

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: WILLINGDON LANDS MASTER PLAN**

**RECOMMENDATIONS:**

1. THAT Council endorse the preliminary concepts and vision for the Willingdon Lands Conceptual Master Plan, as a basis for receiving community input, as outlined in the report.
2. THAT Council authorize the advancement of the proposed OCP bylaw amendment, as outlined in Section 3.0 of the report.
3. THAT Council authorize staff to undertake a public consultation process to received public input on the proposed OCP bylaw amendment and the preliminary concepts and visions for the Willingdon Lands site, as outlined in the report.

**REPORT**

The Planning and Development Committee, at its meeting held on 2021 November 23, received and adopted the attached report seeking Council endorsement of the preliminary concepts and vision for the Willingdon Lands Conceptual Master Plan, as a basis for receiving community input.

Respectfully submitted,

Copied to:	Chief Administrative Officer
	Deputy Chief Administrative Officer / CFO
	Director Corporate Services
	Director Engineering
	Director Parks, Recreation and Cultural Services
	Director Planning and Building
	Director Public Safety and Community Services
	Chief Librarian
	City Solicitor
	Fire Chief
	OIC-RCMP

Councillor P. Calendino  
Chair

Councillor S. Dhaliwal  
Vice Chair

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2021 Nov 18

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 49500 20  
*Reference:* REZ#17-03

**SUBJECT:** WILLINGDON LANDS CONCEPTUAL MASTER PLAN

**PURPOSE:** To seek Committee and Council endorsement of the preliminary concepts and vision for the Willingdon Lands Conceptual Master Plan, as a basis for receiving community input.

---

#### RECOMMENDATIONS:

1. **THAT** the Committee request that Council endorse the preliminary concepts and vision for the Willingdon Lands Conceptual Master Plan, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee request Council authorize the advancement of the proposed OCP bylaw amendment, as outlined in Section 3.0 of this report.
3. **THAT** the Committee request that Council authorize staff to undertake a public consultation process to receive public input on the proposed OCP bylaw amendment and the preliminary concepts and vision for the Willingdon Lands site, as outlined in this report.

#### REPORT

##### 1.0 INTRODUCTION

Located at 3405 Willingdon Avenue, the 'Willingdon Lands' refers to the area southwest of the Willingdon Avenue and Canada Way intersection bounded by Canada Way to the north, Willingdon Avenue to the east, Discovery Place to the south, and Discovery Parks and Sumner Creek to the west (see *attached* Sketches #1 and #2, and Figure 1). Under the Council adopted Official Community Plan (OCP) the broader Canada Way/Willingdon area is a designated business centre and employment hub which contains research and high tech companies, office and commercial development, and one of the largest post-secondary educational institutions in the Province.

The Willingdon Lands are centrally located between the Brentwood and Metrotown Town Centres, along the major arterial Willingdon Avenue which has been identified as a Major Transit Network and Major Bikeway Network in the Transport 2050 Draft Strategy. A Major Transit Network is a high-capacity transit corridor and key north-south connector in the City with potential for future rapid transit connectivity. The Site is also in close proximity to schools, a hospital, residential areas and several major employers. In addition to its central location and strong connection to the nearby

Trans-Canada Highway interchange, a defining feature of the Site is the ownership group. Jointly owned by the Musqueam Indian Band, Tsleil-Waututh Nation, and Aquilini Development (“the Partnership”), the redevelopment of the Willingdon Lands provides the City with a unique opportunity to strengthen the City’s relationship with local First Nations through a meaningful and collaborative planning process which emphasizes the economic, social, and cultural benefits that the development of the Site can provide for the members of the two Nations.

Given its strategic location, the Willingdon Lands are proposed to become a contemporary Musqueam and Tsleil-Waututh urban village that accommodates mixed-use neighbourhoods of moderate density and scale, with locally-servicing commercial uses, employment opportunities, recreational activities, and other day-to-day services close to home. Working with the Partnership on this development presents a unique opportunity to recognize the ancestral, current and future Indigenous presence on Burnaby lands, and to celebrate First Nations culture within the Burnaby community. The redevelopment of these lands requires a concept and vision that delivers not only superior architectural expression, but acts as a model for reconciliation, place-making, cultural expression, employment growth, sustainability, and urban design.

