

**TO:** CHIEF ADMINISTRATIVE OFFICER April 13, 2023

**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT:** **REZONING REFERENCE #22-15**  
**Burnaby Lake Heights Conceptual Master Plan**  
**Bainbridge Urban Village Community Plan**

**ADDRESS:** 7000 Lougheed Highway (see *attached* Sketches #1 and #2)

**LEGAL:** Parcel "One" District Lots 59 and 78 Group 1 New Westminster District Reference Plan 78006

**FROM:** CD Comprehensive Development District (based on C1 Neighbourhood Commercial District, C2h Community Commercial District, M5 Light Industrial District, and P2 Administration and Assembly District as guidelines) and R2 Residential District

**TO:** CD Comprehensive Development District (based on RM5uv-a Multiple Family Residential District, C2 Community Commercial District, M2 General Industrial District, P5 Community Institutional District and the Bainbridge Urban Village Community Plan as guidelines, and in accordance with the development plan entitled "Burnaby Lake Heights Urban Village Master Plan" prepared by 7000 Lougheed Limited Partnership (Create))

**APPLICANT:** Create Urban Development Corporation  
1580-505 Burrard Street  
Vancouver, BC V7X 1M5  
Attn: Nicole Yang

**PURPOSE:** To seek Council authorization to forward this application to a future Public Hearing.

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**RECOMMENDATIONS:**

1. **THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site in accordance with the terms outlined in Section 6.9 of this report, and subject to the applicant pursuing the rezoning proposal to completion.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading and to a Public Hearing at a future date.

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3. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of a suitable plan of development.
  - b. The submission of an Engineering Master Plan.
  - c. The submission of a Master Subdivision Plan and Phasing Plan.
  - d. The dedication of any rights-of-way deemed requisite.
  - e. The granting of any necessary statutory rights-of-way, easements, and/or covenants.
  - f. The submission of a Site Disclosure Statement and resolution of any arising requirements.
  - g. The submission of a Master Signage Plan.
  
4. **THAT** a copy of this report be sent to the property owners of 3025, 3049, 3065, 3079, 3089 Bainbridge Avenue, and 7045, 7071, 7075 Greenwood Street.

## **REPORT**

### **1.0 REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to establish a Conceptual Master Plan and Design Guidelines for the Burnaby Lake Heights Site in order to guide further site specific rezoning applications over time, for the construction of a high-density multi-phased residential and commercial mixed-use development. No specific development is being proposed by the subject rezoning application.

### **2.0 POLICY FRAMEWORK**

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Corporate Strategic Plan (2022), Regional Context Statement (2013), Official Community Plan (1998), Bainbridge Urban Village Community Plan (2022), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Climate Action Framework (2020), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

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**3.0 BACKGROUND**

- 3.1 On August 29, 2022 Council received the report of the Planning and Development Department regarding the rezoning of the subject site and authorized the Department to work with the applicant toward the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 3.2 The Burnaby Lake Heights Master Plan Site is approximately 14 acres (56,440 m<sup>2</sup>) in size and is comprised of a single large parcel located at 7000 Lougheed Highway (see **Figure #1** below). The site is located within the Bainbridge Urban Village Community Plan (Bainbridge Plan), at the southwest corner of Lougheed Highway and Bainbridge Avenue.



--- Master Plan Site Boundary  
--- Future Development Consolidations (Study Areas)

The site was previously occupied by a Telus communications facility and is now mostly vacant, with a collection of older commercial retail units and surface parking in the north-eastern portion of the property. Access to the site is via Bainbridge Avenue and Greenwood Street. The site is currently zoned for commercial, light industrial and communications infrastructure uses under the prevailing Comprehensive Development District (based on the C1 Neighbourhood Commercial District, C2h Community Commercial District, M5 Light Industrial District and P2 Administration and Assembly District) and R2 Residential District zoning.

- 3.3 The Conceptual Master Plan also includes two study areas located at the northwest corner of Bainbridge Avenue and Greenwood Street in order to provide a framework for how the remainder of the block could develop synergistically over time with the subject Master Plan. Study area #1 includes the two properties located at 7045 and 7071 Greenwood Street, which are designated for village core-mixed use under the Bainbridge Plan, as well as a portion of the adjacent City lane that is identified for closure. Study area #2 includes the five properties located at 3025, 3049, 3065, 3079, 3089 Bainbridge Avenue and 7075 Greenwood Street, which are designated for high-density residential and commercial employment uses under the Bainbridge Plan, as well as portions of the adjacent City lanes. Each study area is suitably sized to form independent land assemblies for future development. However, given the size, site orientation, and similar land use designation of study area #1, the Conceptual Master Plan envisions the potential for a future consolidation of study area #1 with the Master Plan site, subject to acquisition.
- 3.4 The subject site forms part of the eastern gateway into the Bainbridge Urban Village, and is generally bounded by Lougheed Highway to the north, Bainbridge Avenue to the east, 6800 Lougheed Highway to the west, and Greenwood Street to the south. The defining features of the site are its proximity to major transportation infrastructure, including Sperling-Burnaby Lake SkyTrain station and Lougheed Highway, as well as its adjacency to both large public open spaces, such as Burnaby Lake Regional Nature Park, and the future village centre at 6800 Lougheed Highway. Straddling the northern property line is the Millennium Line SkyTrain guideway, with a gas station and townhomes beyond, across Lougheed Highway. To the east and south are predominantly single-family homes, with a small retail complex at the southeast corner of the Lougheed Highway and Bainbridge Avenue intersection. To the west is the Saputo milk plant at 6800 Lougheed Highway, which is scheduled for decommissioning in the near future in order to permit redevelopment of the site. A Public Hearing report on the Burnaby Lake Village Conceptual Master Plan (Rezoning Reference #22-28) for 6800 Lougheed Highway appears elsewhere on the Council agenda.
- 3.5 Over time, the surrounding neighbourhood context is anticipated to change with redevelopment proceeding in accordance with the adopted Bainbridge Plan. The Bainbridge Plan provides a land use concept for the Urban Village which is premised on the creation of a high-density mixed-use village core surrounded by supporting high and medium-density residential development (see *attached* Sketch #2). The Urban Village is to be highly transit-oriented, taking advantage of the area's SkyTrain station and bus

network. The Bainbridge Plan designates the subject site, as well as the neighbouring site to the west (6800 Lougheed Highway) for village core mixed-use development, with medium-density residential and commercial uses to the north across Lougheed Highway, a mix of medium to low-density residential and commercial uses to the east, and high to medium-density residential uses to the south.

3.6 Given the site's strategic location within Bainbridge, its redevelopment, together with 6800 Lougheed Highway, presents a significant opportunity to create not only transit-oriented development, but a vibrant, distinct, and walkable village centre that is designed around significant public spaces and is complete with diverse land uses and building forms that help deliver the necessary housing and local services for the Bainbridge community. It is recognized that redevelopment of this key site requires a concept and vision that delivers exceptional urban design and public amenity, as well as the desired employment opportunities, housing, and services in a sustainable and community focused approach. To assist in realizing this vision, a team involving City staff, the applicant and their various consultants have worked to develop the key concepts intended to guide the area's transformation over time.

3.7 After considerable design development and public consultation, the applicant has now submitted a Conceptual Master Plan for presentation to a Public Hearing that complies with the adopted Community Plan.

#### **4.0 PROPOSED DEVELOPMENT CONCEPT**

##### *4.1 Scope of Rezoning*

The proposed Conceptual Master Plan would establish the general built form, permitted uses, maximum building heights, signage guidelines, proposed subdivision and phasing plan, as well as open space requirements for the Burnaby Lake Heights Site. There are no specific development rights being sought through the subject rezoning application. Further site-specific rezoning applications would be brought forward for Council consideration at a future date in order to permit the detailed form of development. As a component of the Conceptual Master Plan, a set of detailed development and design guidelines have been established to assist in the review and approval of the site-specific rezoning applications.

