

APPENDIX 2

BAINBRIDGE URBAN VILLAGE
COMMUNITY PLAN

**PHASE 1
PUBLIC CONSULTATION
SUMMARY**

Overview

During Phase 1 of the Bainbridge Urban Village Community Plan (the “Bainbridge Plan”), staff launched a media advertising campaign which aimed to inform residents and other stakeholders in and around the Bainbridge neighbourhood, and to solicit feedback on the Bainbridge Plan. The campaign spanned both online and traditional media, including social media postings, advertising content in the local newspaper, and direct mail outreach to residents. The campaign ran from July to November 2020, reaching its highest intensity in October. Key milestones of the campaign included the following:

- **2020 July 31:** Bainbridge Plan “Your Voice” City webpage and news release announcing Phase 1 public consultation launched
- **2020 August 4:** Editorial in local newspaper (Burnaby NOW) published
- **2020 October 6:** Phase 1 Discussion Guide for the Bainbridge Plan launched
- **2020 October 6 – 2020 November 15:** Online survey open
- **2020 October 6:** 9,700 unaddressed and 1,300 addressed direct mail notification post cards sent via Canada Post to neighbourhood residents.
- **2020 October 8:** News Release announcing online survey published
- **2020 October 13:** Letters sent to various stakeholder groups
- **2020 October 15:** Advertisement in local newspaper (Burnaby NOW) published
- **2020 October 22:** Advertisement in local newspaper (Burnaby NOW) published

Public Consultation Quantitative Results

The online survey yielded 506 responses, of which 214 respondents provided at least one long-form text comment sharing their feedback and thoughts on the Phase 1 material. In total, 337 total long-form comments were collected. Further quantitative details are provided below pertaining to responses received on the following key questions from the online survey:

1. Tell us what you think of each of the seven preliminary goals.
2. With regards to the future Bainbridge Urban Village, what is important to you? Please rate each option based on importance.
3. What are your preferred options for the proposed Bainbridge Urban Village boundary?
4. What is your age?
5. What is your connection to Burnaby?

1. Tell us what you think of each of the seven preliminary goals.

Public Realm, Parks and Open Spaces
 Bainbridge will provide a well-connected network of diverse public spaces to meet the needs of the community.



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



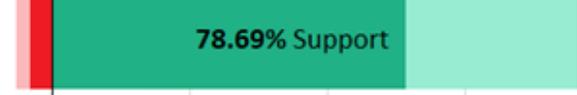
Local Economy and Employment
 Bainbridge will continue to be a place of employment that benefits from its central location next to regional transportation infrastructure.



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.



Environmental Sustainability
 Bainbridge will be an environmentally sustainable Urban Village.