To assist in realizing this vision, a team involving City staff, the Partnership, and their various consultants have worked to develop the key concepts intended to guide the area’s transformation, over time, into a model for sustainable Indigenous urban development in the region.

This report provides an overview of the site context, including a summary of the preliminary concepts, visions and guiding principles for its future redevelopment. The purpose of this report is to seek Committee and Council endorsement of the concepts and visions for the redevelopment of the subject Site as a basis for the initiation of a community consultation process. The feedback received from consultation is intended to inform the concepts and visions to be introduced within a conceptual master plan, land use framework and related Plan amendment for the subject site. With Committee and Council adoption of the recommendations of this report, the proposed consultation process would be initiated. The advancement of the concepts, vision and opportunities for the area will also seek Committee and Council’s consideration of an amendment to the prevailing land use framework of the adopted OCP. The proposed Plan amendment is to be included in the community consultation process.

## **2.0 SITE CONTEXT AND BACKGROUND INFORMATION**

### **2.1 Site Context**

The Willingdon Lands are located in the Southwest Quadrant of the City, and are currently zoned CD Comprehensive Development District with Public and Institutional uses (P6 – Regional Institutional District) and Business Centre uses (B2- Urban Office District) as guidelines.

It is recognized that the site is located within the ancestral and unceded homelands of the hənq̓əmin̓əm and Skwxwú7mesh speaking peoples. The following site context reflects post contact uses and does not reflect the rich pre-contact history and use of this site and the surrounding lands by the First Peoples of the area. A fulsome history has been provided within the Conceptual Master Plan.

To: *Planning and Development Committee*  
From: *Director Planning and Building*  
Re: *Willingdon Lands Conceptual Master Plan*  
2021 November 18 ..... Page 3

The Site is 16.2 hectares (40 acres) in size and improved with 21 low-rise structures of varying ages and condition that surround a central playfield area. A number of buildings were leased to the Provincial Government and housed health facilities including a youth treatment centre that has since relocated and a long-term residential treatment centre for clients with mental health, physical health, and addiction issues which is scheduled to be relocated in 2021. The southwest building complex was previously used as a youth correctional facility, which has since been decommissioned and is vacant.

To the south and west of the subject site is the Discovery Place Business Centre area, hosting a range of research and development facilities. To the north is land that is designated for business centre use, with the Grand Villa Casino, Delta Burnaby Hotel and Conference Centre, and the Trans-Canada Highway beyond. The Willingdon Green Business Centre and Canada Way Business Park are located beyond the Site to the northeast.

To the east of the Site, across Willingdon Avenue is the British Columbia Institute of Technology (BCIT) which has recently adopted a Campus Plan to introduce student housing and mixed amenities on site (Rezoning Reference #21-10). To the southwest of the Site, across Gilmore Way, the Burnaby Hospital is undertaking redevelopment to deliver a new pavilion, a new energy centre, and to facilitate the expansion of existing buildings on site (Preliminary Plan Approval # 21-00111). Additionally, to the south of the Site Electronic Arts (EA) has proposed an expansion to their campus which would see the development of two additional three-to-five storey buildings on the site (Rezoning Reference #19-52).

## **2.2 Willingdon Lands Plan Context**

At its meeting on 2010 April 12, Council granted Final Adoption to Rezoning Reference #09-02 to set an appropriate development direction for the Willingdon Lands and preclude future correctional facility use on the site. In addition, this rezoning established new community planning guidelines for the area. Council determined that it would permit:

- high tech industries and head office uses;
- vocational and post-secondary education facilities and services;
- health and community services, including medical and hospital services, public health, continuing care and seniors' services, mental health and addiction services;
- combined emergency, transitional and supportive housing, with support services; and,
- supporting accessory land uses of higher intensity and economic opportunity such as commercial, mixed-use, and residential uses.

The Burnaby OCP currently designates the Willingdon/Canada Way area as a high amenity business centre, with the specific types of businesses responding to changing needs and conditions of the marketplace.

