

PLANNING AND DEVELOPMENT COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

**SUBJECT: BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN:
PHASE 3 DRAFT PLAN AND PUBLIC CONSULTATION**

RECOMMENDATIONS:

1. THAT Council endorse the draft *Bainbridge Plan*, as a basis for receiving Phase 3 public input, as outlined in this report.
2. THAT Council authorize staff to undertake the Phase 3 public consultation process, as outlined in this report.

REPORT

The Planning and Development Committee, at its meeting held on 2022 March 02, received and adopted the attached report seeking Council endorsement of the draft *Bainbridge Plan*, as a basis to undertake Phase 3 public consultation.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: Chief Administrative Officer Deputy CAO / CFO GM Corporate Services GM Engineering GM Parks, Recreation and Cultural Services GM Planning and Development GM Community Safety City Solicitor
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TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2022 February 23

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 71130 20

**SUBJECT: BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN:
PHASE 3 DRAFT PLAN AND PUBLIC CONSULTATION**

PURPOSE: To summarize input received from Phase 2 of the *Bainbridge Urban Village Community Plan* public consultation process, and to seek Council endorsement of the draft *Bainbridge Plan*, as a basis to undertake Phase 3 public consultation.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council endorse the draft *Bainbridge Plan*, as a basis for receiving Phase 3 public input, as outlined in this report.
2. **THAT** the Committee recommend that Council authorize staff to undertake the Phase 3 public consultation process, as outlined in this report.

REPORT

1.0 INTRODUCTION

Following the completion of Phase 1 public consultation in the fall of 2020 for the *Bainbridge Urban Village Community Plan* (the "*Bainbridge Plan*"), Council endorsed the Phase 2 draft vision, land use concepts and policy directions for the *Bainbridge Plan* during the Council meeting on 2021 May 31.

Phase 2 public consultation was completed during the summer and fall of 2021. This report summarizes the results of Phase 2 public consultation, and presents the draft *Bainbridge Plan* (see *Attachment 1*) which, if endorsed by Council, will form the basis for the third and final public consultation phase in spring of 2022. Feedback received from Phase 3 public consultation will guide further revisions and refinements to the draft plan, prior to Council considering approval of the finalized *Bainbridge Plan*.

2.0 POLICY BACKGROUND

The development of the draft *Bainbridge Plan* supports direction provided by numerous City policies, including the *Social Sustainability Strategy* (2011), *Environmental Sustainability Strategy* (2016), *Economic Development Strategy* (2016), *Corporate Strategic Plan* (2017), *Mayor's Task*

Force on Community Housing (2019), Climate Action Framework (2019), Burnaby Safety Plan (2020), Burnaby Transportation Plan (2021), and the Housing and Homelessness Strategy (HOME) (2021).

3.0 AREA CONTEXT AND PLAN PURPOSE

The Bainbridge neighbourhood is located north of Burnaby Lake, east of Still Creek, and within the Brunette River watershed. The Millennium SkyTrain Line runs east-to-west along the southern edge of Lougheed Highway through the neighbourhood, with the Sperling-Burnaby Lake SkyTrain Station and bus loop located at the southeast corner of the intersection of Lougheed Highway and Sperling Avenue. The area proposed to be part of the *Bainbridge Plan* includes lands generally bounded by Sperling Avenue and Winston Street to the west and south, Broadway to the north, and Phillips Avenue to the east (see *attached* Sketch #1).

The purpose of the *Bainbridge Plan* is to guide the future development of Bainbridge into a thriving, mixed-use Urban Village. The plan outlines opportunities to facilitate varied housing options, commercial services, employment 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.

4.0 PHASE 2 PUBLIC CONSULTATION SUMMARY

4.1 Purpose

The purpose of Phase 2 public consultation was to take the input received during Phase 1 to develop and seek further feedback on the draft vision, land use concepts and policy directions for the draft *Bainbridge Plan*. It also facilitated continued discussion on the potential extent of the plan area boundary. The Phase 2 materials provided details on potential land use concepts, building height ranges and building forms that could be considered in the Urban Village. It also presented policy directions for shaping future parks, public space, and mobility options in Bainbridge, and opportunities for future housing, community amenities and services throughout the neighbourhood.