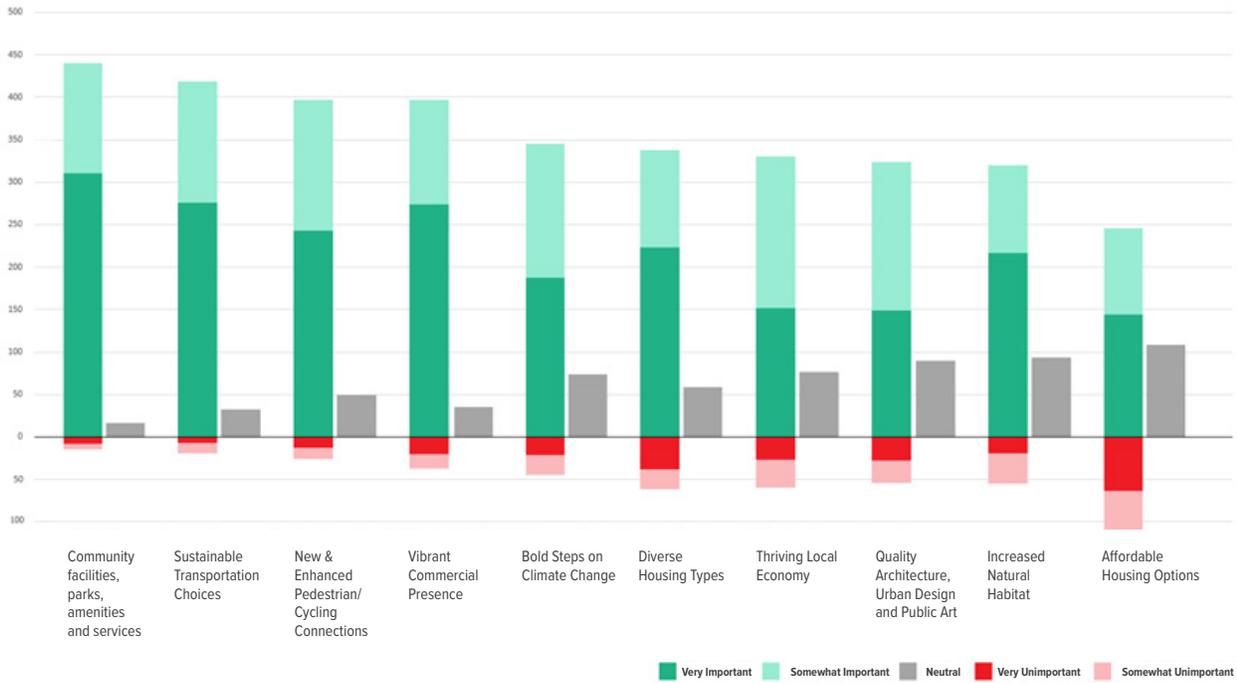
Community Character and Identity
 Bainbridge will have its own unique character and identity as a thriving mixed-use Urban Village that recognizes and celebrates past uses of these lands.



Housing and Community Amenities/Service
 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.



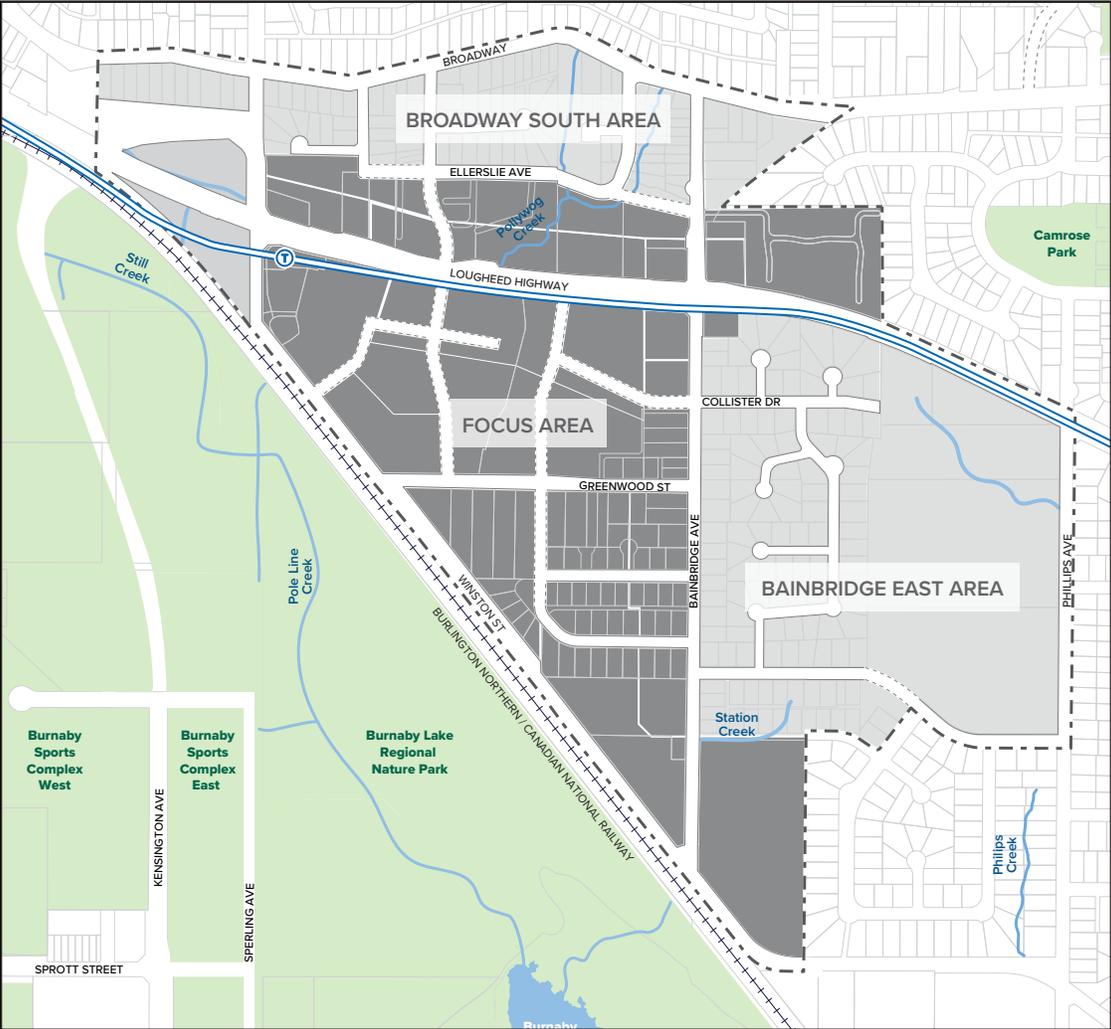
2. With regards to the future of Bainbridge Urban Village, what is important to you? Please rate each option based on importance.



