

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

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

**RECOMMENDATIONS:**

1. THAT Council endorse the draft *Lochdale 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 *Lochdale 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: LOCHDALE URBAN VILLAGE COMMUNITY PLAN:  
PHASE 3 DRAFT PLAN AND PUBLIC CONSULTATION**

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

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## RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council endorse the draft *Lochdale 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 *Lochdale Urban Village Community Plan* (the “*Lochdale Plan*”), Council endorsed the Phase 2 draft vision, land use concepts and policy directions for the *Lochdale 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 *Lochdale 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 *Lochdale Plan*.

### 2.0 POLICY BACKGROUND

The development of the draft *Lochdale 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 Lochdale neighbourhood is located along Hastings Street, west of the Burnaby Mountain Conservation Area and the Simon Fraser University campus. The community currently includes commercial uses along Hastings Street, surrounded largely by single- and two-family residential uses, and industrial and petrochemical uses to the north. Community amenities such as Lochdale Community Hall and several parks and pedestrian/cycling trails, currently serve the neighbourhood. The area proposed to be part of the *Lochdale Plan* includes lands generally bound by Ridge Drive and Pandora Drive to the north, Duthie Avenue to the east, Curtis Street and Union Street to the south, and Holdom Avenue to the west (see *attached* Sketch #1).

The purpose of the *Lochdale Plan* is to facilitate opportunities for varied housing options, commercial services, employment uses, and community amenities for the benefit of existing and future residents; to capitalize on existing and future rapid transit service along Hastings Street; and, to enhance peoples' connection with a healthy natural environment and a strong network of parks, trails, and public spaces that span locally, regionally, and beyond.

### **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 *Lochdale 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 Lochdale, 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 mixed-use Village Centre along Hastings Street between Kensington Avenue and Clare Avenue, surrounded by primarily 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 5,500 direct postcard mail-outs to neighbourhood residents. The *Lochdale Urban Village Community Plan Phase 2 Consultation Guide*, which provided a comprehensive overview of the Phase 2 materials, was

published on the Lochdale Plan webpage on 2021 July 08, 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 Lochdale 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 28 and 2021 August 12. 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 483 responses, of which 396 respondents provided at least one long-form comment sharing their feedback on the Phase 2 material. In total, 1,210 long-form comments were collected. The two virtual open house workshops were attended by a combined total of 81 participants. Independent of the online survey and workshop, staff received letters and emails that contained direct feedback 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 *Lochdale 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 *Lochdale 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.

Through the Phase 2 public consultation, consideration was given to further expanding the proposed plan boundary, with both an east and west expansion area (see **Figure 1**). The east expansion area includes properties east of Cliff Avenue and north of Lou Moro Park, which are

currently occupied by single-family dwelling uses. The west expansion area, which extends to Holdom Avenue, currently includes a mix of residential, commercial and institutional uses, as well as George Green Park, Capitol Hill Elementary School, the balance of Kensington Park, and undeveloped portions of the Shell Canada site at 6511 Hastings Street (the “**Shell Lands**”).

It is noted that undeveloped portions of the Shell Lands, which is currently used for petrochemical storage and refinery uses, continues to be identified as part of the plan area boundary in the draft *Lochdale Plan*. The draft plan includes further commentary about how potential redevelopment on these lands in the future may be considered in a way that is well-integrated with the surrounding Urban Village, and in alignment with the overall intent and vision of the *Lochdale Plan*.