In March 2014, the site was sold to the Partnership, who expressed interest in rezoning and developing the Site in accordance with the site's CD zoning and intent outlined in Rezoning

To: Planning and Development Committee  
From: Director Planning and Building  
Re: Willingdon Lands Conceptual Master Plan  
2021 November 18 ..... Page 4

Reference #09-02. More specifically, the Partnership proposed to accommodate high-employment generating industries and supporting complementary uses on the Site, with detailed development guidelines to be established through a Master Plan rezoning process. Since then, the development concept has evolved to incorporate the Nations' vision to create a contemporary Musqueam and Tsleil-Waututh Urban Village.

The OCP provides a strategy for residential growth across the City, aligned with the Regional Growth Strategy. Chapter 4 of the OCP designates thirteen Urban Village locations within Burnaby. The intent of an Urban Village is to provide a neighbourhood focal point and for close-to-home access to commercial services. The delivery of a medium-density mixed-use Urban Village at the Site complements the adjacent Community Plan land-use designation for Broadview Village which is located to the west of the Willingdon Lands beyond Gilmore Way. Broadview Village provides a residential-led mixed use medium-density neighbourhood with a mix of commercial, industrial, and community institutional services located on the periphery of single and two-family residential dwellings. There is also the provision for medium density mixed-use development fronting Canada Way and Boundary Road.

Further, in Burnaby's urban structure it is common for urban villages to be identified along major transportation corridors and between Town Centres. Examples of this approach include Royal Oak between Metrotown and Edmonds; Bainbridge between Lougheed and Brentwood; and, Brighton between Edmonds and Lougheed. The adoption of an urban village at Willingdon Avenue and Canada Way would provide a service hub between Brentwood and Metrotown at a location that is intended to be served by future rapid transit along existing bus routes on Willingdon Avenue, shown in *Figure 1* below.

Chapter 5 of the OCP details the City's plans for growth in the commercial sector across Burnaby. Section 5.4 provides a detailed spatial framework of predicted and realized commercial growth areas. The area surrounding the Willingdon Lands has been identified as a Business Centre growth area due to its strategic location adjacent to existing business, technology companies, and educational research service hubs such as the BCIT Burnaby Campus. Additionally, the site is easily accessible via the surrounding major road network and transit services.

In line with the City's ongoing commitment to Truth and Reconciliation, Staff have carefully considered the needs and growth opportunities presented by the Partnership relating to the redevelopment of the Site in order support the vision and cultural values of the two Nations. This development would raise awareness of Burnaby's Indigenous history, build connections to Burnaby lands and resources, and further establish the City's commitment to providing accessible, inclusive, and meaningful spaces for everyone in the community.

Balancing the goals of social, cultural, and economic self determination for the Musqueam Indian Band and Tsleil-Waututh Nation, as well as City objectives, there is context for the proposed land uses, form, and massing in line with an Urban Village at this location, subject to an amendment to the Official Community Plan.



Figure 1: Site Context

### 3.0 CONCEPTUAL MASTERPLAN OVERVIEW

#### 3.1 Master Plan Approach

City staff have been working alongside the Partnership and their consultants to explore the key site concepts, opportunities, and constraints in order to develop a clear vision for the development of the Willingdon Lands Master Plan (*Appendix A*). The Plan envisions a new, distinct mix-used neighbourhood that provides a special opportunity to create a contemporary Musqueam and Tsleil-Waututh Urban Village that weaves culture and community with principles of good urban planning, strong urban design and distinction in architecture. The vision of the Plan promotes economic self-determination for the Musqueam and Tsleil-Waututh Nations and would deliver land uses that would become an economic driver in the area. Reconceptualising the Site provides the City the opportunity to work with the Partnership to advance reconciliation and accommodation.

A contemporary approach to planning, including a robust community and public engagement process, is required to ensure this plan meets the needs of the current and future community. The achievement of an appropriate response to these concepts, vision, and opportunities have resulted

in the preparation of a Conceptual Master Plan for the site (Appendix A). The Plan will also seek Committee and Council consideration of an amendment to the prevailing land use framework of the current Official Community Plan. The conceptual master plan and resulting OCP amendments are proposed to be reviewed through the community and public consultation process, which will provide feedback on the overall vision and direction for the area and respond to City-wide, community, and local objectives.

The Willingdon Lands Conceptual Master Plan provides an opportunity to establish a core concept for the Site that provides an opportunity to enhance both the neighbourhood, the broader community and the City as a whole. This intent is represented in the preliminary concepts, vision, and principles below. These ideas are proposed to be further guided, developed, and refined through community and public consultation processes.