##### *4.2 Vision and Design Principles*

As part of the planning approach to the proposed subject area, a preliminary vision and set of guiding design principles have been established to help inform and guide redevelopment over time.

The broader vision for the Burnaby Lake Heights Site is: *To create a new liveable urban experience at pedestrian orientated scales, integrating networks of thoughtful open spaces and amenities with high-quality design.*

The realization of the vision is proposed to be guided by the following eight design principles:

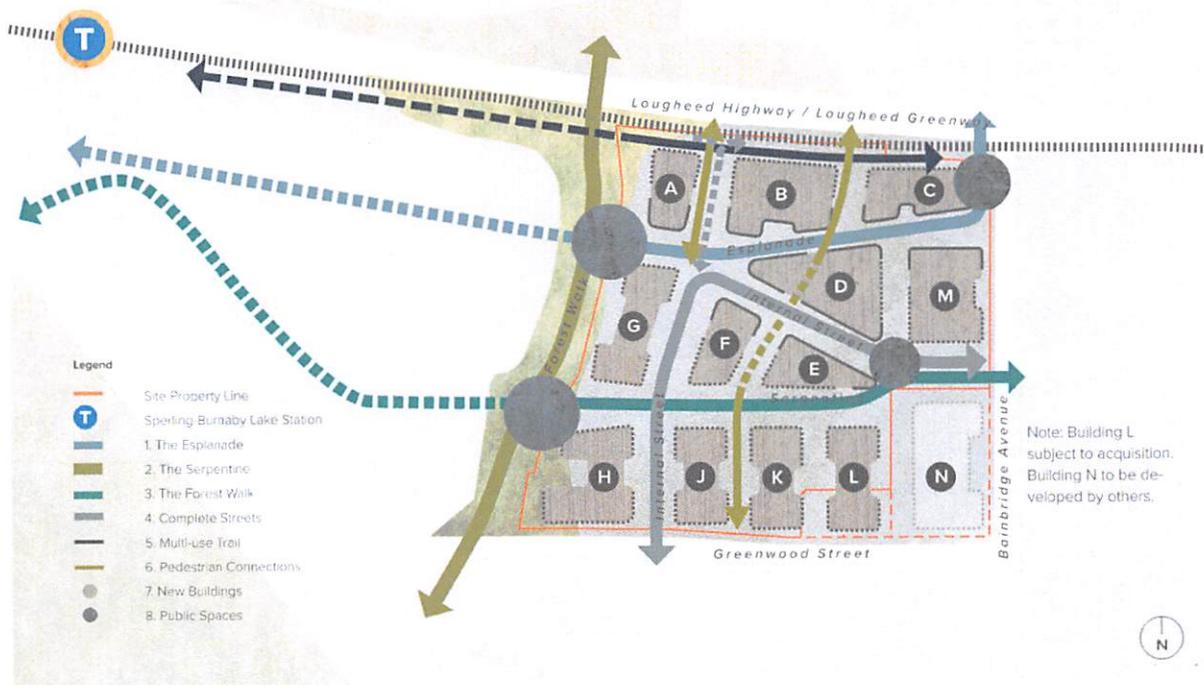
1. **A Complete Community:** promote the development of a transit-orientated, mixed-use complete community adaptable to the evolving socio-economic context of the city and region.
2. **Parks and Open Space:** support the creation of a complete network of public open spaces and connections that provide access to services and amenities on-site and in the broader area.
3. **Local Employment Opportunities:** incorporate a variety of retail, services and community uses that contribute to employment opportunities and address the day-to-day needs of residents and employees.
4. **Distinctive Built Form:** develop a distinct urban village character that fits the Bainbridge context, combining transit-orientated redevelopment with local place-making.
5. **Diverse Housing Options:** deliver a substantive housing component including a diverse range of typologies.
6. **Environmental Sustainability:** target opportunities to implement progressive best practices for environmental sustainability, community resilience and green energy.
7. **Comprehensive Mobility Network:** introduce a system of connections through the site and to 6800 Lougheed Highway, prioritizing walking, cycling and transit with enhanced access to the SkyTrain, Burnaby Lake Park, the Central Valley Greenway and other significant destinations.
8. **Social Sustainability and Community Health:** nurture an inclusive, welcoming and supportive environment that promotes health and wellness for individuals and the community as a whole.

From these eight guiding design principles, eight key structuring moves were developed (as illustrated in **Figure #2**). Together they define a framework of public realm typologies that organize the site's key features and structures its development blocks and connections:

1. **The Esplanade** - a signature pedestrianized boulevard linking Bainbridge Avenue to 6800 Lougheed Highway and the Sperling-Burnaby Lake SkyTrain station beyond, providing a vibrant local high street that connects commercial and community uses in a distinctive and high-quality block.
2. **The Serpentine** - the east-west greenway meandering through the site and beyond, providing a focal point for new open space opportunities for passive and active recreation, such as children's play space, dog parks, exercise stations and more.

3. **The Forest Walk** - the north-south green spine provides transition between the 6800 and 7000 Lougheed sites, and connects the wider community through a shared natural system providing amenity and adventure. The regenerated forest interfaces residential edges with a natural corridor with special activity nodes at key intersections.
4. **A New Complete Street Network** connects Lougheed Highway and Greenwood Street, with access also proposed to Bainbridge Avenue, minimizing impacts on the public realm and pedestrian experience. All streets both internal and along the edges of the site incorporate key priorities of active mobility, robust tree canopy, rainwater amenities, and active building interfaces.
5. **The Multi-Use Trail** along Lougheed Highway helps to repair the interface with this site, encourages active transportation, provides opportunities for recreation and helps integrate this site with the broader area.
6. **A Porous Site Fabric** with an array of pedestrian and cycling connections, enabling more nimble, convenient and adventurous movement throughout the community.
7. **A Distinct Built Form Precedent** that frames and animates the public realm and ground plane, activates street edges, and provides a comfortable pedestrian scale.
8. **A Range of Distinct Gathering Spaces and Points of Interest** along key movement corridors and between buildings, creating moments of discovery and places for daily community life to unfold.

**Figure #2 - Eight Key Structuring Moves**



The above design principles and key structuring moves are intended to serve as a basis to evaluate the final land use, building form, and movement network proposed for the area. The site will contribute to a complete community within Bainbridge. The synthesis of land use, architecture, and public realm expression will result in a contemporary and functional pedestrian and transit oriented development that will act as a vibrant and welcoming node. The focus will be the inter-relationship of commercial and residential uses, and public space to complement the surrounding Bainbridge community.

### 4.3 Composite Site Plan

The overall concept for the site is to see its eventual transition from an underutilized commercial and industrial site at the eastern gateway of the Bainbridge Urban Village, into a vibrant, inclusive, and connected village centre, maximizing its strategic location along with 6800 Lougheed Highway to provide a diversity of housing, employment, and public amenities in proximity to rapid transit.

