

TO: CHIEF ADMINISTRATIVE OFFICER April 13, 2023

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: **REZONING REFERENCE #22-28**
Burnaby Lake Village Conceptual Master Plan
Bainbridge Urban Village Community Plan

ADDRESS: 6800 Lougheed Highway (see *attached* Sketches #1 and #2)

LEGAL: Lot 1, Except: Firstly; Part in LMP44883, Secondly; Part in Plan BCP314, Thirdly; Part in Plan BCP1828, Fourthly; Part in Plan BCP22451 District Lot 78 Group 1 New Westminster District Plan 74615

FROM: M2 General Industrial District 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 Village at 6800 Lougheed Highway" prepared by Sperling Limited Partnership)

APPLICANT: Sperling Limited Partnership
1701-1166 Alberni Street
Vancouver, BC V6E 3Z3
Attn: Eric Hughes

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

RECOMMENDATIONS:

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading and to a Public Hearing at a future date.
2. **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.

R E P O R T

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 Village 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).

3.0 BACKGROUND

- 3.1 On October 03, 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 Village Master Plan Site is approximately 18.81 acres (76,121.96 m²) in size and is comprised of a single large parcel located at 6800 Lougheed Highway (see **Figure #1** below). The site is located within the Bainbridge Urban Village Community Plan (Bainbridge Plan), at the southeast corner of Lougheed Highway and Sperling Avenue.



The site is currently improved with the Saputo milk plant and accessory surface parking, which is scheduled for decommissioning in the near future. Access to the site is via Winston Street and Sperling Avenue. The site is currently zoned for industrial uses under the prevailing M2 General Industrial District. A narrow band of R2 Residential District zoning is also present along the northern edge of the site, intended as a buffer zone to Lougheed Highway and not for residential uses.

- 3.3 The subject site forms part of the western gateway into the Bainbridge Urban Village, and is generally bounded by Lougheed Highway to the north, 7000 Lougheed Highway to the east, Greenwood Street to the south, and Sperling Avenue and Winston Street to the west. The defining features of the site are its direct adjacency to major transportation infrastructure, including Sperling-Burnaby Lake SkyTrain station, Lougheed Highway, the Central Valley Greenway, and the bus exchange, as well as its proximity to Burnaby Lake Regional Nature Park. Straddling the northern property line is the Millennium Line SkyTrain guideway, with a gas station and townhomes beyond, across Lougheed Highway. To the east is the site of the former Telus communications facility at 7000

Lougheed Highway, which is the subject of a Master Plan rezoning application for a high-density mixed-use development. A Public Hearing report on the Burnaby Lake Heights Conceptual Master Plan (Rezoning Reference #22-15) for 7000 Lougheed Highway appears elsewhere on the Council agenda. To the south, across Greenwood Street are low-rise industrial buildings, and to the west is the bus exchange, with the Burnaby Lake Regional Nature Park beyond, across Winston Street.

- 3.4 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 bus exchange and the neighbouring site to the east (7000 Lougheed Highway) for village core mixed-use development, with high-density residential and commercial uses to the north and south, and park space and community uses to the west.
- 3.5 Given the site's strategic location within Bainbridge, its redevelopment, together with 7000 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.
- 3.6 After considerable design development and public consultation, the applicant has now submitted a Conceptual Master Plan for presentation to a Public Hearing which conforms to 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 Village 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 Planning Principles