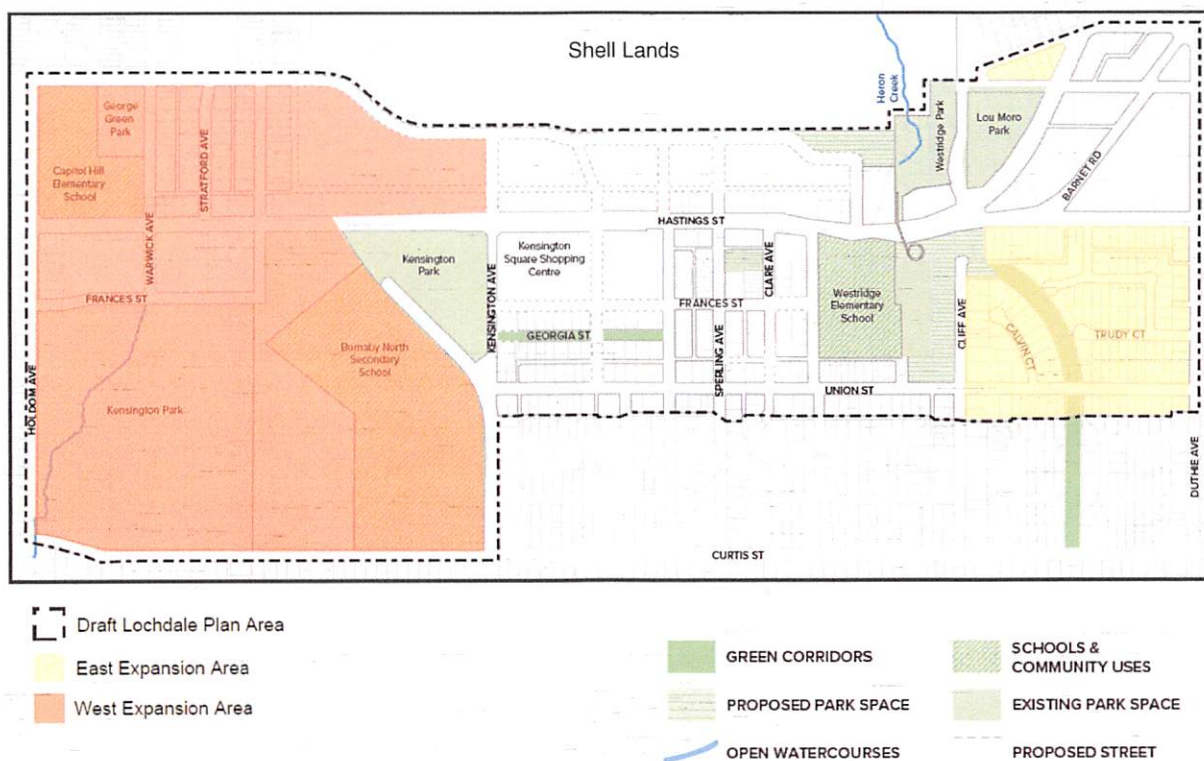


Figure 1. Proposed Lochdale Plan Area Boundary

The Phase 2 survey results revealed that 71% of respondents (out of 206 responses) supported the proposed plan area expansion east of Cliff Avenue and north of Lou Moro Park to explore additional ground-oriented housing forms that could be developed incrementally in these areas over the long term, such as triplex, fourplex, and townhouse forms. Respondents who were opposed to the inclusion of these areas cited concerns about increased density, crime and traffic, and change in existing neighbourhood character.

The survey results also revealed that 76% of respondents (out of 234 responses) supported the proposed west expansion area to Holdom Avenue in the *Lochdale Plan* area boundary. Further, a letter on behalf of 84 owners of Kensington Gardens (5740 Hastings Street) was submitted to City Council in May 2021 requesting that their site be included within the *Lochdale Plan* area. This input revealed that many residents in the west expansion area consider Lochdale as part of their

neighbourhood and daily lives. Further written input conveyed the potential benefits of considering alternative land uses in the west expansion area, as well as additional connections and access points to Kensington Park and other community amenities.

Based on the input above, the draft *Lochdale Plan* proposes to include all expansion areas within the plan boundary (see *attached Sketch #1*). It is worth noting that the west expansion area overlaps with portions of the Capitol Hill Urban Village plan boundary that extends east of Holdom Avenue. Therefore, the expanded Lochdale plan area would also involve an amendment to the Capitol Hill plan boundary to establish Holdom Avenue as the shared boundary between these two urban villages.

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

## 5.0 PHASE 3 DRAFT LOCHDALE PLAN

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

*Lochdale is a distinct and sustainable community within Burnaby, with close access to parks, trails and nature, in a transit-oriented Urban Village setting, where people can work, shop, live, and connect.*

All policies, guidelines, and content in the *Lochdale 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 *Lochdale Plan*, are to:

- Establish a vibrant and transit-accessible mixed-use Village Centre;
- Break up large blocks with new streets, connections, and public spaces for easier movement;
- Strive for a higher-quality, walkable and more accessible public realm along Hastings Street and other streets;
- Protect and enhance existing trail systems, park spaces and natural assets;
- Enhance and build new cycling paths, infrastructure and amenities;
- Provide diverse homeownership and rental options for everyone;
- Maintain, expand and improve upon schools, daycares, community halls and other community assets; and,
- Establish a strong commercial base with employment opportunities in various sectors such as retail, office, and live-work.

These ideas are described in further detail in the draft *Lochdale 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.
- The 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 *Lochdale 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 *Lochdale Plan* for Council's consideration. This future report may also include recommendations for next steps regarding the implementation of the *Lochdale Plan*. These amendments could include changes to establish a shared plan boundary between the Capitol Hill and Lochdale Plan areas and a set of new Zoning Bylaw Districts specifically designed to facilitate contemporary Urban Village land uses and densities.



To: Planning and Development Committee  
From: General Manager Planning and Development  
Re: Lochdale Urban Village Community Plan  
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## 7.0 CONCLUSION AND RECOMMENDATIONS

It is recommended that Council endorse the draft *Lochdale 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 *Lochdale Plan* for Council consideration.



E. W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

AY/JD

### Attachments

cc:	Chief Administrative Officer	General Manager Parks, Recreation
	Deputy Chief Administrative Officer and CFO	and Cultural Services
	General Manager Engineering	City Solicitor
	General Manager Corporate Services	City Clerk
	General Manager Community Safety	

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# Proposed Lochdale Community Plan Area