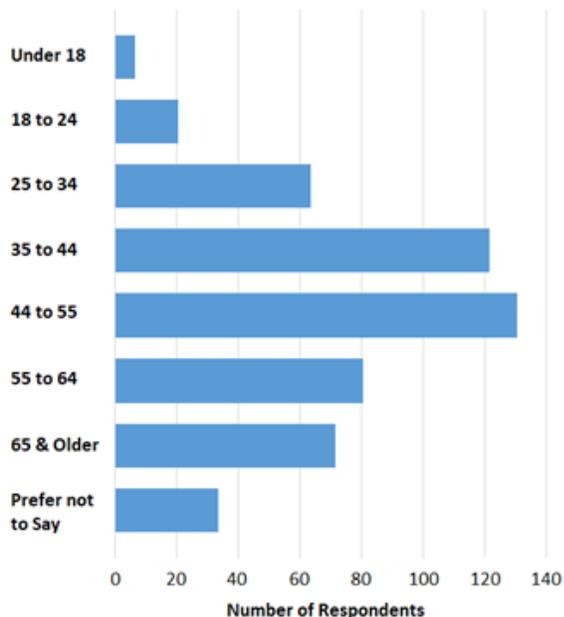
3. What are your preferred options for the proposed Bainbridge Urban Village Boundary?

Of the plan area boundary options presented, approximately 37% of respondents preferred not to expand the Bainbridge Plan boundary beyond the focus area. The remaining 63% indicated support for some expansion of the focus area to one of either Bainbridge East, Broadway South, or both areas.