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

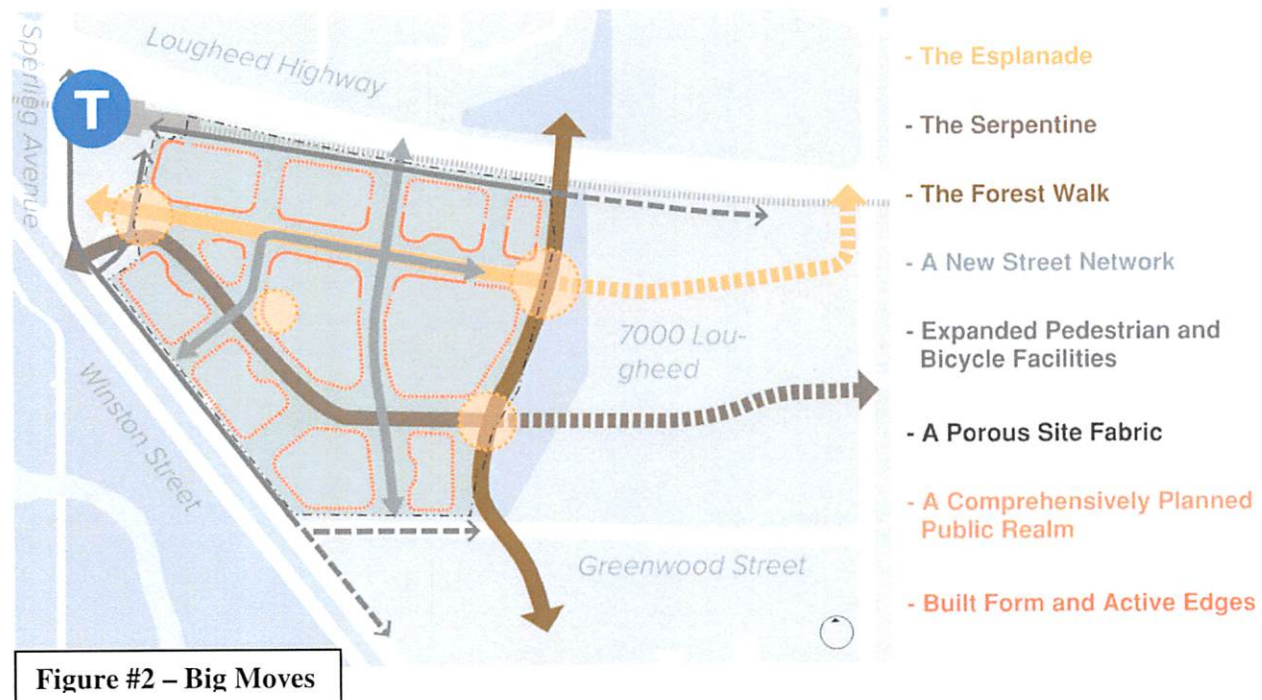
The broader vision for the Burnaby Lake Village Site is: *An accessible, approachable, and amenity-rich mixed-use destination that will be the central hub and heart of the Bainbridge Urban Village; to cultivate a human-scale, fine-grained landscape where individuals and families can put down roots and live full, exciting and enriching lives.*

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

1. **A Complete Community:** position the site as the heart of a re-conceptualized, transit-focused community, leveraging its strategic location to deliver a complete mix of local services and amenities, enabling live, work, and play within the Urban Village.
2. **Flexible Local Employment:** provide for a range of employment opportunities on the site to maintain and expand the potential for living and working locally in Bainbridge.
3. **Distinct Built Form:** foster community character and a sense of place unlocked by transit-supportive densities, expressing a range of distinct urban village forms emanating from the SkyTrain station and Lougheed Highway corridor.
4. **Parks and Open Space System:** create a system of publically-accessible and private open spaces across the site, supported by a range of urban, green and natural pedestrian links that connect the entire site and major destinations throughout the Bainbridge Urban Village.
5. **Housing Diversity:** contribute to a spectrum of housing options including purpose-built rental, family-orientated units, opportunities for multi-generational living, and non-market housing in support of Burnaby's housing policies.
6. **Environmental Sustainability:** identify strategies, innovative practices and technologies to enhance environmental performance and resilience at different scales across the site.
7. **Mobility Network:** implement a multi-modal network that prioritizes walking, cycling, and transit use by improving access across the site, to the SkyTrain station, Burnaby Lake Park, and other key locations.
8. **Social Sustainability and Community Resilience:** prioritize diverse and inclusive neighbourhoods, which offer supportive social infrastructure and opportunities for all residents to participate in the many aspects of community life.

From these eight guiding planning principles, eight big moves were developed (as illustrated in **Figure #2**). Together they create a structural framework and foundation for the Master Plan,

delivering a range of important community benefits. These moves reposition the site as a vibrant heart to the Bainbridge Urban Village, setting up a range of integral new multi-modal connections and land uses that will contribute to the realization of the broader vision for Bainbridge as a mixed-use, transit-orientated complete community.