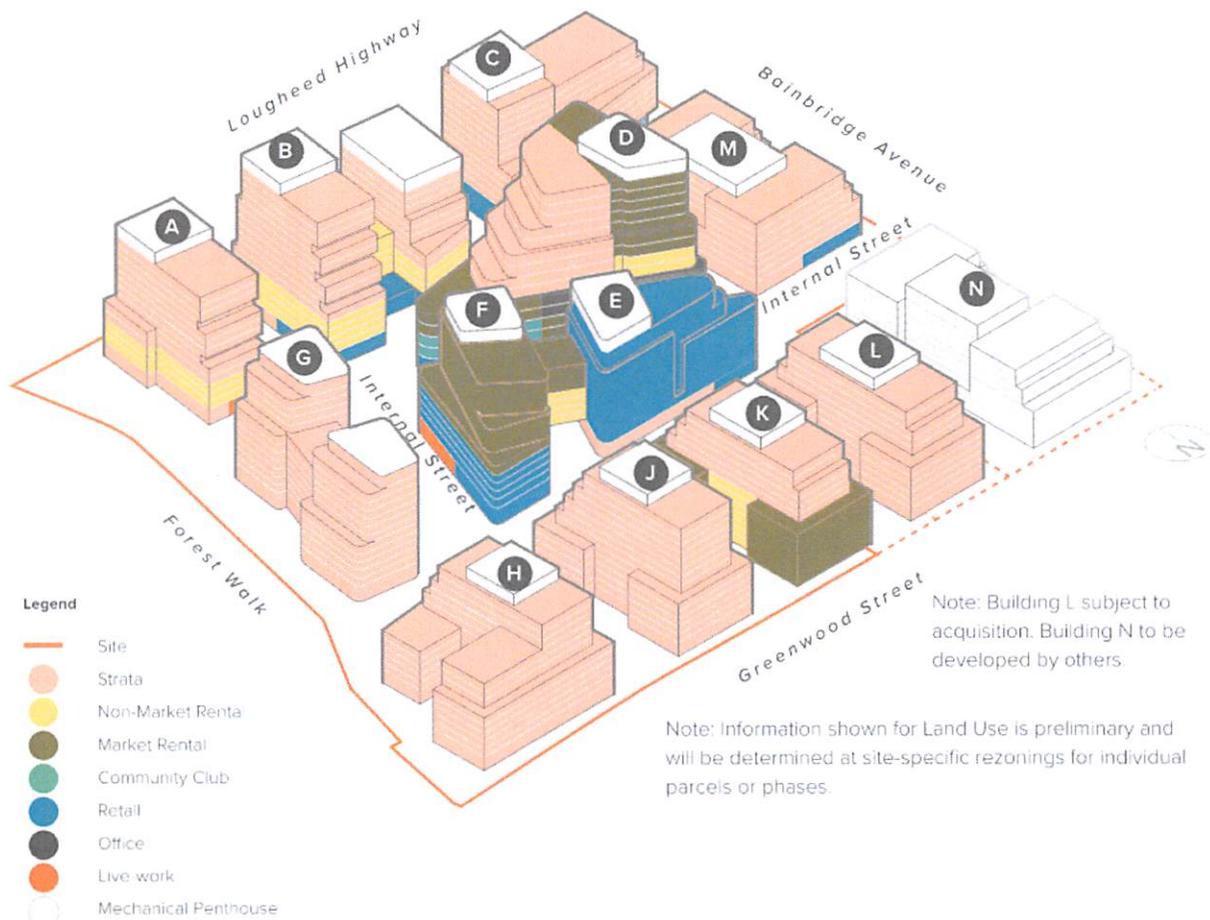
**Figure #3 - Proposed Composite Site Plan**



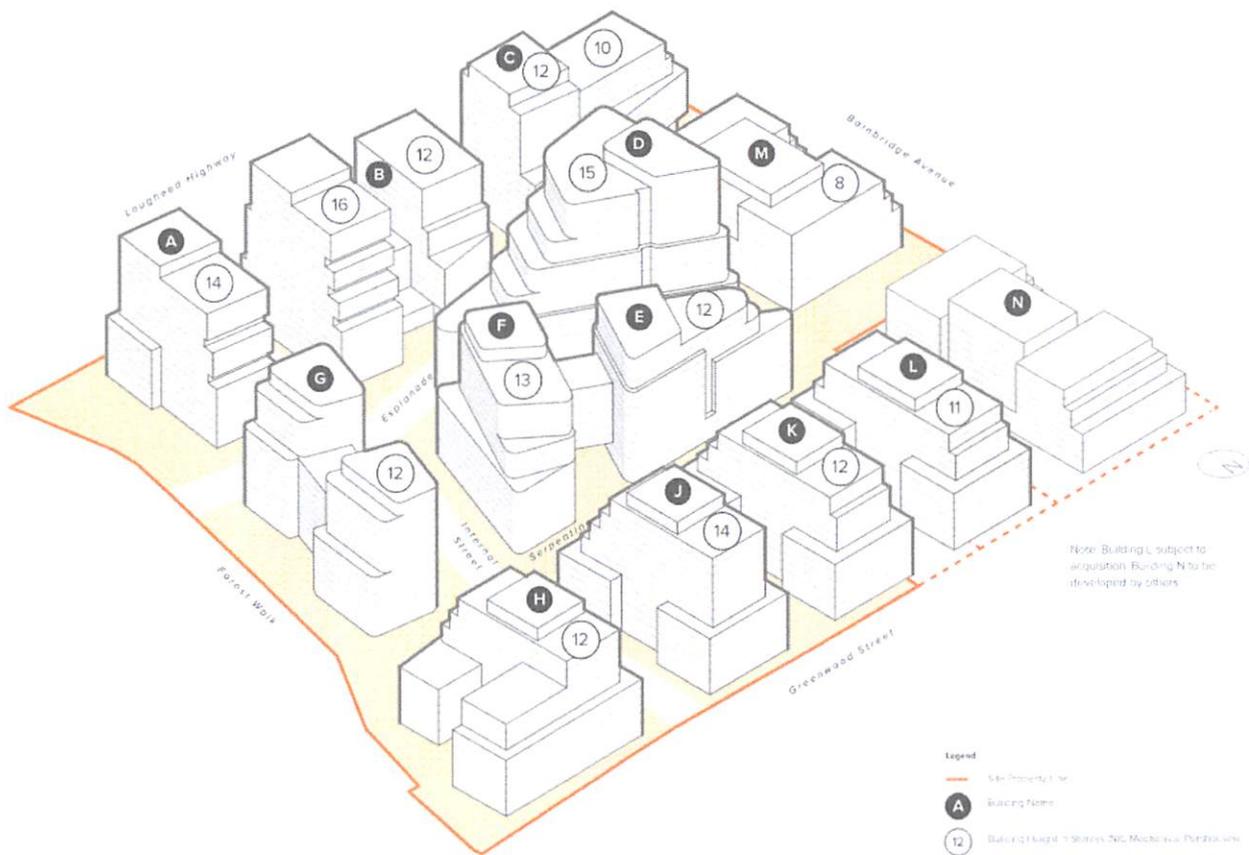
As shown in **Figure #3**, upon completion, the approximately 14 acre site is envisioned to accommodate 12 residential and mixed-use buildings framed by two new streets and an extensive public realm offering, including significant upgrades to the existing bounding streets, the pedestrianized Esplanade High Street, the naturalized Forest Walk trail, and the thoughtfully programmed Serpentine greenway, all of which help contribute to a socially and physically connected community within Bainbridge.

The proposed development framework incorporates a broad range of land uses (see **Figure #4**), including opportunities for residential strata, non-market and market rental uses, commercial uses including retail, office, medical services, grocery stores, and hospitality uses, as well as the potential for seniors housing and complimentary industrial manufacturing uses, such as brew pubs. The proposed land use framework also envisions a community club in the centre of the site. The community club building (Building D) is intended to be a welcoming space for residents throughout the Bainbridge area and is envisioned to include space for childcare, co-working, non-profit office space, meeting space, and fitness facilities. At full build out, the concept is estimated to provide upwards of 3,500 homes catering to a range of household types and income levels, as well as the potential for hundreds of jobs in the retail, hospitality, and knowledge based industries.