The land use concepts presented in Phase 2 continued to build on the preliminary land use framework in Phase 1, and identified a transit-oriented Village Centre near the Sperling-Burnaby Lake SkyTrain Station, accompanied by a mixed-use corridor along Lougheed Highway and Winston Street, and surrounded by residential areas providing for different types of residential forms and housing options.

4.2 Phase 2 Consultation Methods

Staff initiated a media advertising campaign during the summer of 2021 to notify the public of the Phase 2 public consultation process. This campaign included web content, print and digital news releases and publications, social media posts and advertising; and over 4,500 direct postcard mail-outs to neighbourhood residents. The *Bainbridge Urban Village Community Plan Phase 2*

Consultation Guide, which provided a comprehensive overview of the Phase 2 materials, was published on the Bainbridge Plan webpage on 2021 July 07, and was available in print form upon request.

During the Phase 2 public consultation process, staff used an online survey and a series of virtual open house workshops as the primary means of collecting input from the public. The online survey, available between 2021 July 08 and 2021 September 05 on the Bainbridge Plan webpage, covered the entire scope of the Phase 2 materials, and allowed respondents to select and provide detailed written feedback on specific topics depending on personal interest. Questions ranged from multiple choice to open-ended questions where respondents could provide free-form comments.

The City held two virtual public open house workshops on 2021 July 22 and 2021 August 03. During each workshop, staff presented an overview of the Phase 2 materials, and provided an opportunity for participants to give feedback and comments through a series of virtual break-out/small group discussion rooms. Each workshop ran for approximately two hours.

In addition to the online survey and virtual workshops, staff also collected public input and were available to correspond with the public through phone, video conferencing, email, and standard mail. All public consultation methods conducted were reflective of protocols resulting from the COVID-19 Pandemic, in accordance with Public Health Office orders and guidelines.

4.3 Input Received

The online survey generated a total of 939 responses, of which 811 respondents provided at least one long-form comment sharing their feedback on the Phase 2 material. In total, 3,185 long-form comments were collected. The two virtual open house workshops were attended by a combined total of 172 participants.

Independent of the online survey and workshop, staff received letters and emails that contained direct feedback on the Phase 2 material. Throughout the consultation there were also petition letters and Council delegations that provided further input on the Phase 2 material. Staff continued to receive and respond to public inquiries and input throughout the fall of 2021 and winter of 2022.

For further information and analysis, Appendix 1 of the draft *Bainbridge Plan* (see *Attachment 1*) provides a detailed summary of the input received during Phase 2 public consultation, and describes how this input was addressed and further considered during the preparation of the draft *Bainbridge Plan*.

4.4 Plan Area Boundary

Discussions on the plan area boundary, which began during Phase 1 public consultation, continued throughout and formed an important part of the feedback received during Phase 2 public consultation. Areas and properties ultimately included in the plan area boundary are considered part of the plan, whereby planning for future land uses, housing choices, public realm, transportation networks, and access to services and amenities will be considered in the context of the wider Urban Village community.

Phase 2 discussions on plan area boundary continued to focus on two specific areas, identified as “Broadway South” and “Bainbridge East,” which were located on the periphery of the plan area (see **Figure 1**), and which currently consist primarily of single family dwelling uses. Bainbridge East included lands that were primarily City-owned and undeveloped west of Phillips Avenue (see **Figure 1** below), which are identified in the draft *Bainbridge Plan* for public park and community uses (e.g. protected natural areas, parks, trails, community sports fields, community services, non-market housing, new elementary school).