1. **The Esplanade** - the signature urban boulevard extending from the Sperling-Burnaby Lake SkyTrain station through 7000 Lougheed Highway to Bainbridge Avenue in the east, functioning as a vibrant retail high street that is bookended by two urban plazas.
2. **The Serpentine** - the neighbourhood's green connection across the site, punctuated by spaces that provide opportunities for recreation, discovery, and day-to-day community life.
3. **The Forest Walk** - a north-south green spine connecting the broader Urban Village, and creating a shared natural amenity space and trail system between 6800 and 7000 Lougheed Highway.
4. **A New Street Network** - vehicular access introduced between Winston, Greenwood, and Lougheed, providing a new north-south connection across Lougheed Highway, and supporting dedicated infrastructure for cyclists and pedestrians.
5. **Expanded Pedestrian and Bicycle Facilities** - new and improved pedestrian and bicycle facilities along Lougheed, Winston, and Greenwood improve the site's interface with busy peripheral streets and the Central Valley Greenway, prioritizing active transportation links to the SkyTrain and Burnaby Lake Park.

6. **Porous Site Fabric** - a network of fine-grained pedestrian and cyclist connections complement major routes, facilitating seamless movement through the site and the broader urban village.
7. **A Comprehensively Planned Public Realm** - a series of attractive gathering spaces are positioned at key nodes and along movement corridors, weaving a collection of experiences and sense of discovery into the urban fabric, culminating at the Sperling Gateway Plaza where the Esplanade, Serpentine, and SkyTrain meet.
8. **Built Form and Active Edges** - character and animation at the ground plane where new buildings are designed to respond to the pedestrian experience, framing and animating new public spaces.

The above planning principles and big 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

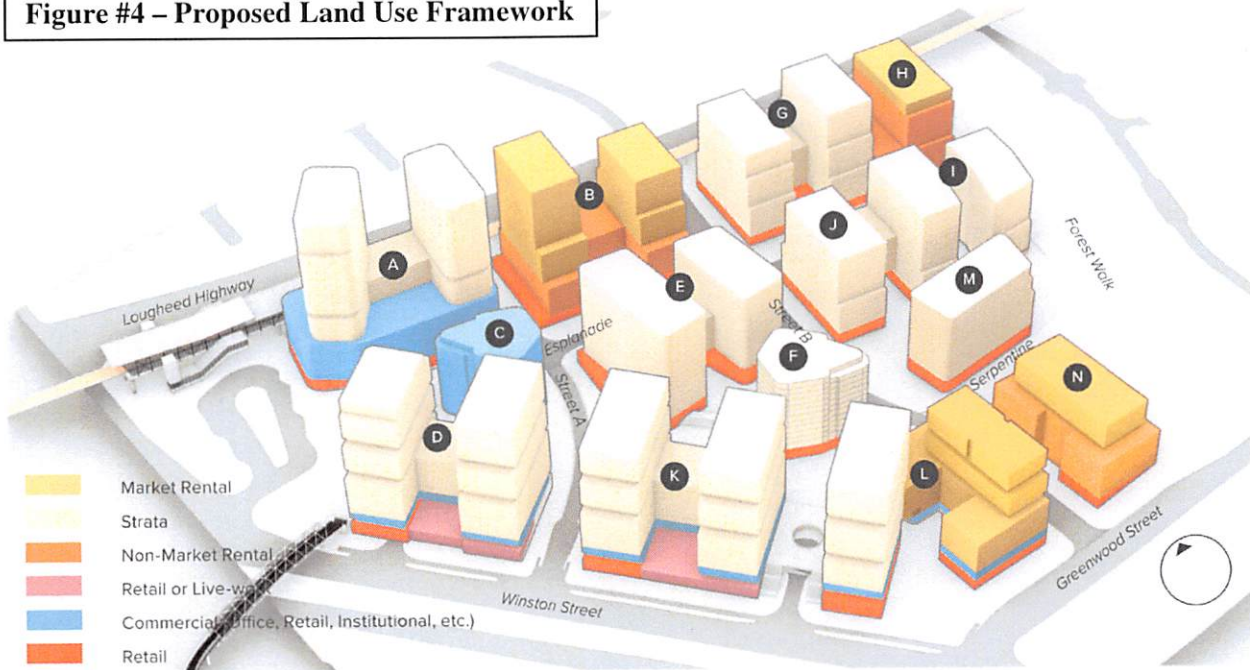
The overall concept for the site is to see its eventual transition from an underutilized industrial site at the western gateway of the Bainbridge Urban Village, into a vibrant, inclusive, and connected village centre, maximizing its strategic location along with 7000 Lougheed Highway to provide a diversity of housing, employment, and public amenities in proximity to rapid transit. As shown in **Figure #3**, upon completion, the approximately 19 acre site is envisioned to accommodate 14 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 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. Also illustrated in **Figure #3** is a potential building on the bus exchange site to the west. Although conceptual, should the bus exchange redevelop in the future, with busses accommodated on the street or under the building in a new exchange, the intent for redevelopment on that site would be to help activate and frame the Gateway Plaza with retail and commercial uses on the lower levels, and residential uses on terraced upper storeys to allow for sunlight penetration into the plaza.