### **3.2 Preliminary Concept and Vision for the Willingdon Lands Site**

The preliminary concept plan for the subject site is comprised of four different districts, each with a distinct and unique architectural and landscape expression. These districts are described more fully in Section 3.4 of this report. The Site will become a hub of activity with a variety of open air shopping experiences, cafés and restaurants, a film studio, and medium-density market and non-market rental housing and strata leasehold residential opportunities, all designed around gathering spaces and natural open spaces. These changes will help create a new, high quality, integrated neighbourhood in Burnaby integrated with the existing surrounding neighbourhoods.

### **3.3 Vision and Guiding Principles of the Willingdon Lands Site**

The Vision of the Willingdon Lands Site is to become “a contemporary Musqueam and Tsleil-Waututh Urban Village”. Using the Vision, the Partnership created four Guiding Principles to provide a foundation in which to develop the Master Plan. The four Guiding Principles each have a set of defined goals to ensure that all elements of the Plan support the primary cultural intent of the development and the further the overall vision for the lands. The four guiding principles and supporting goals are outlined below:

#### **Respect the Past and Embrace the Future**

- Share the Site and area’s history while charting a new path forward.
- Celebrate the Musqueam and Tsleil-Waututh legacies of storytelling across the Site.
- Create a space that provides opportunities for the Nations to tell their stories.

#### **Connect with the Land and the Water**

- Design a site that provides and protects for the generation ahead.
- Honour the land it is on by ensuring a strong relationship with nature.
- Use green building design, energy conservation, and native landscaping.

### **Nurture a Sense of Place**

- The site is an inclusive gathering place for all cultures and recognizes the community traditions of the Musqueam and Tsleil-Waututh Nations.
- The site feels like a distinctly Musqueam and Tsleil-Waututh place; visitors are welcomed in by the Nations and feel connected to their traditional and contemporary culture.
- The site incorporates the tradition of making beautiful the practical tools of everyday life.

### **Advance Reconciliation and Accommodation**

- Recognize the history of the site, since time immemorial, and what it means for this land to be returned to the Musqueam and Tsleil-Waututh Nations.
- Follow the Musqueam and Tsleil-Waututh Nations' leads as they recreate opportunities to engage in economic prosperity and skill development.

The Goals are intended to serve as a basis to evaluate the land use, design, and building form proposed for the Site against the Vision and Guiding Principles to ensure the creation of a contemporary Musqueam and Tsleil-Waututh Urban Village.

## **3.4 Character Areas**

The site is envisioned to be comprised of Character Areas, shown in *Figure 2*, each having a unique identity and relationship within the site. Together these areas function as a complete community and urban village. The four Character Areas are described as:

- **The Park District** is the cultural hub at the centre of the Site, anchored by the Cultural Heart and gathering spaces; Legend's Park and Landing Park; and the area known as the Sumner Creek Portal and Natural Area.
- **The Trade District** is the commercial core of the Site and local neighbourhood, providing a variety of commercial and retail spaces drawing patrons in from the corner of Canada Way and Willingdon Avenue through the Site's Entry Portal along the diagonal Trade Path.
- **The Storytelling District** encompasses the entirety of the film studio and associated offices and is the primary employment node within the Site. The studio is integrated into the Site with an activated commercial frontage along Goard Way and a residential presence on Willingdon Avenue and a portion of Goard Way.
- **The Residential District** provides a neighbourhood of quiet and more private residential spaces buffered by ample private realm amenities and green spaces. The Residential District is marked by the Neighbourhood Portal on Canada Way, the extension of Sumner Avenue and a new internal street connecting to the Trade District.