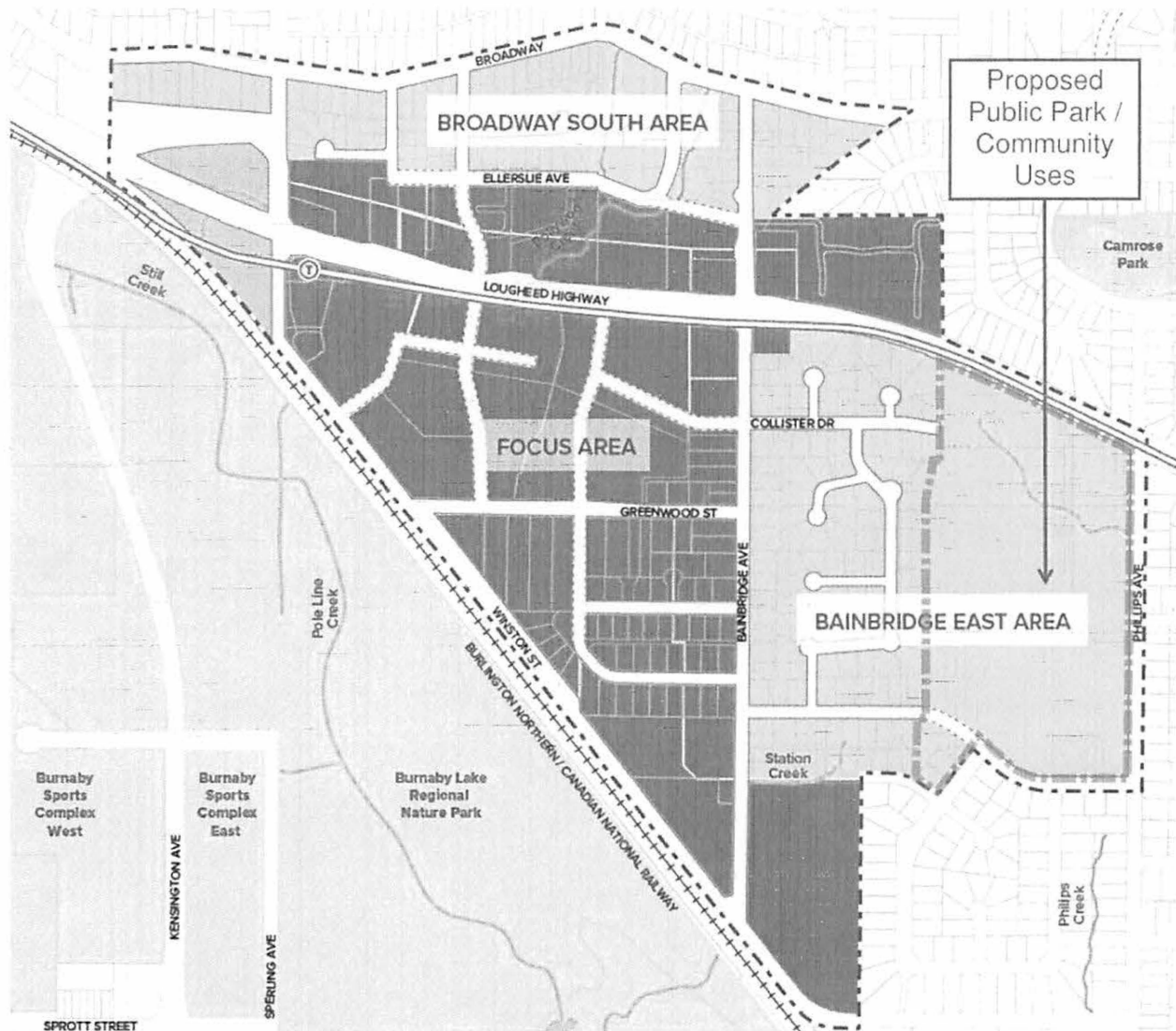


Figure 1. Proposed Phase 2
Bainbridge Plan Area Boundary

The survey results revealed that over 74% of respondents (out of 607 responses) supported the inclusion of Bainbridge East and Broadway South as part of the plan area, and the potential to explore additional housing forms that could be developed incrementally in these areas over the long term, based on the desires of individual residents and families. Feedback received from both

To: *Planning and Development Committee*
From: *General Manager Planning and Development*
Re: *Bainbridge Urban Village Community Plan*
2022 February 23.....Page 5

the online survey and virtual workshops included a mix of opinions on the plan area boundary, ranging from individuals who wanted to see more ground-oriented housing options (e.g. duplexes, triplexes, townhouses) in the residential areas, to those who wished for these areas to be maintained strictly as single-family neighbourhoods.