**Figure #4 – Proposed Land Use Framework**



As noted above, a central planning and design principle for the site was delivering a distinct built form that is in keeping with the surrounding context and desired character for the Urban Village (see **Figure #5**). The proposed form and massing strategy and associated design guidelines balance the desire to deliver significant housing and commercial opportunities at transit-orientated densities, while maintaining a human, pedestrian-orientated scale. The form and massing concept proposes significant terracing and articulation, combined with high quality, sustainable materials to deliver a unique sense of place within Burnaby. Working in concert with the proposed Burnaby Lake Village Master Plan for 6800 Lougheed Highway, the building heights reinforce and accentuate the escarpment landform bifurcating the two sites, by stepping up in height on the eastern edge of the Forest Walk, and again on the eastern side of the proposed north-south street. The tallest buildings are focused in the centre of the site, serving as landmarks at key nodes and connections, with the massing gradually stepping down to the east to meet the lower forms east of Bainbridge.



**Figure #5 – Proposed Height and Massing Strategy**

The site is envisioned to be developed in phases, culminating in the four precincts shown in **Figure #6**, with each having a unique identity and relationship within the site. Each precinct would be developed with a common architectural and landscape vernacular, helping to create individual identities within the neighbourhood, while relating to adjacent and planned development. Although development guidelines for each precinct are outlined in the Master Plan,

the finer grained details of development will be determined through subsequent site specific rezoning applications for each phase (see **Figure #14**).

**Figure #6 – Precinct Plan**

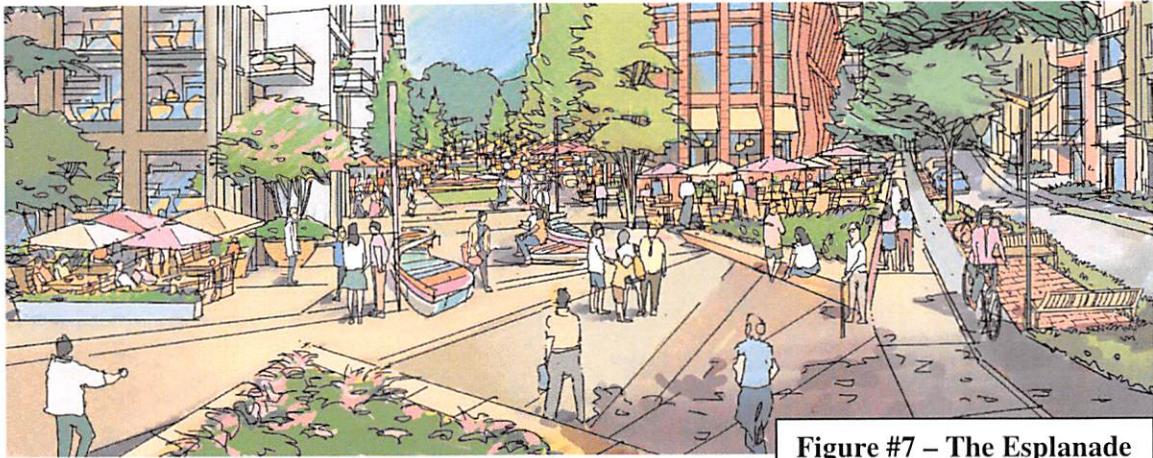


- 1. Lougheed Precinct
- 2. Bainbridge Precinct
- 3. Centre Precinct
- 4. Greenwood Precinct

The following is a brief overview of the intent for each precinct.

- **The Lougheed Precinct** is located within the Village High Street and Lougheed Corridor, and the Neighbourhood Square character areas of the Bainbridge Plan. Consistent with the Bainbridge Plan’s direction for the creation of a village high street, this precinct delivers the northern extent of the Esplanade – a lively pedestrianized high

street lined with restaurants, shopping, amenities, and flexible space for markets and festivals (see **Figure #7**).



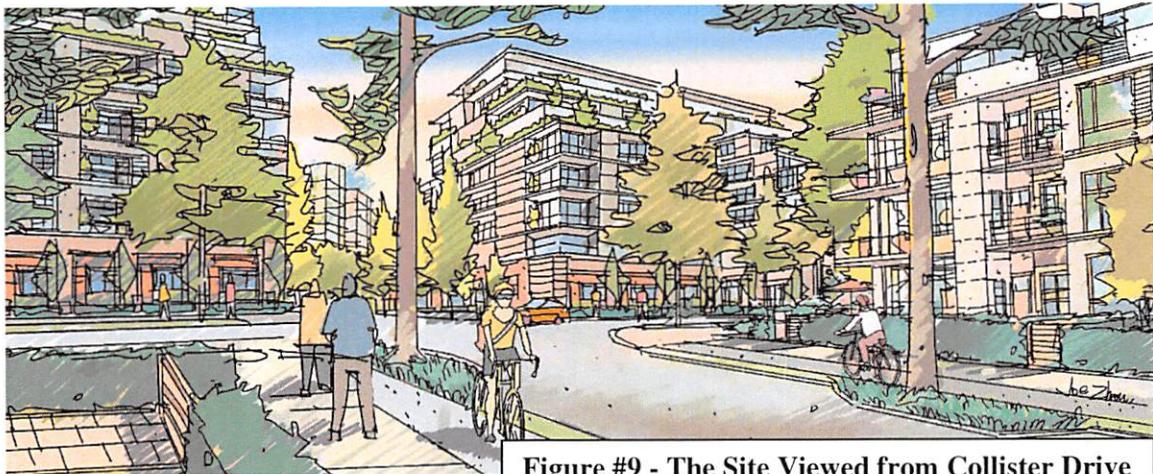
**Figure #7 – The Esplanade**

The eastern end of the Esplanade will be defined by a public plaza, signifying the commencement of the high street, and providing a welcoming gateway experience for the community. The western end of the Esplanade interacts with the Forest Walk – a naturalized green space with walking trails – and continues on through to 6800 Lougheed, and ultimately terminating at the SkyTrain station. Public realm improvements along the Lougheed edge will playfully engage and respond to the SkyTrain guideway, and will include a multi-use trail with opportunities for public space programming and generous soft landscaping to soften the interface with Lougheed Highway (see **Figure #8**). A portion of the proposed new north-south street will also connect through to Lougheed in this precinct with a full movements intersection. The Lougheed Precinct is identified to form part of Phases 1 and 2 of development. The intended form of development would be characterized by three residential buildings between 10 to 16 storeys in height, over a base of retail and office space. This precinct supports the tallest heights on the site, positioned along the Lougheed corridor. Massing will be articulated and terraced towards the Esplanade to reduce the sense of enclosure along the high street, with overall heights generally transitioning downwards towards the east.



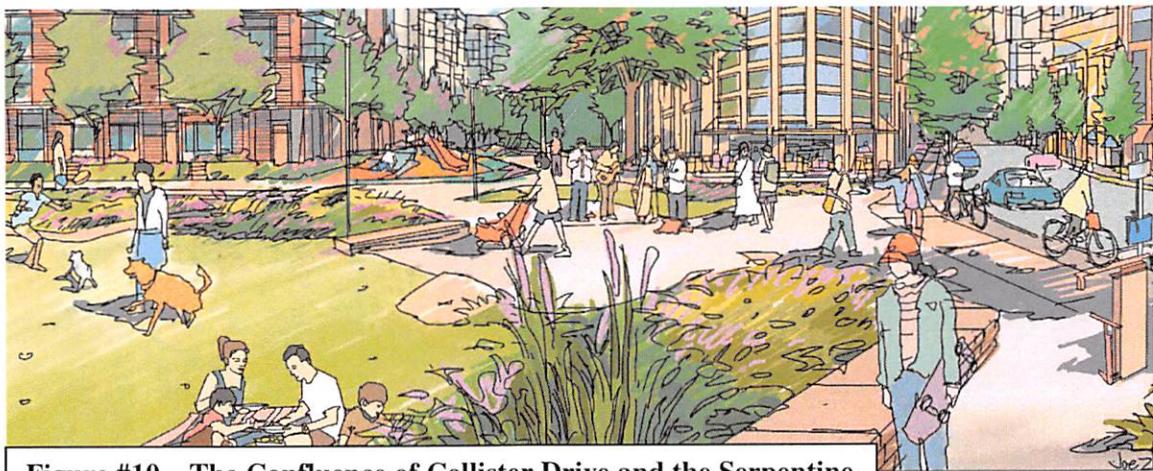
**Figure #8 – The Lougheed Edge**

- **The Bainbridge Precinct** is located within the Transition Corridors character area of the Bainbridge Plan and provides the intended progression in scale and character between the taller buildings to the west, and the lower-density forms of housing to the east, across Bainbridge Avenue (see **Figure #9**).



