental unit proposed, an equivalent one unit at CMHC market median rents is required). The requirements for the delivery of inclusionary below-market/below-market rental housing units would be considered in the Bainbridge Plan.
- **Stream 3, Voluntary Rental Housing in Commercial Districts:** The objective of this policy is to supplement the City’s stock of rental housing, especially in Community Plan areas designated for mixed commercial and residential uses. Voluntarily providing rental housing under this policy is generally achieved in connection with the provision of employment generating commercial uses. The opportunity to use surplus commercial density (maximum 49% of the commercial FAR) for the delivery of market rental housing would be explored for areas that are proposed to be mixed-use.
- **Stream 4, Prezoning:** The objective of this policy is to allow for properties or areas to be prezoned or designated specifically for rental housing purposes.

In addition to the policies outlined above, the Bainbridge planning process may be influenced by housing studies and initiatives currently in progress, including a Housing Needs Report that will identify the types of housing needed in the community and the Burnaby Housing and Homelessness Strategy, which will provide the vision and framework for housing actions in the City.

5.2 *Employment Opportunities*

The City’s Economic Development Strategy (2007) supports the replacement of employment when older industrial areas are transitioned to mixed-use commercial and residential neighbourhoods. The Strategy notes that replacement employment will not necessarily be in the same sector, but should help Burnaby maintain its capacity to accommodate jobs.

The Bainbridge neighbourhood has a long history as an industrial and commercial area, contributing employment to the local and regional economy. The neighbourhood is also adjacent to commercial and industrial spaces on the north shore of Burnaby Lake, which includes a cluster of film and new media industry businesses. The Bainbridge Plan would include plans for replacement employment by incorporating commercial and office uses (including general business, artisan or tech work spaces).

5.3 *Ageing Residential Building Stock*

The majority of multiple and single family housing in the Bainbridge area is over 50 years old, and therefore, it is expected that many buildings in the area will soon be nearing the end of their

economic life. The adoption of a Community Plan for the area would help to guide future development proposals in a manner that is consistent with the OCP's Urban Village designation.

5.4 Multi-Modal Transportation Hub

The Bainbridge Urban Village has the opportunity to be a multi-modal transportation hub for the City. It is centrally located along a major east-west transportation corridor with Lougheed Highway, the Millennium SkyTrain Line, and the Central Valley Greenway. Lougheed Highway is part of the regional Major Road Network (MRN) that is designated to safely and efficiently carry commuter, transit, and truck traffic. The Millennium SkyTrain Line first opened in 2002 with extensions west to VCC Clark in 2006 and east to Port Moody and Coquitlam in 2016. There are now plans to extend the line further west along Broadway to connect to the Canada Line Rapid Transit and eventually the University of British Columbia. Lastly, the Central Valley Greenway is a major east-west pedestrian and cycling route running from Vancouver through Burnaby to New Westminster.

The Bainbridge Urban Village is also well-connected to north-south transportation routes, including being on the #144 bus route from SFU to Metrotown; access north via Sperling and Kensington Avenue, with a bike route on Cliff Avenue connecting to Hastings Street; and access south to Highway 1 via Kensington Avenue which also includes a multi-use trail south to Canada Way. The Bainbridge Plan would identify opportunities to further integrate and connect the community to local and regional transportation networks.

5.5 Delivery of Community Amenities, Open Spaces, and Public Realm

The Bainbridge Plan would identify opportunities for new parks, open spaces and community amenities to serve existing and future residents. Factors to be considered in the siting of a neighbourhood park or open space include its location and accessibility to the broader neighbourhood and the ability to secure the land for such a use within an appropriate time period. Other community amenities to be considered through the Bainbridge planning process include greenways, community facilities, childcare, school sites, and enhanced connectivity into Burnaby Lake Regional Park and beyond.

In addition, there is an opportunity to consider new standards, such as a new set of public realm and street network design standards for Urban Villages. These new standards would support walking, cycling, access to public transit, and vehicles movements with a fine-grained system of visually interesting streets, lanes, and greenways. The public realm would include wide sidewalks, lighting, landscaping, trees, public art, seating, plazas, pocket parks and other elements to engage with the local community, and more broadly the residents, employees and patrons of north Burnaby.

5.6 Enhance the Natural Environment

Through the Bainbridge planning process, approaches to enhance the natural environment would be outlined, including the remediation of industrial sites, daylighting historical watercourses, adding trees and landscaping throughout the neighbourhood, and enhancing connections into Burnaby Lake Regional Park.

5.7 Sustainability

The Bainbridge Plan would incorporate climate action and sustainability policy at a local community scale. This would be informed by Burnaby’s ongoing Climate Action Framework that outlines “Big Moves and Fast Track Actions” on a path towards carbon neutrality by 2050. As an Urban Village, there may be opportunities for emerging forms of development such as mass timber buildings taller than six storeys or green buildings with zero emissions. Also, the public realm can be improved, public green space and trees added, and natural systems can be enhanced with green boulevards and corridors.

5.8 Market Interest in Redeveloping Industrial Lands

Two of the largest properties in the Bainbridge area (i.e. Sperling and Bainbridge Sites) are the former locations of a Dairyland milk processing plant and a Telus communications facility. The approval of the Bainbridge Plan would be required prior to the adoption of any master plan or site specific development applications on these sites.