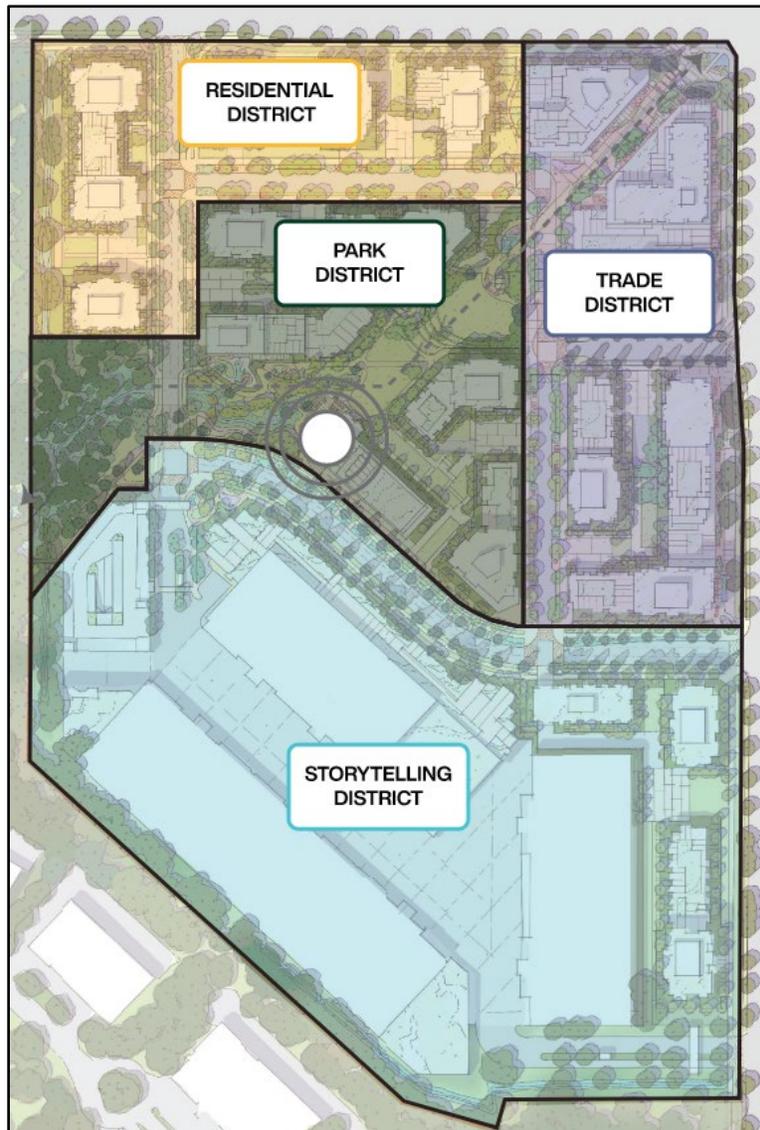


Figure 2: Character Areas

### 3.5 Proposed Density

The Willingdon Lands Site is approximately 16.18 ha (40 ac.) in size, subject to legal survey. Under the proposed OCP amendment the subject site would be designated Business Centre and Urban Village Centre in the commercial framework and Urban Village in the residential framework, utilizing the RM5 and RM5r Multiple Family Residential Districts as guidelines; the retail and commercial utilizing the C2 Community Commercial as a guideline; and a film studio using B2 Urban Office as a guideline. The Site's maximum potential strata-leasehold and rental residential density would be up to 4.4 FAR; maximum potential community commercial density would be up to 1.3 FAR; and maximum potential business centre/production studio use density would be 1.5 FAR as outlined in Table 1 below, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Committee and Council. The Willingdon Lands Plan is proposing a density of 2.59 FAR, as outlined below:

**Table 1: Willingdon Lands Site Potential and Proposed Density**

Zoning District	Potential Density	Proposed Density
RM5	2.2	1.9
RM5r	2.2	0.35
C2 (office/retail)	1.3	0.08
B2 (Studio)	1.5	0.26
<b>Total</b>	<b>7.6</b>	<b>2.59</b>

### 3.6 Sustainability

In line with the City’s Economic Development (2007), Social Sustainability (2011), and Environmental Sustainability Strategies (2016), a significant component of the Willingdon Lands Conceptual Master Plan’s redevelopment is the delivery of sustainability in a meaningful way. Below is a summary of the sustainability goals which would be sought as part of the area’s proposed redevelopment:

#### 3.6.1 Economic Sustainability

The Willingdon Lands Master Plan provides a variety of opportunities to support the economic development of the Musqueam and Tsleil-Waututh Nations, the surrounding community, and the City as a whole. The concept of the Plan is to create a space that offers multiple avenues to contribute to the economic development of the Musqueam and Tsleil-Waututh Nations such as space for Nation-owned land and businesses, contracting Indigenous professional consultants, and managing the operation and maintenance of the Lands.