**Figure #9 - The Site Viewed from Collister Drive**

The northern most building in the precinct plays a significant role in framing the eastern gateway plaza and the Esplanade with active retail uses. Notwithstanding, the precinct will be primarily residential in character, with ground floor commercial uses, including a potential grocery store, and residential uses on upper storeys. The southern most building, which is located in study area #2, should feature a generous setback from Collister Drive, opening views into the Centre Precinct and creating a welcoming green connection into the Serpentine landscape (see **Figure #10**).



**Figure #10 – The Confluence of Collister Drive and the Serpentine**

Bainbridge Avenue will be enhanced with landscaped boulevards to support large tree canopies, as well as widened sidewalks and cycling facilities. Collister Drive will be extended west into the site, enhancing connectivity into the heart of the village and providing a more fine-grained mobility network for all modes. The Bainbridge Precinct is identified to form part of Phases 2 and 4 of development. The intended form of

development would be characterized by two 8 storey mixed-use buildings. The mid-rise forms will explore substantial terracing above a contextually sensitive street wall, playing an important role in transitioning the massing down to the lower forms east of Bainbridge Avenue.

- **The Centre Precinct** is located within the Village High Street and Lougheed Corridor, and the Village Residential Core character areas of the Bainbridge Plan. Nestled between the Esplanade, Forest Walk, and Serpentine – an engaging greenway with a variety of activity nodes and flexible green space for relaxation – this precinct plays an important role in realizing the potential of these distinct public realm corridors both as places of movement and as significant components of the village’s public space framework (see **Figure #11**).

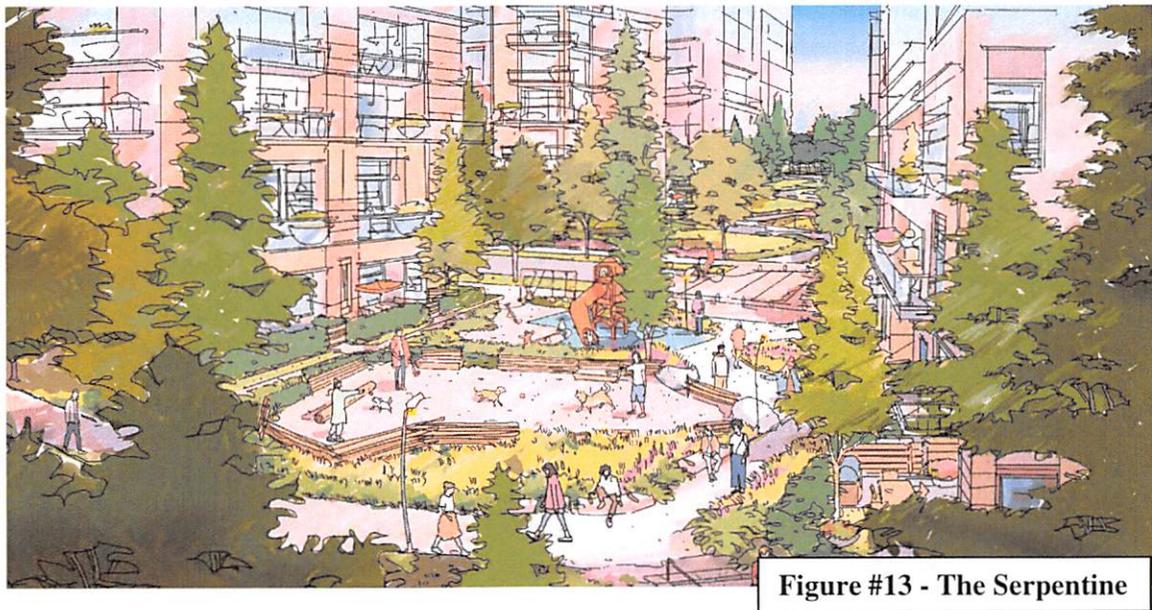
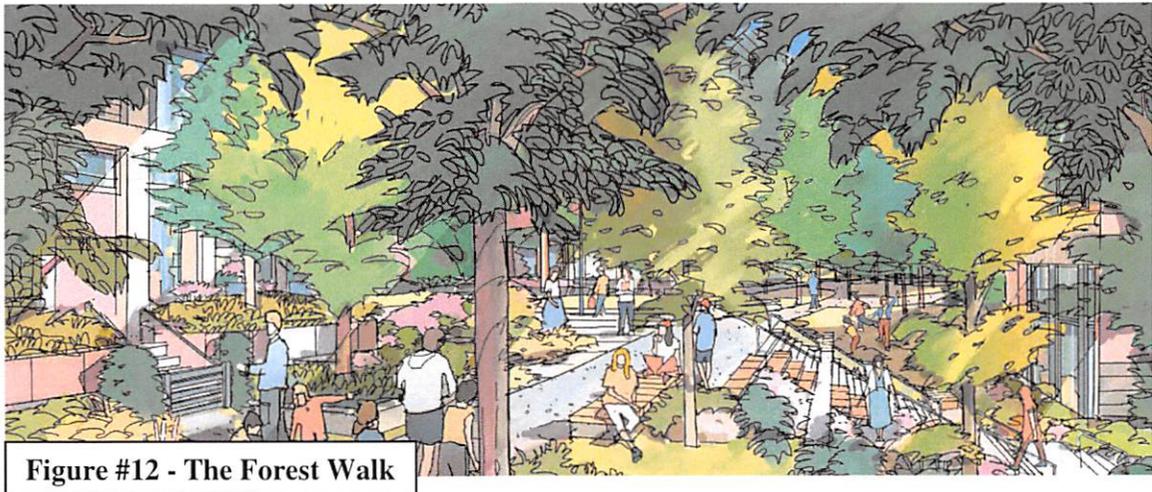


**Figure #11 - The Serpentine**

The precinct will provide a critical mass of residential uses within the centre of the site, with its edges helping to activate and contribute to the character of the village’s structuring public realm elements. Retail, restaurants, and community-oriented uses are encouraged along the Esplanade, completing the southern edge of the high street. At the heart of the community, the proposed Community Club will offer important amenities to both residents of the site and the wider Bainbridge area. Buildings along the southern and eastern edges of the precinct will be predominantly residential with the potential for locally serving retail along the Serpentine, and some employment and hospitality uses on upper storeys. The Centre Precinct is identified to form part of Phases 1, 2, and 3 of development. The intended form of development would be characterized by three mixed-use buildings and one residential building between 12 to 15 storeys in height. Opportunities for landmark architecture will be explored to enhance key views and moments of discovery along the main routes through the site, such as flat iron buildings positioned in response to the distinct angles formed by the streets and public realm. Buildings will also be carefully situated to sit within the Serpentine and Forest Walk

landscapes, with entry's helping to frame and activate the streets and adjacent public spaces.

- **The Greenwood Precinct** is located within the Village Residential Core character area of the Bainbridge Plan and is intended to deliver a significant share of housing as well as contributing to the realization and completion of the Serpentine and Forest Walk (see **Figures #12 and #13**).