6.0 OVERVIEW OF THE BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN

The Bainbridge Urban Village Community Plan would establish a vision and policy to guide the creation of a thriving Urban Village over the next 50 years. Part of the initial round of public consultation would seek input on setting the area boundary and preparing the community vision for the plan. In addition, the preliminary goals and land use framework outlined below would help inform discussion and garner meaningful input on the future of this community.

6.1 Preliminary Goals

- **Goal #1 – Community Character and Identity**

Bainbridge will have its own unique character and identity as a thriving mixed-use Urban Village that recognizes and celebrates past uses of these lands.

Sub-Goals:

- establish a shared vision and identify for the future of the community as a re-conceptualized Urban Village;
- celebrate the natural environment, industrial history, Indigenous connections to the lands, and other characteristics that define the Bainbridge neighbourhood; and,
- create a network of public spaces that intrigue people to explore the urban and natural environment.

- **Goal #2 – Local Economy and Employment**

Bainbridge will continue to be a place of employment that benefits from its central location next to regional transportation infrastructure.

Sub-Goals:

- focus density and employment uses near the SkyTrain Station and Lougheed Highway to support public transit and create a commercial centre for the Urban Village;
- consider opportunities for live-work and commercial uses in other strategic locations throughout the community;
- prioritize commercial, office and creative work spaces that serve daily needs and provide opportunities for people to work close to home;
- encourage adaptive re-use of industrial sites to support and contribute to the character of the Urban Village; and,
- explore opportunities for creative industries and start-up companies that can benefit from access to transit, nearby warehouse and industrial spaces, and the range of commercial uses clustered in the Village Centre.

● **Goal #3 – Built Form and Community Design**

Bainbridge will offer a high-quality design of buildings and public spaces to create a distinct sense of place for the Urban Village.

Sub-Goals:

- create a built form with articulation, animation, and textures that create a modern yet timeless Urban Village aesthetic;
- define the edges of streets and public spaces with attractive buildings and vibrant uses, allowing this activity to animate public spaces;
- ensure that new development responds to the scale and character of existing residential neighbourhoods; and,
- ensure varied building designs and heights, and forms.

● **Goal #4 – Public Realm, Parks and Open Space**

Bainbridge will provide a well-connected network of diverse public spaces to meet the needs of the community.

Sub-Goals:

- develop a hierarchy of neighbourhood parks, pocket parks, urban plazas, and other publicly accessible open spaces that address the diverse recreational, cultural and social needs of the community;
- design high-quality open spaces that can each support a range of uses and functions during all seasons, following best practices to support universal accessibility;
- introduce enhanced connections between new and existing public spaces to support the creation of an overall network; and,
- use the natural topography to help define greenways, parks, and other playful opportunities, especially within Lougheed South's forested escarpment.

- **Goal #5 – Housing and Community Amenities / Services**

Bainbridge will be an inclusive Urban Village that provides for a range of housing types and forms as well as a variety of community amenities and services.

Sub-Goals:

- focus higher residential densities near the SkyTrain Station and Lougheed Highway corridor to create a transit-oriented Village Centre that transitions down towards surrounding low-rise residential neighbourhoods;
- provide a range of housing opportunities including market and non-market rental units, and an expanded offering of housing types for individuals, couples, families, seniors, and those with mobility challenges;
- incorporate existing and evolving policy direction from the Mayor’s Task Force on Community Housing; and,
- provide a range of spaces, services and amenities that support human connection and interaction, and address diverse community needs.

- **Goal #6 – Environmental Sustainability**

Bainbridge will be an environmentally sustainable Urban Village.

Sub-Goals:

- provide significant open spaces and connections that increase habitat and tree cover, also providing enjoyment for residents and visitors;
- identify and address the need for remediation of former industrial sites;
- explore opportunities to daylight and celebrate the streams that run through the Bainbridge area, including Pollywog Creek and Station Creek;
- establish sustainability and climate action policies that are specific to the Bainbridge area and in-line with City-wide strategies; and,
- develop green buildings that minimize energy use, water use, waste production, and carbon emissions.

- **Goal #7 – Mobility and Connectivity**

Bainbridge will be a walking, cycling, and transit friendly Urban Village and a multi-modal transportation hub for the City.

Sub-Goals:

- explore opportunities to further establish and leverage Bainbridge as a sustainable transportation hub for the City, based on its central location and its convenient access to multi-modal transportation connections in all directions.
- enhance or introduce new north-south and east-west connections between major destinations and trail systems, including Burnaby Lake Regional Park, Burnaby Lake Aquatic and Arena Facility (proposed), Central Valley Greenway, and the Trans Canada Trail;

- establish Urban Village design standards to ensure that new and existing streets meet the needs of all users, including provisions for landscaping, trees, lighting, sidewalks, and cycling facilities;
- explore opportunities for expanded public transportation service in the community;
- leverage new development to secure amenities and infrastructure improvements that support more sustainable transportation choices, including walking, cycling, transit, and public car share; and,
- extend a fine-grain network of new streets and connections to break up large industrial sites and to provide safe, accessible, and convenient access to various community destinations and the SkyTrain Station.

6.2 Preliminary Land Use Framework

The preliminary land use framework provides a high-level overview of the potential urban forms and land uses that could be incorporated into the Bainbridge area. The purpose of this framework is to provide some initial direction to inform the first round of public consultation. The land use framework may change or evolve based on stakeholder and community input received through the public consultation process.

There are four character areas proposed as part of this framework: Village Centre, Mixed-Use Corridor, Core Residential, and Urban Residential (see *Sketch 5*). All four character areas, whether in a mixed-use or residential setting, have the potential to include non-market housing, which is inclusive of non-market rental housing (public housing, non-profit rental housing, and cooperative housing), housing with supports (community care facilities, assisted living, and supportive housing), and transitional housing.