The survey results further revealed that 64% of respondents (out of 645 responses) supported the inclusion of the primarily undeveloped, mostly City-owned lands along the west side of Phillips Avenue in the plan area boundary, and the exploration of alternative land uses that would benefit the community. Respondents who were opposed to including these lands in the plan area expressed a desire for them to be maintained as undeveloped, forested lands, questioned the need for community uses such as schools and sports fields in this particular location, and noted the potential for increased traffic in the neighbourhood.

A petition letter noting 386 enclosed signed letters was submitted during Phase 2 from residents within or nearby Bainbridge (including letters from residents of approximately 26 properties within the proposed plan area). These letters expressed concerns about the expansion of the plan area east of Bainbridge Avenue, noting that additional housing types, street extensions, and community uses such as an elementary school would impact neighbourhood character, activity and traffic in these areas.

The varied and extensive input on the plan boundary was closely considered and reviewed as part of the preparation of the draft *Bainbridge Plan*. With respect to residential lands east of Bainbridge Avenue, the draft plan only identifies properties directly along Bainbridge Avenue or north of Collister Drive for consideration of future low-rise multi-family residential forms, to respond to higher-density forms across the street, and to create a smoother, lower-profile building height transition towards the single-family areas behind. The balance of residential properties closer to Phillips Avenue are identified as a Future Planning Area (see *attached* Sketch #1). Land use changes to the Future Planning Area are not proposed at this time; additional ground-oriented housing choices in this area may be considered as part of ongoing or future city-wide or neighbourhood planning processes, subject to further public consultation.

With respect to lands south of Broadway, the draft *Bainbridge Plan* introduces land use designations that provide for broader housing opportunities beyond single family dwellings. In some areas lot consolidations to facilitate low-rise multi-family residential forms are supported, while in other more recent single family subdivisions, lower-density ground-oriented housing choices are supported with limits on height to be in line with existing neighbourhood character.

The lands west of Phillips Avenue that are primarily undeveloped and mostly City-owned are also included in the draft *Bainbridge Plan* to provide direction for the long-term protection of sensitive riparian and other natural habitats in this area, while also providing direction for further analysis and professional assessments, such as transportation or environmental studies, to determine the suitability of potential community uses in the longer-term future.

Appendix 1 of the draft *Bainbridge Plan* (see *Attachment I*) summarizes the plan boundary input received during the Phase 2 public consultation, and further describes how this input is addressed in the draft *Bainbridge Plan*.

5.0 PHASE 3 DRAFT BAINBRIDGE PLAN

The draft *Bainbridge Plan* (see *Attachment 1*) provides a vision for the community that:

Bainbridge Urban Village is a unique, vibrant and exciting place complete with a connected and diverse community that strives towards a sustainable and resilient future together with Burnaby's other neighbourhoods.

All policies, guidelines, and content in the *Bainbridge Plan* will guide future decisions in the community to help ensure the vision and intent of the Plan is being achieved. Some of the big moves described in more detail in the draft *Bainbridge Plan*, are to:

- Designate a transit-oriented primary hub close to the SkyTrain, complete with commercial and employment uses, community services, and lively public spaces;
- Encourage creative employment opportunities that reflect the area's industrial past;
- Re-introduce nature and green space to redeveloped industrial lands;
- Protect mature forests and riparian habitat;
- Identify opportunities for new community uses, such as a school or park space;
- Break up large centrally located private land holdings with new streets, connections and public spaces to enable better movement;
- Enhance connections to Burnaby Lake and other parks and open spaces;
- Construct high-quality pedestrian and cycling routes throughout the neighbourhood;
- Facilitate ample multi-family housing options, including non-market housing requirements in line with Burnaby's Rental Use Zone Policy; and,
- Provide additional ground-oriented housing choices in lower-density areas.