The precinct will be predominantly residential in character with residential amenity spaces strategically located to anchor and help activate the adjacent green spaces along the Serpentine. Public realm and mobility improvements are envisioned along Greenwood Street, allowing for street trees, wider sidewalks and cycling facilities that will connect through to the Central Valley Greenway. A new intersection and street into the site from Greenwood will be introduced, providing an important access point for all transportation modes. The Greenwood Precinct is identified to form part of Phases 3 and

4 of development. The intended form of development would be characterized by four residential buildings between 11 to 14 storeys in height. The new buildings will establish a strong edge along Greenwood, with terracing and articulation on upper storeys to maximize solar penetration into the Serpentine, and provide an appropriate massing relationship to the planned built form context to the east and south. Landscaped courtyards between the buildings will also be explored to provide a quieter and more private public space offering.

## 5.0 PUBLIC CONSULTATION

On February 02, 2023 the applicant hosted a joint public information session with Sperling LP, the applicants for 6800 Lougheed Highway (The Burnaby Lake Village Site), between 5:30 p.m. and 7:30 p.m. at 2939 Bainbridge Avenue. Building on the public engagement process undertaken throughout 2021 and 2022 for the Bainbridge Plan, the purpose of the session was to engage in early dialogue with the public and other stakeholders on the proposed vision and concepts of the Burnaby Lake Heights Conceptual Master Plan, in order to help refine the proposal before advancing the application to a Public Hearing. In advance of the public information session, information postcards were mailed to residents and property owners in the area, and posted on the applicant's project webpage. The information card included an invitation to attend the public information session and contact information for the public to submit questions about the project. For those that were unable to attend the public information session, staff were available at the Planning and Development Department to provide information on the concept.

In total, approximately 115 participants attended the information session, or reached out directly to staff with feedback. Feedback on a variety of topics was received and is summarized into the following four themes:

1. Land Use & Form
2. Connectivity
3. Public Realm
4. Public Services and Amenities

*Land Use & Form* – Comments were generally supportive of the proposals, recognizing the need for a diversity of housing and employment uses near transit. Key recurring comments noted the need for non-market housing, locally scaled retail uses, and access to community services such as medical offices and childcare. Staff also heard some concerns about the need for a sensitive transition to lower forms of development to the east, and providing sufficient street level activation and surveillance to encourage a safe community throughout all times of the day. The Master Plan addresses these points by providing opportunities for a broad mix of housing options, including non-market rental units in accordance with the Rental Use Zoning Policy, market rental and strata units, which will include a range of single occupant units through to family sized units, with adaptable units suitable for those with mobility challenges. The concept also includes the potential for seniors housing, allowing alternative opportunities for relocation within the community as residents age. The retail strategy for the site is to provide both larger retail spaces for grocery stores, as well as smaller scaled retail units along the Esplanade in order

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to help encourage a fine grained high street experience with opportunities for locally run business to serve the community. Above the street level, office uses including medical offices are envisioned to provide both a comprehensive service offering for the community, as well as opportunities for start-up businesses, with space to expand within the site and remain in Burnaby over the longer term. The fine grained retail experience, along with strategically located residential lobbies, will ensure the surrounding streets and public spaces are well activated and have sufficient surveillance at all times of the day. Finally, while the detailed massing and density of the future development sites will be determined through a subsequent site specific rezoning process, the intent is to ensure integration into the broader urban fabric and maximize outlook and access to natural light. This will be achieved by developing well proportioned, terraced buildings that are strategically offset to allow for natural light penetration.

*Connectivity* – Comments were supportive of improved access to transit, but also noted the importance of providing the necessary pedestrian and cycling linkages, and appropriate vehicular access points to mitigate potential traffic impacts on the existing network. Comments were also received on the pace of upgrades to existing streets, and a desire to see those expedited where possible. The Master Plan addresses this concern by proposing new pedestrian, cycling and vehicular connections, as well as upgrades to the existing street network on all frontages with extensive pedestrian and cycling linkages as outlined in Connecting Burnaby, Burnaby’s Transportation Plan, and in the Climate Action Framework. Clearly legible vehicle connections are proposed, which thoughtfully connect with existing and proposed street networks, and are supported by a transportation study. The proposed all movements access to Lougheed via the new north-south street will provide new multi-modal connections, alternative emergency service access, and help relieve traffic congestion on Bainbridge Avenue. Significantly, the proposed new streets would be pedestrian orientated streets, with wide sidewalks, reduced vehicular lanes, and pedestrian crossings at strategic locations. Staff note that further transportation assessments would be required as part of the subsequent site specific rezoning processes in order to provide recommendations on parking supply and alternative modes of transportation that reduce private vehicle dependence.

*Public Realm* – Comments were very supportive of the open space network proposed for the site, with some comments noting the need for the public spaces to be accessible to all, well connected, and provided with appropriate weather protection in places so that they can be enjoyed throughout the year. The Master Plan addresses these points by proposing a range of public open spaces catering to a variety of activities, including a pedestrianized high street and gateway plaza ideal for community gatherings and festivals, a naturalized forested area with walking trails, a greenway with activity nodes for children’s play and dog parks, as well as more intimate, weather protected public spaces and courtyards between the buildings. These spaces will be protected for 24/7 public access through statutory right-of-way agreements and appropriate signage. The plan proposes public open spaces that are generally located on the ground level so that they can be accessed by people of all abilities, either via the proposed pathways and connections, or via a network of ramps and elevators, which would be detailed as part of the site specific rezoning work. The proposed open spaces will be connected to the broader Bainbridge area by a network of sidewalks and cycle paths, ensuring safe and direct access for residents outside of the immediate neighbourhood. Weather protection will be explored further as part of the site specific rezoning applications, however, the intent is to provide partially weather

protected public spaces throughout the site to allow for public use and enjoyment throughout the year.

*Public Services and Amenities* – Comments noted the need for schools, as well as community amenities that provide opportunities for social connections with residents throughout the Bainbridge area. While the subject site is not being considered for a public school, Staff note that the City works closely with the Burnaby School District to project future population growth and its relationship to school enrolment and the provision of new public school facilities. The Bainbridge Plan identifies a potential school site at the northwest corner of Buffalo Drive and Phillips Avenue should the School District determine that a new school is required for this community. In regards to the development of community facilities, Staff note that the City is actively pursuing new community facilities within the Burnaby Lake Sports Complex, including the Burnaby Lake Aquatics and Arena Facility, which is currently under construction. In addition to City community facilities, the Master Plan concept includes a community club in the centre of the site, which is envisioned to include space for childcare, co-working, non-profit office space, meeting space, and fitness facilities. Significantly, the community club would be accessible for anyone in the community, and not just residents of this development.

The feedback received at the public information session indicated general public support for the concepts and vision for the proposed Burnaby Lake Heights Master Plan. Following the initial public input process, City staff continued to work with the applicant and their consultants to refine the Conceptual Master Plan to be brought forward to Public Hearing. To complete the public input process, the Master Plan is located on the City’s project webpage for public viewing. Consistent with the City’s Public Hearing process, the Master Plan will also be made available for viewing at the Planning Department.

## **6.0 GENERAL COMMENTS**

### *6.1 Phasing and Servicing*

The site is envisioned to be developed over four main phases, as shown in **Figure #14**, each having a unique identity and relationship within the site. Phase 1 involves the development of buildings A and G in the northwest corner of the site, as well as the north-south street and a portion of the Forest Walk. Phase 2 follows with development of the Esplanade and buildings B, C, D, and M, as well as the proposed east-west street connecting to Collister Drive. Phase 3 involves completion of buildings E, F, H, and potential J, with portions of the Serpentine and the remainder of the Forest Walk completed in this phase. Finally, Phase 4 includes completion of buildings K and L, as well as the remaining portion of the Serpentine. The size, location, and orientation of the phases are influenced by such factors as vehicular access, parking capacity, timing for community service provisions, and site servicing requirements. It is anticipated that each phase would be brought forward as a single, or related grouping of site specific rezoning applications. It is noted that the plan allows for a flexible phasing approach should there be an impetus to advance development in a different order or in smaller sub-phases.