6.2.1 Village Centre

The Village Centre, located in the northwest quadrant of the Sperling Site next to the SkyTrain Station, would be the primary transit, commercial and cultural hub for the area. This area is proposed to be the commercial and cultural centre for the Urban Village, accommodating the highest order of density and the most diverse mix of land uses that serve the surrounding neighbourhood. This area acts as the gateway into the neighbourhood and the primary destination for surrounding residents choosing to shop or work locally.

Commercial uses are to be characterized by street level storefronts that frame the public realm (e.g. sidewalks, plaza, open space, transit facilities) and provide for peoples' everyday needs. Smaller storefronts with frequent entrances, colourful signage, display windows, outdoor seating areas, weather protection, landscaping and quality urban design creates an inviting place of activity designed for the pedestrian. Upper storey office and professional services provide employment opportunities and further service the neighbourhood within a central and walkable location. To reflect the industry and employment that has historically been in the area, commercial and office uses could allow for a range of creative industries in fields such as technology, design, research and development, and the arts.

Urban forms would include the highest buildings based on the proximity to the SkyTrain Station and the further distance away from single family neighbourhoods. Within the mixed-use setting, potential residential buildings in the Village Centre should be distinctly different than the vertical expression of slim, rectilinear point towers found in Burnaby's Town Centres. Some architectural approaches to differentiate the Urban Village form could include terracing or stepping of building massing, larger building footprints, horizontal expression in the articulation of buildings, and using natural topography to reduce the visual scale of development.

Community amenities located within or nearby the Village Centre may include multi-purpose community spaces, such as recreational or childcare opportunities, plazas, and open space. Further review and public consultation would determine the demand for specific community amenities and public realm designs.

6.2.2 Mixed-Use Corridor

The Mixed-Use Corridor is located along Lougheed Highway and the SkyTrain Guideway in between the Brentwood and Lougheed Town Centres. This is a major east-west corridor with commercial uses that could accommodate varied residential building heights, and community amenities. Future development and public realm improvements would help transform this corridor into something more than a regional vehicular connection through the community; it would become a vibrant space that is extensively landscaped and programmed for active transportation and the safe movement of people.

Commercial uses would be focused at the two existing intersections along Lougheed Highway at Sperling and Bainbridge Avenues. Although these two mixed-use nodes are the priority for commercial services, opportunities could be explored for a further commercial, office, and employment uses along Lougheed Highway.

The area south of Lougheed Highway may be considered for higher residential buildings based on its proximity to the Urban Village Centre and Sperling SkyTrain Station as well as its lower elevation. Building heights on the north side of Lougheed Highway may be able to take advantage of the topography by terracing down from the residential neighbourhood north of Ellerslie Avenue.

6.2.3 Core Residential

The Core Residential area, which covers the Greenwood Site and the southern portion of the Sperling and Bainbridge Sites, is intended to be characterized primarily by residential uses and a pedestrian scaled streetscape and public realm. The most substantive building heights in the Core Residential area would be adjacent to the Urban Village Centre, transitioning down in scale towards the Urban Residential area and the existing residential neighbourhood to the south and east. Stepping back building massing or using angular planes may help to respect this transition. The orientation, massing, and siting of buildings in this area should be designed to maximize access to the outdoors, sunlight, and surrounding views.

The residential focus of this area is essential in fostering support for commercial uses in the Urban Village Centre and Mixed Use Corridor areas. With that said, neighbourhood commercial opportunities may be considered in Core Residential or Urban Residential areas with preference given to prominent corner sites.

6.2.4 Urban Residential

The Urban Residential area, located along the periphery of the Plan area, is intended to be characterized by a mix of residential buildings, including townhouses, row-houses and apartments. These forms provide a respectful transition to existing residential neighbourhoods adjacent to the proposed focus area of the plan. Buildings directly adjacent to existing neighbourhoods should be limited in scale and building height with setbacks that are extensively landscaped.

The Urban Residential area south of Lougheed Highway includes the existing single family neighbourhood between Winston Street and Bainbridge Avenue. Future planning would consider the optimal site assemblies, urban forms, and road networks needed to facilitate multi-family development in this area.

Although the Urban Residential areas are furthest away from the Urban Village Centre, residents would still be able to access the SkyTrain Station within a 10 to 15 minute walk. The public realm would provide strong and clear connections for residents to explore the neighbourhood and access their daily needs without a car.

7.0 PUBLIC CONSULTATION AND NEXT STEPS

The community planning process includes a robust public consultation program to gather valuable community input, build awareness by reaching a broad audience, and develop a shared understanding of the issues and opportunities. Extensive public consultation is particularly important based on the significant degree of change anticipated in the transition from an industrial and suburban context to a mixed-use Urban Village.

The public consultation program is designed to reflect new conditions resulting from the COVID-19 Pandemic. The first cases of COVID-19 were diagnosed in Canada in late January and on 18 March 2020, the Provincial State of Emergency was announced. Following the direction of the Provincial Public Health Office, the City of Burnaby instituted a number of measures to keep people safe, including ceasing all in-person gatherings. The Province and the City have now turned attention to carefully "re-opening". However, physical distancing measures will be in place for the foreseeable future and therefore the consultation program aligns with our "new normal" and the Public Health Office orders and guidelines.