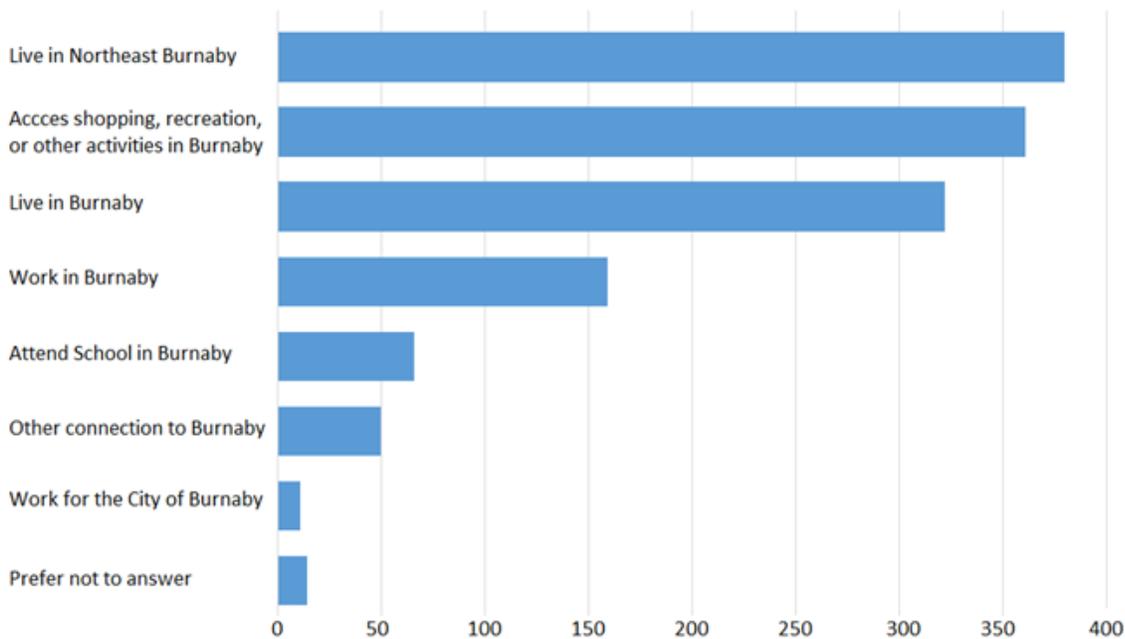
	%	Count
Preference not to expand		
Option 1: Focus area only (no expansion)	36.64	181
Support for Expansion		
Option 2: Focus area + Broadway South	11.94	59
Option 3: Focus area + Bainbridge East	23.08	114
Option 4: Focus area + Broadway South and Bainbridge East	28.34	140
Options 2, 3 and 4 Total	63.36	313
TOTAL	100%	494



4. What is your age?



5. What is your connection to Burnaby?



In addition to the online survey, staff also received feedback via telephone, e-mail and written letters. Other outreach methods that formed a part of the media advertising campaign garnered the following results:

- **Burnaby “Your Voice” Website:** 2,227 webpage views with 1,691 unique visitors
- **Social media posts:** 12,922 impressions, 404 engagements and 153 clicks*
- **Online Advertising:** 440,469 impressions and 4,689 clicks*
- **City Connect Burnaby Email Newsletter:**
 - » City Connect for Oct 8, 2020:
 - 1,304 recipients
 - 584 opens
 - 56 total unique clicks*
 - » City Connect for Oct 8, 2020:
 - 1344 recipients
 - 641 opens
 - 34 total unique clicks*

**Impressions refer to the number of times content appeared on a screen, whether it was clicked or not.*

Engagements refer to comments, likes, and other forms of interaction with posts.

Clicks refer to users following a link in the advertisement to the online survey and/or discussion guide.

Public Consultation Qualitative Results

Key themes emerged from the feedback received from the Phase 1 public consultation results. Below is a summary of these themes and how the Bainbridge Plan process for Phase 2 will address and further consider these comments:

Summary Response #1 - Parks, Open Space and the Natural Environment

What We Heard: Improve access and connections to surrounding natural spaces in Burnaby Lake Regional Park and the City-owned forested lands west of Phillips Avenue. Ensure these areas are protected as sensitive greenspace for the future. Complement these two significant natural areas with extensively landscaped, treed and well-programmed public greenspaces and natural corridors throughout the community that provide for outdoor activities, environmental benefits, and stream protection.

Phase 2 Response: While a smaller portion of the City-owned lands located west of Phillips Avenue has been identified as a future park, the majority of these lands are designated for single-family suburban residential development. These land use expectations originate from proposed plans that were drafted in the 1970's but not implemented. Phase 2 of the Community Planning process will explore options to expand larger portions of these lands as protected park so that they become natural park and public amenity areas for the long-term. Potential for walking trails and access through the site would provide recreation and educational opportunities to the public without adversely impacting the sensitive local habitat and ecosystem. Less ecologically-sensitive portions of these lands will be further studied for their potential to accommodate a mix of public and community uses, such as an elementary school, sports fields, civic facilities, or other community amenities.