**Figure #14 - Preliminary Phasing Plan**

Each phase will be responsible to provide the necessary road and servicing improvements in order to support the development. The site concept envisions acquisition and consolidation of study area #1 as part of Phase 4 of development. However, as noted above, should a standalone development be pursued for study area #1, alternative forms would be explored for Building’s K and L that are in keeping with the height, use and massing guidelines outlined in the Conceptual Master Plan. Furthermore, building N could be advanced at any time should a suitable consolidating be achieved.

To date, the City has received a site specific rezoning application for Phase 1 (Rezoning Reference #22-32). It is noted that advancement of the site specific rezoning application is subject to Council approval of the subject Master Plan rezoning. It is envisioned that all phases

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and their adjacent service provisions would be completed over an approximate 15 year period. However, the exact timing of development is reflective of prevailing market conditions.

## 6.2 Site Densities

Site densities are determined based on gross site area. Subject to legal survey and successful acquisition of study area #1, the Burnaby Lake Heights Site would be approximately 14.56 acres (58,931 m<sup>2</sup>) in size. Under the Bainbridge Plan, the site is designated as village core mixed-use utilizing the RM5uv-a Multiple Family Residential District, and commercial/employment utilizing the C2 Community Commercial District as guidelines. The M2 General Industrial District and P5 Community Institutional District are also supported for this site in order to permit greater flexibility in housing provision and employment opportunities, such as dedicated seniors housing and limited manufacturing uses, such as brew pubs. Accordingly, the M2 and P5 Districts are included as guideline zoning districts within the sites proposed Comprehensive Development CD District zoning.

Zoning District	Site Area (m <sup>2</sup> )	Maximum FAR	Maximum GFA (m <sup>2</sup> )
RM5uv-a District Base	58,931	2.40	141,434.40
RM5uv-a District Offset	58,931	0.86	50,680.66
RM5uv-a District Rental	58,931	0.49	28,876.19
C2 District	58,931	1.30	76,610.30
P5 District	58,931	TBD	TBD
M2 District	58,931	TBD	TBD
<b>Total</b>		<b>5.05</b>	<b>297,601.55</b>

**Table #1 - Permitted Density across the Burnaby Lake Heights Master Plan Site**

The maximum residential density permitted across the Burnaby Lake Heights Site would be up to 3.75 FAR, and maximum commercial / employment density permitted would be up to an additional 1.30 FAR, for a total of 5.05 FAR as outlined in **Table #1** above, subject to conditions set out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council. It is noted that utilization of the P5 or M2 District would offset C2 District density so as to ensure that the overall density for the site does not exceed 5.05 FAR. As noted above, the Burnaby Lake Heights Site is anticipated to be developed over multiple phases. It is acknowledged that the maximum gross floor areas of each building and phase of development will be determined through the subsequent site-specific rezoning applications, and that the collective gross floor areas of all buildings shall not exceed the maximum density identified for the site as indicated in **Table #1**, or as allotted to each phase in accordance with the terms of a density allocation covenant.

## 6.3 Inclusionary and Voluntary Rental

In accordance with the Rental Use Zoning Policy, Stream 2 Inclusionary Rental is applicable to the subject development. The Master Plan concept accounts for the equivalent of 20% of the proposed market units delivered through the RM5uv-a District base density as non-market rental housing, with the potential to provide additional rental housing in accordance with the Rental

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Use Zoning Policy. The pursuance of non-market rental housing (at or below 80% of CMHC median rates for the Burnaby north rental survey area) in order to help meet the City's housing affordability objectives provides access to the 0.86 FAR offset density available under the RM5uv-a District. Up to 0.49 FAR for the inclusionary units is also accounted for under the RM5uv-a District zoning. Under the adopted policy, once the 20% non-market rental housing obligation is satisfied, any remaining density of the 0.49 FAR available for non-market rental could be used for additional rental housing at the discretion of Council. If granted, the units derived from this density would be provided at a 1:1 ratio of market rental units to non-market rental units (at CMHC market median rates). This arrangement would be secured through a Section 219 Covenant and Housing Agreement. Subject to Council approval, up to 49% of the C2 District zoning can be utilized for market rental uses provided the full base and offset density compliment of the RM5uv-a District is provided.

#### 6.4 Design Guidelines

As part of the Conceptual Master Plan for the site, a set of Design Guidelines are provided establishing architectural, landscape, and environmental guidelines for the overall site. The guidelines help ensure consistency over the multiple phases and the many years it is anticipated to complete the site's redevelopment. Guidelines are provided for:

- Building Setbacks
- Building Projections
- Building Heights
- Material Pallet
- Site Grading
- Sidewalk and Pathway Standards
- Road and Pathway Cross Sections
- Landscape Treatment
- Site Lighting
- Public Art
- Universal Accessibility
- Building Signage

These standards are not intended to restrict architectural expression, as design aesthetics may evolve over time. It is, however, intended to encourage a language of unifying elements amongst the architecture, landscape, and public realm that will guide site-specific designs regardless of the designer, owner or applicant in the future.

#### 6.5 Sustainability and Community Resiliency

The Master Plan concept is rooted in a sustainable and resilient development approach. At its core, the concept proposes the transition of an underutilized industrial and commercial area into an engaging village centre, organized around public spaces, with multi-modal connections to transit and the broader community. Below is a summary of the sustainability and resiliency goals that would be achieved as part of the area's proposed redevelopment:

- *Economic Sustainability and Resiliency Goals:* The central concept is to create a vibrant and diverse commercial area that includes a locally scaled high street, with opportunities for larger format retail spaces such as grocery stores, small to medium scale office space, as well as opportunities for hospitality uses and community services such as medical offices. Realization of the Plan would provide a wide range of job opportunities within the neighbourhood, including initial construction related employment and long-term retail, office, and service employment. As a driver of the site's concept, locally run, smaller scale retail uses are intended to serve the area, while office uses are intended to provide opportunities for business growth, enabling incubator and start-up businesses to expand within the site and remain in Burnaby over the longer term. To support a culture of entrepreneurship, live-work units are encouraged at grade along major streets and connections.
- *Social Sustainability and Resiliency Goals:* The public realm is envisioned to provide a variety of active and contemplative spaces for daytime, nighttime, and multi-season use, in all weather conditions and accessible to all. Access to nature is also a key driver for the site, ensuring all residents are able to access significant naturalized areas within a few minutes walk of their residence. Buildings are to be flexible, adaptable and programmable for various uses, including childcare, youth-oriented activities, and seniors' centres. The community club building proposed in Phase 2 of the project is intended to provide programming and gathering space for residents of both the site and the broader Bainbridge community to help encourage greater social cohesion as the community grows and changes over time. Residential units are intended to suit a range of incomes and age cohorts, offering a diversity of housing forms and tenures, including adaptable units, and market and non-market rental housing in accordance with adopted housing policy. New pedestrian, cyclist, and transit linkages that increase walkability, accessibility, livability, and safety are also proposed as a major component of the public realm.
- *Environmental Sustainability and Resiliency Goals:* The concept is based on the development of a mixed-use, transit-integrated community in which key goals are to: promote green buildings; reduce waste and water consumption, improve energy efficiency, increase the ecological function of local streams and watercourses, restore the tree canopy, promote local ecosystems and supply chains, and utilize the latest technology to support efficient and resilient servicing and transportation infrastructure. Buildings will be required to comply with the Step Code standards applicable at the time of site specific rezoning, as established by the City's Green Building Policy requirements. Strategies to reduce green house gas (GHG) emissions will be explored at each phase of development in order to help meet the City's Climate Action targets of 45% reductions by 2030, 75% reductions by 2040, and carbon neutrality by 2050. Reduced parking supported by transportation demand management measures will also be explored as part of the site specific rezoning applications.