It is important to continue the strategic initiatives for the City and to plan for its future. The intent of the Bainbridge Urban Village Community Plan is to set forth a long term plan for this neighbourhood that is in line with community values, and that adds to the resiliency of the community. A strong, connected, and well-served community is better able to respond to future challenges or opportunities.

Given the new requirements in the way staff can interact with the public, the public consultation program has been designed to adhere to physical distancing requirements and other public health orders and guidelines. The public consultation program, and the timeline to advance the Bainbridge Plan, is described under three project phases below.

- **Phase 1: Goals and Land Use Framework (Fall 2020)** – This first phase would gather public and stakeholder input on a vision for the Bainbridge area, the proposed Plan boundary, and the preliminary goals and land use framework. The intent is to use this collective input to outline a future identity and vision for the Bainbridge Urban Village. Consultation will focus on virtual engagement opportunities, such as online materials and survey(s), virtual public event(s), and virtual stakeholder meetings with groups such as TransLink, BC Housing, knowledge-based and creative industry representatives, and more.
- **Phase 2: Land Use Designations and Policy Directions (Winter 2021)** - The second phase would gather public and stakeholder input on the proposed land use designations and proposed policy directions on such topics as housing, public realm, environment, transportation, economic development, housing, community services and amenities. In addition to an online survey and virtual stakeholder meetings, this phase could include interactive virtual group meetings or events with the public and stakeholders to review and provide input on more detailed material.
- **Phase 3: Draft Community Plan (Spring 2021)** – The third phase would involve virtual engagement opportunities to provide the public with the opportunity to review the completed draft plan, ask questions, and provide input prior to finalizing the Plan.

Each phase of consultation would be supported by technical analysis, background research, and a variety of materials such as presentations, website and online materials, social media and other media outlets, discussion guides, renderings, pictures, graphics, and other means to reach a broad audience. Additional opportunities to engage with the community and stakeholders would continue to be explored and integrated into the public consultation process. The input received throughout the process would be used to inform and refine the work that leads to the creation of the final Bainbridge Urban Village Community Plan.

At this time, staff are seeking endorsement of the preliminary goals and land use framework for the Bainbridge Urban Village Community Plan, as a basis to commence the first phase of public consultation. Staff would report to the Planning and Development Committee and Council to summarize the input received during each phase of consultation and to seek endorsement prior to commencing any new public consultation phase.

8.0 CONCLUSION AND RECOMMENDATIONS

It is recommended that Council endorse the preliminary goals and land use framework for a Bainbridge Urban Village Community Plan, as a basis for receiving community input. It is also recommended that Council authorize staff to undertake the first phase of the public consultation

To: *Planning and Development Committee*
From: *Director Planning and Building*
Re: *Bainbridge Urban Village Community Plan*
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process. Results of the first public consultation phase would be the subject of a future report to Council.