Sectoral Strategy S3 in the Economic Development Strategy (EDS) 2020 identifies the intersection of Canada Way and Willingdon Avenue as a future Urban Village - particularly, a “New Media Urban Village”. The intent for a New Media Urban Village outlined in the EDS is to transform large, single-use employment districts into lively urban space by adding housing, retail, restaurants, entertainment, and community amenities. As a driver of the Site’s concept, the film studio is expected to provide local and regional employment opportunities and economic investment. Importantly, the studio provides a unique opportunity to provide economic development opportunities for the Musqueam and Tsleil-Waututh Nations through training, employment, and the studio design and programming.

It is anticipated that there would be upwards of 3,050 full-time film industry jobs, in addition to a number of retail, restaurant and other commercial jobs as a result of the Site’s development. The delivery of a new film studio would support the growth of Burnaby as a centre for film, production and digital communication and would create growth synergies with existing media industries within the City.

#### 3.6.2 Social Sustainability

The Willingdon Lands Plan proposes to set a precedent for re-establishing and celebrating Musqueam and Tsleil-Waututh culture in Burnaby. The Lands are envisioned as a gathering space to accommodate a variety of cultural expressions and community events. A key element of this concept is the Cultural Heart of the Site, a space that is intended to be the living room of the neighbourhood and a flexible place for living culture. This space is proposed to accommodate an

indoor cultural centre, an outdoor gathering space called the Hearth, and a café space. These spaces will have the capacity to house public and private events or act as passive spaces when not programmed.

In line with the Social Sustainability Strategy (2011) Strategic Priority 1, the Plan proposes a range of housing typologies and tenures to provide affordable and suitable housing for future residents. The Plan would support the creation of healthy communities by delivering a mixed-use neighbourhood that prioritizes pedestrian and cycling routes through the Site, provides opportunities for urban agriculture and forestry and provides a daycare facility that would provide for families living and working on site.

The Plan would deliver a range of public open spaces across the Site that transition from the naturalized spaces in the western edge of the site to the retail plaza spaces at the corner of Canada Way and Willingdon. There is a large central open green space that allows for small or large gatherings and programmed events. These spaces will provide those living and working on Site and in the surrounding neighbourhoods social spaces to connect. New pedestrian, cyclist, and transit linkages that increase walkability, accessibility, livability, and safety are also proposed as an important component of the public realm.

### **3.6.3 Environmental Sustainability**

The Willingdon Lands Plan proposes a sustainability strategy that integrates the Musqueam and Tsleil-Waututh values of resource stewardship, community, and consideration to past and future generations. The Plan states that the goals of the Site are grounded in long-term, forward thinking sustainability and stewardship.

The concept of the Plan is based on the creation of an Urban Village. The Climate Action Framework lists the delivery of urban villages as a Quick Start Action as they create resilient neighbourhoods that use land in an efficient manner, are supported by transit, are in close proximity to services, and provide green infrastructure and natural spaces on site.

The Willingdon Lands Plan will adhere to Energy STEP 3 for the residential and commercial buildings and LEED Gold for the Studio office component. Buildings on site will employ green building mechanisms such as:

- energy modelling and air tightness;
- high energy efficiency;
- flexibility in Energy Efficiency Performance;
- low-carbon energy systems; and,
- monitoring and reporting of energy use.

In addition to the green building mechanisms listed above the Plan proposes an opportunity to deliver mid-rise mass timber constructed buildings on site. These buildings would provide an opportunity to deliver mid-rise building forms while utilizing more sustainable materials and construction methodologies than traditional construction.

### 3.7 Community Benefits

Several broad community benefits have also been identified as part of the Willingdon Lands site transformation:

- Deliver a mixed-use community hub that will serve not only those living and working on the Site but also those in the surrounding neighbourhoods (**Figure 3**). The Site will provide amenities that are much needed in the area such as a grocery store, childcare, and local commercial amenities.



Figure 3: Cultural Heart (upper images) and Legends Park (lower images)

- Deliver a mix of public spaces that will enable community gatherings, events, play, socialising, shopping, contemplation and connection. This will be achieved through good urban design and unique landscape architecture that provide mixed-use spaces, integrate

natural plantings, enhance environmental features of the Site, and provide space for a diverse community.