Burnaby Lake Regional Park is recognized in the Bainbridge Plan as a key landmark and community asset. A pedestrian and cycling bridge constructed in 2009 currently provides a key Central Valley Greenway connection between Bainbridge near the Sperling-Burnaby Lake SkyTrain station and the park, which is separated by the CN rail guideway. Phase 2 will continue to explore the potential for an additional future pedestrian bridge, further south of the existing bridge, to make Burnaby Lake Regional Park and the adjacent Burnaby Lake Sports Complex more accessible within a short 10-15 minute walk from a broader area in the Bainbridge neighbourhood.

Overall, Phase 2 of the Bainbridge Planning process will also aim to explore ways to integrate and highlight green networks, infrastructure and natural assets into the broader urban environment, as a key place-making element in Bainbridge. This will be accomplished through exploring policy directions in land use, public space, mobility and streetscape planning to incorporate elements such as pocket parks, plazas, trails, riparian corridors, and other publicly accessible open spaces into the Urban Village public realm. These spaces will contribute to addressing diverse recreational, cultural and social needs of the community, the desire to protect environmental assets in the neighbourhood, and the need to connect people to common destinations and gathering places that accommodate both active and passive uses. Where necessary, regular programming of certain spaces will be implemented to ensure they achieve their intended goals and functions for serving the community.

The creation of these greenspaces throughout the Urban Village will involve the remediation of industrial sites and substantial planting of trees, landscaping and implementation of storm water management infrastructure.

Summary Response #2 – Local Economy and Employment

What We Heard: Provide a mix of local commercial businesses within walking distance from home to serve daily needs (e.g. grocery stores, pharmacies, health services, fitness, bank, post office) and to provide lively places to gather and enjoy (e.g. cafes, outdoor markets, restaurants, patios). Account for quality employment opportunities, particularly near the SkyTrain station and Lougheed Highway, which allow for local office and creative work space close to transit or home, including the possibility of clean industries that add further diversity of services, character, and interest within the Urban Village, as opposed to louder and more traditional industrial uses such as the existing dairy plant.

Phase 2 Response: Phase 2 of the Community Planning process will continue to explore policy directions to concentrate population and employment within a compact neighbourhood, in which basic services, retail needs and other local commercial and employment uses are close to home, mixed amongst other uses, and easily accessible on foot, bicycle or public transit within roughly 15 minutes. These directions include the development of a transit-oriented Village Centre that accommodates office uses near the SkyTrain, complemented by active and vibrant streets, including a central Village High Street which accommodates at-grade commercial uses and activities lining the public realm (e.g. outdoor restaurant patios, merchandise displays).

Bainbridge has a history of industrial employment uses which is still present today. Industrial uses have traditionally been associated with loud noise, heavy machinery, truck traffic, fumes and effluents. While the term ‘industrial’ may carry with it a certain stigma or perception, advances in technology have made the integration of clean light industry, commercial and residential uses possible with less nuisance and conflict between uses. Phase 2 will further explore the temporary re-use or redevelopment of existing industrial-zoned lands to consider creative industry employment uses at or near ground level that are clean, environmentally-friendly, non-disruptive, and that ideally act as an asset and service to the neighbourhood. These types of uses would commonly feature a retail-style storefront for the enjoyment and benefit of surrounding residents, and would include live-work units, small-scale arts, crafts, fashion or furniture studio and workshop spaces, food production and catering facilities, coffee roasters, or micro-breweries. These distinct uses would ultimately help to create a unique Urban Village character that is lively, diverse and economically resilient.

Summary Response #3 – Development and Community Design

What We Heard: The Bainbridge Urban Village should be distinct from Town Centres in its character, with lower building heights and a focus on natural and sustainable building materials, human-scale design, and greenspace. Public input varied widely on the preferred building heights in the Urban Village, with further in-depth public consultation requested on this topic. Lands near the SkyTrain station, south of Lougheed Highway, were generally viewed as a logical location for a Village Centre with a more diverse mix of uses and densities, scaling down in height from there to surrounding residential neighbourhoods. The remediation and transformation of industrial sites near the SkyTrain was also identified as an opportunity to create unique and well-connected mixed-use developments that incorporate public amenities and green space. Development design should focus on access to sunlight, extensive landscaping at grade and on buildings above, and for an overall slower paced and quieter ambience.