E. W. Kozak, Director
PLANNING AND BUILDING

JD/RDSC/tn

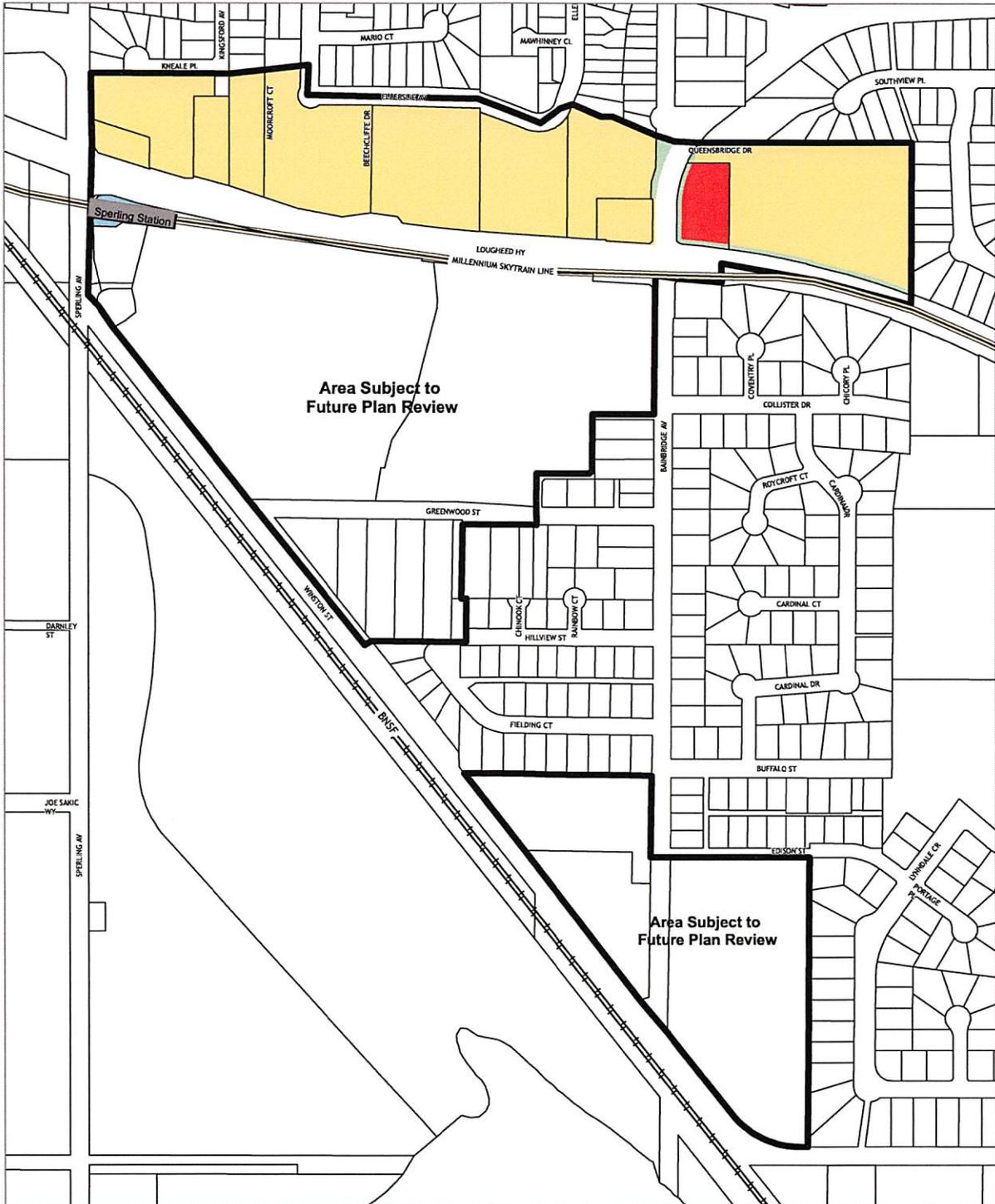
Attachments

cc: City Manager
Director Engineering
Director Corporate Services
Director Public Safety and Community Services
Director Parks, Recreation and Cultural Services
City Solicitor
City Clerk

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BAINBRIDGE

SKETCH 1 – EXISTING GENERAL LAND USE DESIGNATIONS

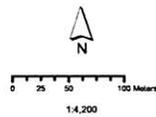


General Land Use Designation Key

- Low Density Multiple Family Residential (RM1)
- Commercial (C1)
- Institutional (P2)
- Park and Public Use (P3)