- Support Burnaby’s draft Transport Plan, Connecting Burnaby, and Translink’s draft Transport 2050 Strategy by creating a connected community that is located on two Frequent Transit Network routes and adjacent to a potential route for a new rapid transit line along Willingdon Avenue.
- Support the goals of the draft Transport Plan by providing an opportunity for local First Nations communities to access their traditional territories and to be active participants in land-use integration and transportation decision-making within the City.
- Open up the Site to provide an active transportation network throughout and around the Site (**Figure 4**). The Plan proposes the delivery of new connections through the Site and connection to existing multi-use pathways adjacent to the Site. Town Centre Standards will be implemented on all frontages and some internal roads.



Figure 4: Street 1 Perspective

- Support the City’s Preliminary Draft Home Strategy Goals 1 and 2 by delivering an inclusive livable neighbourhood that provides more options for secure housing tenure by improving the breadth of housing options available to Burnaby residents. This would be accomplished by introducing a mix of strata-leasehold and market and non-market rental units to provide a greater spectrum of housing adjusted to all levels of income.
- Support the City’s Preliminary Draft Home Strategy Goals 3 and 4 by providing market and non-market rental housing equivalent to 20% of the units derived from the RM District density on the Site (**Figure 5**). This provision will contribute to providing all residents with equitable access to the benefits provided by the Site, including of a cultural hub, provision

of open spaces, a range of mix of shopping and employment options, and close proximity to the regions transit and cycling networks.

- Contribute to the City’s amenity density bonus program for the provision of priority amenities within the area and across the City.



Figure 5: Entry Portal Perspective with Non-Market Housing as Viewed from the corner of Canada Way and Willingdon Avenue

#### 4.0 CONSULTATION PROCESS AND NEXT STEPS

An amendment for Committee and Council consideration to the current adopted Official Community Plan is expected to arise from further development of the preliminary vision and concepts presented in this report. The Plan amendment includes designation of a new Urban Village, utilizing Medium Density Residential (RM5 and RM5r), Community Commercial (C2), and Business Centre (B2) as guidelines. The Urban Village designation would apply to the entirety of the Site, bound by Canada Way to the north, Willingdon Avenue to the east, and the southern and western extent of the Site boundary. This designation will help establish a Conceptual Master Plan for the Willingdon Lands site and support specific rezoning applications within the Plan area. It is proposed that staff undertake consultation as required under the Local Government Act, as well as a broader community consultation process as described below.

##### 4.1 Local Government Act Requirements

Part 26, Division 2 of the Local Government Act sets out consultation requirements for OCP Amendments. Section 879 requires that a local government consider consultation with:

- Regional districts that include the local government
- First Nations
- School District boards, greater boards, and improvement district boards
- Provincial and Federal governments
- Ministry of Transportation and Infrastructure (MoTI)

Section 881 states that the local government must consult with any school district located within the area of the subject OCP, and provides specific topic areas upon which input is to be sought. Section 882 requires the local government to hold a Public Hearing on any OCP amendment. It also requires, after First Reading, the local government to consider the proposed amendment in conjunction with its financial plan and any applicable waste management plan.

The proposed amendment applies to the Willingdon Lands site which totals approximately 16.2 hectares (40 acres). The proposed OCP amendment would introduce residential and commercial uses to the Site, increasing the Site's density. Given the impact of the proposed OCP amendment, it is recommended that consultation be undertaken with local First Nations, on whose traditional territory the amendment would take place, Ministry of Transportation and Infrastructure (MoTI) Metro Vancouver, and the Burnaby School District #41. It is recommended that consultation consist of notification and an invitation to provide comments within 60 days.