Overall, the Urban Village should provide a diverse collection of land uses, building types, and outdoor spaces with added tree canopy and landscaping. Development should be designed to make it convenient for visitors, patrons and residents to contribute to the creation of a sustainable community by providing easy access to public transit, daily shopping needs and services, or other green initiatives.

Phase 2 Response: Phase 2 introduces a series of distinct character areas within the broader Bainbridge neighbourhood, which are intended to form the basis for further public consultation surrounding potential land uses, urban design as well as building forms, typologies and height ranges in the Urban Village. These character areas outlined in the Phase 2 materials explore different land use options and potential appropriate building types and building height ranges in distinct parts of the Urban Village. Each individual character area is intended to serve a specific purpose, while also contributing to the future development of the broader Bainbridge neighbourhood. The descriptions and visuals for each character area will be a substantial component of the Phase 2 public consultation.

Summary Response #4 – Housing

What We Heard: There is a desire for Lochdale to have more diversity in housing for different needs, including more affordable non-market housing. Provide options for larger units with more than two bedrooms to be functional for families, and consider how larger multi-family units may be provided throughout the neighbourhood. In addition to the provision of new affordable housing, ensure existing tenants in the community are supported.

Phase 2 Response: Phase 2 will continue to explore and identify key actions consistent with the Mayor’s Task Force on Community Housing that may be applied to the Bainbridge Plan to increase the supply, diversity and affordability of housing. This will include the application of specific policies that have been adopted by Council, including the Tenant Assistance Policy and the Rental Use Zoning Policy that, for example, outline requirements for the replacement of purpose-built multiple family rental units demolished through redevelopment, the inclusionary below-market units to be added to the housing stock, and the financial support and assistance for eligible tenants displaced by redevelopment, including options to remain in the neighbourhood.

It is noted that a new Community Plan is meant to provide long range policy direction and future land use concepts for Bainbridge looking out decades to come, and change is anticipated to be incremental over time. The Plan would provide policy direction to those exploring their options at a time that is appropriate for their circumstances, including properties with buildings nearing or at the end of their life that are in need of renewal. In these cases, a wider range of housing options may help individuals and families stay in their neighbourhood, in housing that is most appropriate for them at various stages of life.

Discussions for future housing policies in Bainbridge during Phase 2 will also continue to consider the City’s new Housing Needs Report and focus on exploring the potential for “missing middle” housing forms such as townhouses and low-rise apartments, as well as ground-oriented infill options such as secondary suites, coach houses, duplexes and triplexes that may be integrated within existing lower-density areas in Bainbridge East and Broadway South.

It is anticipated that further public input received during Phase 2 on the topic of housing will help to shape more specific policy actions in the final Draft Plan in Phase 3.

Summary Response #5 – Community Amenities

What We Heard: Plan and provide for the needed services and amenities to support an intergenerational community, including places to gather (e.g. large community space for events, meetings, or programs), services for young families (e.g. daycares, schools, playgrounds, youth activities), support for seniors (e.g. supportive housing, accessible public spaces), and places for recreation and leisure (e.g. trails, parks, community centres).

Phase 2 Response: The character area descriptions in the Phase 2 Guide outline the anticipated types and variety of community amenities and services that may be implemented either across multiple

character areas in the Urban Village, or in strategically targeted locations where they would function optimally and best serve the neighbourhood. Specific community amenities that have been identified for further consideration and discussion in Phase 2 include, but are not limited to, the following:

- Non-market housing, elementary school, sports fields, or other new community asset within the undeveloped public lands along Phillips Avenue
- A range of market, below-market and non-market rental housing options
- Daycares
- Parks, pocket parks, plazas, trail corridors, and other outdoor open public recreational and gathering spaces
- Streetscape and public realm enhancements
- A potential second pedestrian bridge crossing to Burnaby Lake
- Indoor community amenity spaces (e.g. gyms, recreation rooms, event and meeting spaces)
- Public art and spaces for community arts/cultural displays