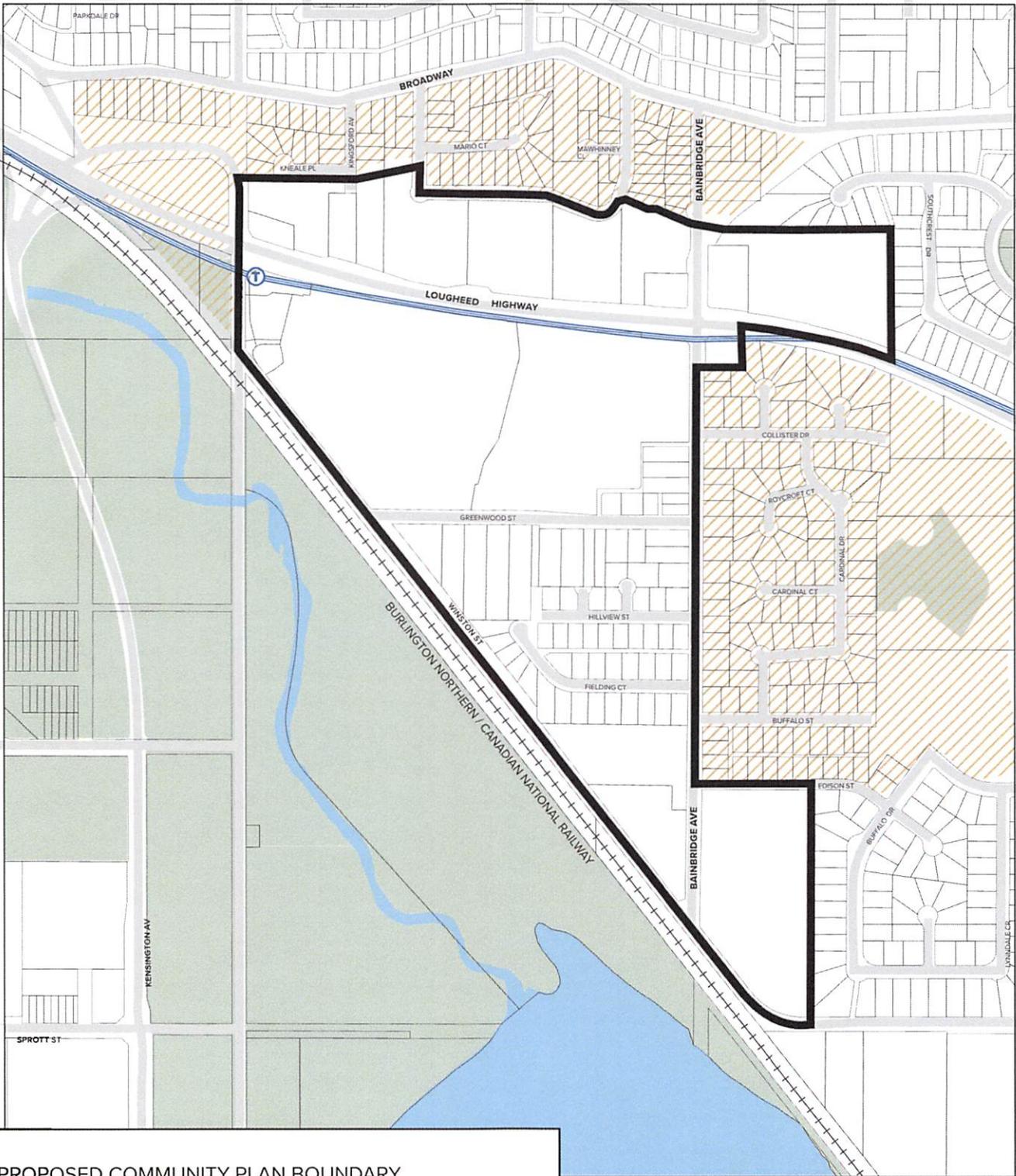


PLANNING & BUILDING DEPARTMENT



BAINBRIDGE

SKETCH 2 – PROPOSED COMMUNITY PLAN BOUNDARY



PROPOSED COMMUNITY PLAN BOUNDARY

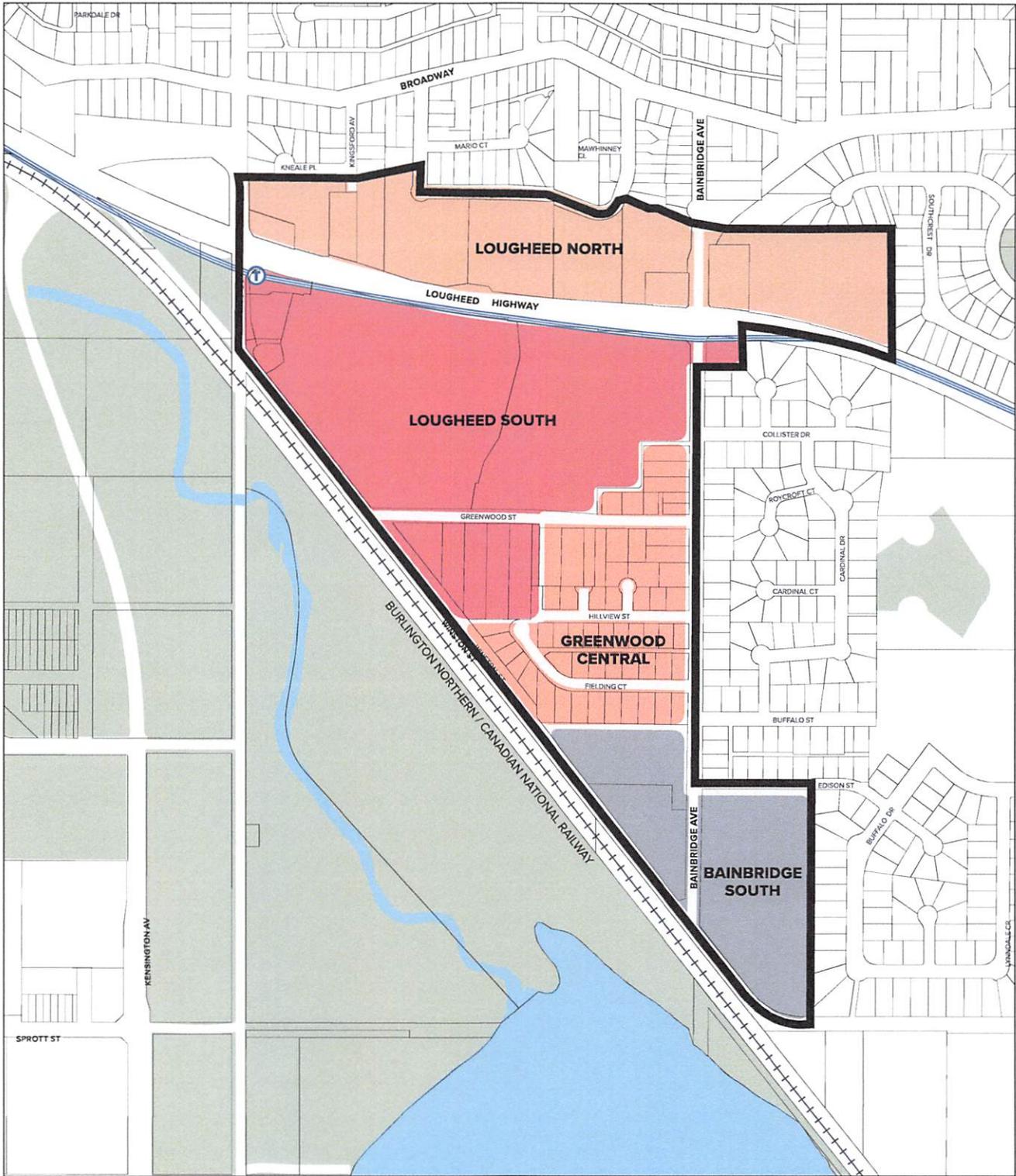
-  Community Plan Focus Area
-  Inclusion of broader neighbourhood in Plan Area to be considered through Phase 1 Public Consultation

-  Park and Public Open Space
-  Sperling/Burnaby Lake SkyTrain Station
-  SkyTrain Millennium Line