## 4.2 Community Consultation

The advancement of the preliminary concepts and vision for the Willingdon Lands site redevelopment and the anticipated OCP amendment is proposed to be based on feedback received from an engaging, iterative community and public consultation process with residents, neighbouring businesses and institutions. Details regarding the consultation will be relayed to Council at a later date; however, the consultation program is proposed to include the following:

- *Open House*: An Open House hosted and attended by City staff is proposed to be scheduled in early 2022. With respect to COVID-19 protocols, a virtual open house will be held in addition to, or in place of, a physical open house. The purpose of the Open House is to engage in dialogue with the community, explain all aspects of preliminary vision and concepts, receive public feedback, and answer public enquiries.
- *City Webpage*: A dedicated webpage for the Preliminary Concepts contained within the Conceptual Master Plan is proposed to provide the public with access to all the resources and information related to the project.
- *Information Card*: An information card inviting residents and property owners to the open house, summarizing the preliminary concepts and vision is proposed to be published and distributed to property owners in the local area, as well as, made available at City Hall, and posted on the project webpage.
- *Public Opinion Survey*: A public opinion survey is proposed to be distributed along with the information card at the Open House and posted online on the project webpage. The purpose of the survey is to invite citizens to express their opinions on the preliminary concepts and vision for the Willingdon Lands Conceptual Master Plan.

- *Newspaper Notices:* Advertisements are proposed to be published in the Burnaby NOW to ensure the public is advised of the date and location of the Open House, directed to information available on the project webpage, and encouraged to complete the public opinion survey.

Public feedback that is received is intended to further inform and guide the development of the Conceptual Master Plan, and related Official Community Plan amendments for future Committee and Council consideration, and to help ensure that the objectives for an integrated community are reflected.

### **4.3 Next Steps**

The planning process by which the engagement of the City, community and other interests in the future development of the Willingdon Lands site is proposed to be advanced through two formats: an in-person Open House and a virtual Open House. This involves the presentation of the proposed Official Community Plan Amendment and a Conceptual Master Plan for the Willingdon Lands site, including: a site concept and accompanying conceptual design guidelines; a public space and natural areas concept plan; a preliminary phasing plan; and a conceptual public art plan; and, a conceptual connectivity and servicing approach for the overall area.

Attendance at the in-person Open House will extend over a period of 4 hours to permit social distancing and adequate time to answer questions. Staff will present the proposed Official Community Plan Amendment and Willingdon Lands Master Plan through a series of small group discussions, with a series of panels and a copy of the Plan. The Virtual Open House will be hosted through an online meeting portal. To allow for adequate coverage by City staff to answer questions, on-line participants will be invited to register for the Open House in advance. Open House materials will be available on the City website in advance and following the open houses. Participants and the general public will be invited to comment upon the proposed Plan Amendment and Master Plan through a digital survey available on the City website. The feedback received would contribute to the refinement of the work completed, and advancement of the community plan and rezoning amendment bylaw.

### **5.0 CONCLUSION AND RECOMMENDATIONS**

The proposed redevelopment of the Willingdon Lands site is centered on creating a contemporary Musqueam and Tsleil-Waututh Urban Village that embraces cultural history and experience, is interconnected with nature, and provides space for shared story telling through film, art, design, performance, education, and gatherings.

The Willingdon Lands Conceptual Master Plan envisions a culturally vibrant, pedestrian-oriented, transit-connected, mixed-use community, one that is consistent with the vision established for an Urban Village in Burnaby. The preliminary concepts and vision for the area as described in this report represent the first step towards creating a unique neighbourhood focused on synergy of cultural spaces, community amenities, employment opportunities, and a continuum of multiple-family residential uses.

To: *Planning and Development Committee*  
From: *Director Planning and Building*  
Re: *Willingdon Lands Conceptual Master Plan*  
2021 November 18 .....Page 16

It is recommended that Committee request Council authorize the advancement of the proposed OCP bylaw amendment as outlined in this report; and that Committee and Council endorse the preliminary concepts and vision for the redevelopment of the Willingdon Lands site as a basis for receiving community input. It is also recommended that Committee and Council endorse the public consultation process and initiation of an Open House to seek public input on the preliminary concepts and vision outlined in the draft Conceptual Master Plan, as outlined in this report. As noted, results of the public input process and the refined proposals, as outlined in the conceptual master plan, would be the subject of a future Public Hearing report to Council.

E. W. Kozak, Director  
PLANNING AND BUILDING

JDC:spf

cc: Chief Administrative Officer  
Deputy Chief Administrative Officer and CFO  
Director Engineering  
Director Parks, Recreation and Cultural Services  
Director Corporate Services  
Fire Chief  
O.I.C. RCMP  
Chief Librarian  
City Solicitor  
City Clerk