These ideas are described in further detail in the draft *Bainbridge Plan*, which is organized into seven parts and two appendices as follows:

- Parts 1-2 outline how and why the plan was developed, how the plan is linked to broader city-wide and regional goals, and provide historical and contextual information on the community.
- Parts 3-6 establish the policies and guidance on key topic areas for this community, including climate action and sustainable place-making; land use and development; public space and mobility; and housing, community amenities, and services. Each part includes topic-specific policy directions to be implemented, considered or further assessed (e.g. as part of the development application process, or separately) to achieve the vision and purpose of the Plan. In some cases, policies are supplemented with other content in the Plan, such as the character area descriptions (Part 4), or streetscape designs (Part 5). Overall, the policy directions and supplemental content serve to outline how the plan will be achieved, provide more certainty about the future vision for the community, and set expectations for future redevelopments within the plan area.
- Part 7 provides guidance for future development applications, and strategies and actions to successfully implement the Plan in the future.

- Appendices include a summary of the Phase 2 Public Consultation results (Appendix 1) and the Urban Village Design Guidelines (Appendix 2). The guidelines address various site design issues, such as urban form, landscaping, and parking, in order to facilitate exceptional development design that fits within the vision of the Urban Village.

6.0 PHASE 3 PUBLIC CONSULTATION PROCESS AND NEXT STEPS

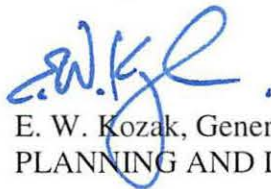
With Council endorsement of the draft *Bainbridge Plan*, staff will initiate the Phase 3 public consultation process. This final phase will introduce and solicit input from the public on the draft plan. Staff would report back to the Planning and Development Committee and Council at a later date to summarize the input received during Phase 3 consultation, and to seek Council's approval of the finalized plan.

Dependent on evolving Public Health Orders, Phase 3 public consultation may be conducted through a combination of online and in-person methods, including a public online survey and a virtual or in-person public open house session. Staff would remain available to communicate with the public through other means, including phone, video-conferencing, e-mail and in-person meetings.

Results from Phase 3 public consultation will be subject to a future report to Council, along with the finalized *Bainbridge Plan* for Council's consideration. This future report may also include recommendations for next steps regarding the implementation of the *Bainbridge Plan*, which could include a series of City bylaw and policy amendments, such as new Zoning Bylaw Districts specifically designed to facilitate contemporary Urban Village land uses and densities.

7.0 CONCLUSION

It is recommended that Council endorse the draft *Bainbridge Plan*, as a basis for receiving final community input. It is also recommended that Council authorize staff to undertake the Phase 3 public consultation process, as outlined in Section 6.0 of this report, which will be the subject of a future report to Council, along with a finalized *Bainbridge Plan* for Council consideration.



E. W. Kozak, General Manager
PLANNING AND DEVELOPMENT

AY/JD

Attachments

cc: Chief Administrative Officer
Deputy Chief Administrative Officer and CFO
General Manager Engineering
General Manager Corporate Services
General Manager Community Safety

General Manager Parks, Recreation
and Cultural Services
City Solicitor
City Clerk

Sketch #1

Proposed Bainbridge Community Plan Area



- | | | | |
|---|---------------------|---------------------|----------------|
| FUTURE PLANNING AREA
(see Section 4) | PLAN AREA BOUNDARY | GREEN CORRIDORS | COMMUNITY USES |
| PROPOSED STREET | PROPOSED PARK SPACE | EXISTING PARK SPACE | CROWN LAND |
| SKYTRAIN STATION | OPEN WATERCOURSES | | |