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## 6.6 *Parking, Loading, and Active Transportation*

Utilising the targets in the City's Transportation Plan and in support of the goals in the Climate Action Framework, the applicant's consultants have prepared a Transportation Impact Assessment for review by the City, which provides information on estimated vehicle volumes, as well as anticipated upgrades to the surrounding transportation network. Additional transportation studies will be prepared as part of each phase of development to further refine the required upgrades to the surrounding transportation infrastructure, as well as determine the optimal level of parking and loading for each development, which will be supported by a package of transportation demand management measures that encourage sustainable forms of transportation and minimize the construction of excess carbon intensive infrastructure and excavation. Furthermore, 100% of the residential parking spaces will be equipped with Level 2 Electrical Vehicle (EV) Charging infrastructure, as well as additional commercial EV charging opportunities, to assist in meeting the City's climate action goals.

## 6.7 *Site Servicing*

An Engineering Master Plan is required to be completed as part of the Master Plan process. However, all required services will be obtained as part of each phase's site-specific rezoning application. At the time of each rezoning, the General Manager Engineering will assess the need for any required services to the site.

## 6.8 *Road Dedications*

To support servicing and access requirements for the site, road dedications are required on Lougheed Highway, Bainbridge Avenue, and Greenwood Street. In addition, dedications are required for the proposed internal street network within the site, with the exception of the northern most portion of the north-south street, which will be a private road with a statutory-right-of-way agreement to allow for public passage. A private road is proposed in order to facilitate underground parking connections between Phases 1 and 2. Dedications will be determined and taken in conjunction with each phase of development through subsequent site specific rezoning applications.

## 6.9 *Road Closures and sale of City Land*

In accordance with the Bainbridge Plan, the City lanes located at the northwest corner of Bainbridge Avenue and Greenwood Street site are identified for closure and sale. The Master Plan concept envisions the closure and consolidation of a portion the existing City lane located to the west and north of within study area #1. Should the applicant pursue acquisition of study area #1, purchase of a portion of the City lane would be required. The substandard north-south lane to the west of study area #2 is also identified to be closed and consolidated of the with the subject site. Finally the north-south lane connected to Greenwood Avenue and the east-west lane within study area 2 are identified for closure and consolidation to support the development of Building N. The Realty and Lands Division of the Department of Lands and Facilities would forward a separate reports detailing the values of the proposed land sales for Council's consideration and

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approval prior to Third Reading of the site specific rezoning applications through which the road closures occur. The report will be prepared once the Realty and Lands Division has concluded negotiations with the applicant.

#### 6.10 Adaptable Housing

Each phase of development is required to provide a minimum of 20% of the total number of single-level residential units as accessible, in line with the Council-adopted Adaptable Housing policy. Accessible parking stalls in accordance with Zoning Bylaw Requirements will also be required. Residential accessible parking stalls would be protected by a Section 219 Covenant as common property to be administered by the strata corporation or rental management company.

#### 6.11 Geotechnical Analysis

A Geotechnical and Groundwater Study will be required in conjunction with each phase of development to ensure that the site can be used safely in line with its intended uses, and that the site's excavation will not draw down the water table or cause impact to adjacent properties and road rights-of-way.

#### 6.12 Easements, Covenants and Statutory Rights-of-Way

Necessary easements, covenants and statutory rights-of-way for the site are to be provided with each phase of development.

#### 6.13 Acoustical Analysis

An Acoustical Study will be required in conjunction with each phase of development due to the proximity of the site to the Millennium Line SkyTrain Guideway and Lougheed Highway showing that the proposed development would meet the Council-adopted noise criteria.

#### 6.14 Tree Bylaw

As the site will be extensively excavated for the proposed development, an arborist's report and tree survey will be required prior to Final Adoption of each phase of development, identifying on-site trees to be removed or retained. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. A detailed landscape and tree planting plan will be required as part of a suitable plan of development to replace existing trees to be removed from the site.

#### 6.15 Stormwater Management

A Stormwater Management Plan will be required in conjunction with each phase of development. A suitable engineered design to the approval of the General Manager Engineering will be required for the on-site stormwater management system, the deposit of sufficient monies to guarantee the provision, as well as a Section 219 Covenant to guarantee its provision and continuing operation will be required through each phase of development.

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### 6.16 Site Disclosure Statement

Given the current and past industrial uses located on the site, a Site Disclosure Statement and resolution of any resultant conditions is required.

### 6.17 Master Signage Plan and Comprehensive Sign Plans

A Master Signage Plan is required identifying maximum sign numbers, locations, and sizes per frontage. The Master Sign Plan will allow for variances to the Burnaby Sign Bylaw in regard to the permitted size, number and types of signage on any given frontage. Comprehensive Sign Plans further detailing sign numbers, locations, sizes and attachment details of proposed signage will be required as part of each site specific rezoning application.

### 6.18 Development Cost Charges

Development Cost Charges including, but not limited to the Burnaby School Site Acquisition Charge, Parkland Acquisition Charge, Regional Transportation Charge, GVS&DD Sewerage Charge, and Regional Water Charge will be required in conjunction with each site-specific rezoning application.

## 7.0 CONCLUSION AND NEXT STEPS

The subject rezoning amendment proposes a Conceptual Master Plan and Design Guidelines for the Burnaby Lake Heights Site located at the southwest corner of Lougheed Highway and Bainbridge Avenue. As one of the key sites within the Bainbridge Urban Village, the site along with 6800 Lougheed Highway is identified under the Bainbridge Plan as the village core. Together, these two strategic development sites are expected to deliver an engaging high street experience, a broad range of housing and commercial opportunities, and high-quality neighbourhood amenities. Given the site's strategic location within Bainbridge, its redevelopment, together with 6800 Lougheed Highway, presents a significant opportunity to create not only transit-oriented development, but a vibrant, distinct, and walkable village centre that is designed around significant public spaces and is complete with diverse land uses and building forms that help deliver the necessary housing and local services for the Bainbridge community. The concept established through the Burnaby Lake Heights Master Plan realizes this intent by proposing a complete, mixed-use village centre that has the potential to act as a catalyst to inspire further redevelopment within the Bainbridge area. The development concept is supported by a dynamic public realm, which includes new signature public spaces, as well as new multi-modal linkages connecting the site through to the Sperling-Burnaby Lake SkyTrain Station and the broader Bainbridge Urban Village. The public realm is framed by the surrounding built form, which is proposed to comprise 12 distinct buildings ranging in height from 8 storeys to 16 storeys.

Overall, the proposed Conceptual Master Plan exemplifies exceptional urban design and place making, focusing on a public realm first approach, with a built form concept that relates to the streets and open spaces, and delivers a highly livable neighbourhood. The interplay of housing tenures, urban design, place making, architecture, and landscape architecture showcases a highly

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creative approach to development. The proposal is considered supportable by Staff and is recommended to advance to Public Hearing.

As the Master Plan concept is proposing only general development guidelines, no specific development is proposed for approval through the subject rezoning application. Subsequent site-specific rezoning applications require approval by Council for specific phases of development in line with the Master Plan, including the submission of subsequent proposals to a future Public Hearing.



E.W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

MN:spf

**Attachment 1 – Sketch 1**  
**Attachment 2 – Sketch 2**