Further public input received during Phase 2 on the desired types and locations of various community amenities and services will help to inform specific policy actions and mechanisms in the final Draft Plan for how they will be achieved and implemented through future development

Summary Response #6 – Transportation and Mobility

What We Heard: Improve and expand a safe, accessible, inclusive and pleasant network of cycling, pedestrian and public transit options, including improved and more direct access to major destinations such as the Sperling-Burnaby Lake SkyTrain Station and Burnaby Lake, across major streets such as Lougheed Highway, or through areas of significant topography. Provide a balanced transportation approach that provides for a functional vehicle network, noting concerns regarding added development and traffic congestion, and the desire for safe intersections and traffic speeds. Provide sufficient parking for commercial and residential uses, with supporting programs and infrastructure such as public car share and electric vehicle charging stations, respectively.

Phase 2 Response: Phase 1 of the Bainbridge Planning process focused on developing concepts for Bainbridge to become a sustainable transportation hub with a core focus on public transit and active transportation. Phase 2 will further progress on these concepts by focusing on how specific mobility networks and streetscape design standards may be integrated in different areas of the Urban Village to achieve a complete, functional and resilient transportation network. It is anticipated that content and input received throughout Phase 2 will help to inform targeted moves and policy actions that will form part of the Community Plan, including requirements for transportation demand management (TDM) measures as part of new developments. Prior to Community Plan adoption, it is also expected that neighbourhood-wide traffic studies will be undertaken to ensure future growth would be sufficiently supported by new road connections and intersections, safety improvements, and parking supply.

Summary Response #7 – Plan Area Boundary

What We Heard: Consideration of the geographical extent to be included and planned for in the Bainbridge Plan was part of the scope of Phase 1 consultation. In addition to the plan focus area, public input was provided on the potential to include the single family neighbourhoods and greenspaces south of Broadway Street and east of Bainbridge Avenue (identified as “Broadway South” and

“Bainbridge East”, see Page 13, Appendix 1). Feedback revealed a mix of opinions on the inclusion of these surrounding areas, with some supporting a continued commitment to the existing single family uses and others encouraging more family-oriented housing forms, including duplexes, triplexes, rowhouses, townhouses and pedestrian-oriented apartments that could be incrementally added to these neighbourhoods over time.

Public feedback also acknowledged the varying levels and rates of change that is likely to occur in different areas of the neighbourhood. For example, there was a common theme of support for the transformation of the industrial or vacant lands at 6800 and 7000 Lougheed Avenue to create a complete Urban Village community, with near term investment in a range of local services, amenities, and public spaces. At the same time, other residential areas such as Broadway South and Bainbridge East may only choose to add select lower density housing options in a more incremental and long term manner based on the decisions of individual land owners.

Lastly, consultation revealed significant interest in generally planning for surrounding public and private lands in a unified and transparent manner, even if some existing single family areas would see a slower rate or a lesser amount of change. Lastly, adding the City-owned forested lands and sensitive ecosystems east of Bainbridge Avenue as protected City park and public use is widely supported, with comments also in support of the enhancement and protection of watercourses and habitat corridors south of Broadway Street.

Phase 2 Response: Building upon this initial feedback, Phase 2 will continue to explore and garner input on more specific options on how this Plan could include direction for the Broadway South and Bainbridge East areas in a manner that recognizes its context within an Urban Village, including protecting sensitive habitats; securing greenspace, community and park uses; and considering the potential for sensitive pedestrian-oriented housing choices. Based on additional feedback received during Phase 2 consultation, staff will report back to Council as part of Phase 3 on whether these areas, or parts of these areas, will be included as part of the final draft Community Plan for Council consideration. It is also worth noting that retention of existing housing in good condition within these neighbourhoods positively adds to the community housing choice, keeps the embodied energy of the building in use for years to come, and may co-exist in a neighbourhood with other pedestrian-oriented housing choices that existing and future residents invest in.



burnaby.ca/yourvoice-bainbridge

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ACTION**