BAINBRIDGE

SKETCH 3 – PROPOSED DISTRICTS

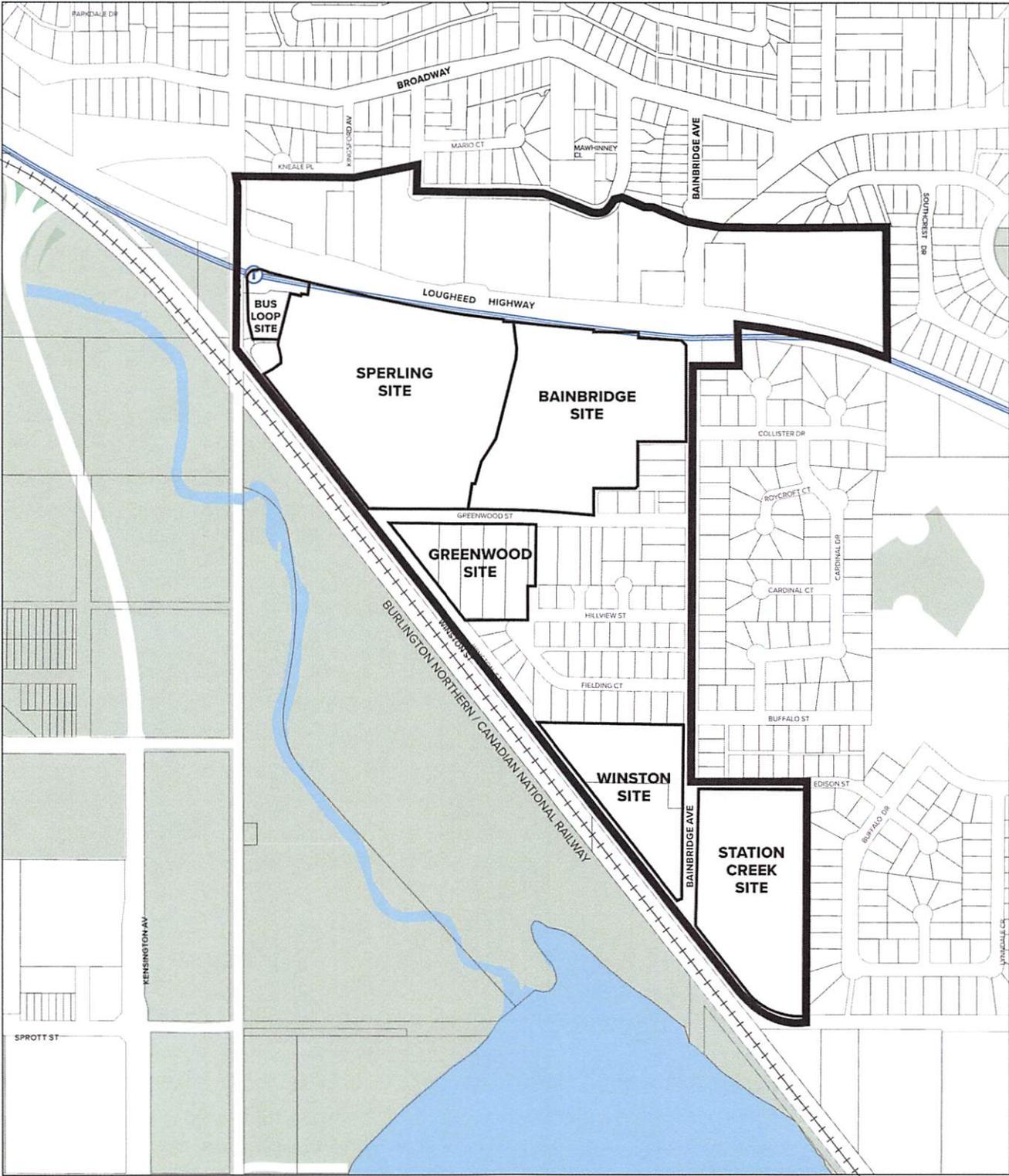


-  Park and Public Open Space
-  Sperling/Burnaby Lake SkyTrain Station
-  SkyTrain Millennium Line



BAINBRIDGE

SKETCH 4 – MAJOR SITES

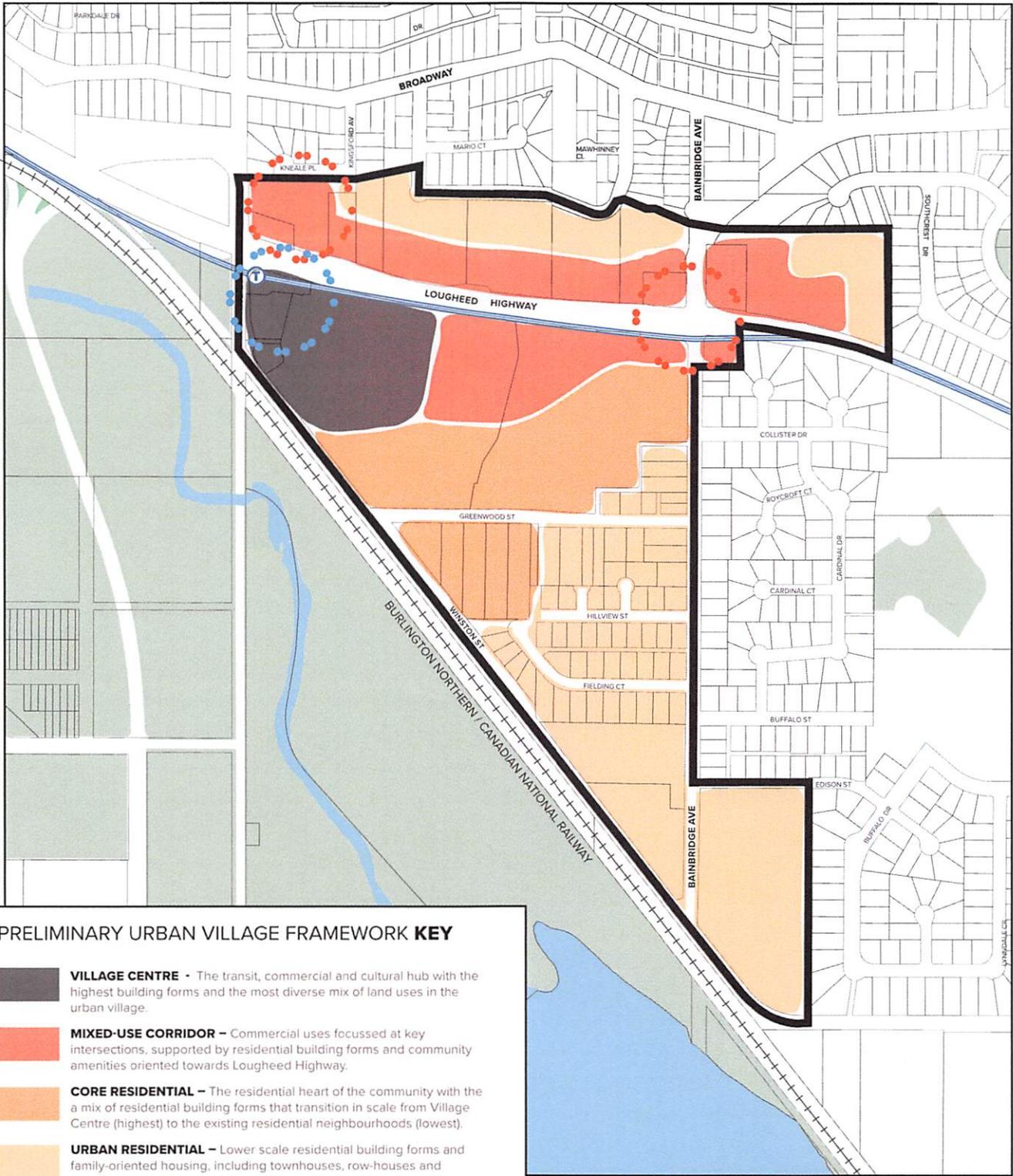


-  Park and Public Open Space
-  Sperling/Burnaby Lake SkyTrain Station
-  SkyTrain Millennium Line



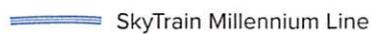
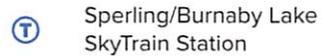
BAINBRIDGE

SKETCH 5 – PRELIMINARY URBAN VILLAGE FRAMEWORK



PRELIMINARY URBAN VILLAGE FRAMEWORK KEY

-  **VILLAGE CENTRE** - The transit, commercial and cultural hub with the highest building forms and the most diverse mix of land uses in the urban village.
-  **MIXED-USE CORRIDOR** - Commercial uses focussed at key intersections, supported by residential building forms and community amenities oriented towards Lougheed Highway.
-  **CORE RESIDENTIAL** - The residential heart of the community with the a mix of residential building forms that transition in scale from Village Centre (highest) to the existing residential neighbourhoods (lowest).
-  **URBAN RESIDENTIAL** - Lower scale residential building forms and family-oriented housing, including townhouses, row-houses and apartments that provide a respectful transition and interface with adjacent existing residential neighbourhoods.



Appendix A: Properties in the Proposed Bainbridge Urban Village Community Plan Area

Lougheed North District

2701 Bainbridge Avenue	2701 Ellerslie Avenue	6702 Kneale Place
2780 Bainbridge Avenue	2801 Ellerslie Avenue	6751 Lougheed Highway
2830 Bainbridge Avenue	2666 Kingsford Avenue	7089 Lougheed Highway
6871 Bromley Court	2702 Kingsford Avenue	

Lougheed South District

2900 Bainbridge Avenue	6994 Greenwood Street	6815 Winston Street
6932 Greenwood Street	6800 Lougheed Highway	6913 Winston Street
6952 Greenwood Street	7000 Lougheed Highway	
6990 Greenwood Street	2800 Sperling Avenue (3 lots)	

Greenwood Central District

3025 Bainbridge Avenue	7039 Fielding Court	7075 Greenwood Street
3049 Bainbridge Avenue	7044 Fielding Court	7006 Hillview Street
3065 Bainbridge Avenue	7045 Fielding Court	7007 Hillview Street
3079 Bainbridge Avenue	7056 Fielding Court	7016 Hillview Street
3089 Bainbridge Avenue	7057 Fielding Court	7017 Hillview Street
3115 Bainbridge Avenue	7065 Fielding Court	7026 Hillview Street
3149 Bainbridge Avenue	7068 Fielding Court	7036 Hillview Street
3183 Bainbridge Avenue	7075 Fielding Court	7037 Hillview Street
3223 Bainbridge Avenue	7076 Fielding Court	7046 Hillview Street
3275 Bainbridge Avenue	7086 Fielding Court	7047 Hillview Street
3293 Bainbridge Avenue	7087 Fielding Court	7056 Hillview Street
6968 Fielding Court	7000 Greenwood Street	7066 Hillview Street
6978 Fielding Court	7008 Greenwood Street	7067 Hillview Street
6988 Fielding Court	7022 Greenwood Street	7076 Hillview Street
6998 Fielding Court	7036 Greenwood Street	7077 Hillview Street
7008 Fielding Court	7045 Greenwood Street	7088 Hillview Street
7022 Fielding Court	7046 Greenwood Street	7096 Hillview Street
7027 Fielding Court	7050 Greenwood Street	3204 Rainbow Court
7028 Fielding Court	7070 Greenwood Street	3205 Rainbow Court
7038 Fielding Court	7071 Greenwood Street	

Bainbridge South District

3455 Bainbridge Avenue	3676 Bainbridge Avenue	7039 Winston Street
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