Figure #3 - Proposed Composite Site Plan



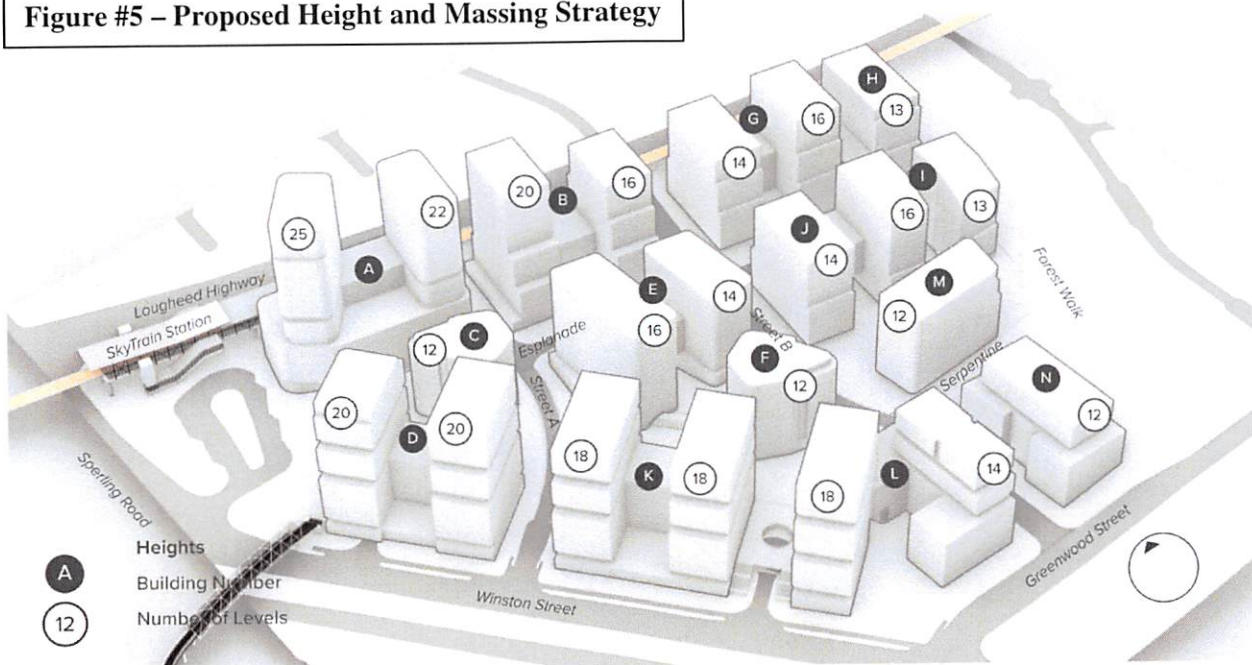
The proposed development framework incorporates a broad range of land uses (see **Figure #4**), including opportunities for residential strata, market and non-market rental, and live-work uses, commercial uses including retail, office, childcare, medical services, grocery stores, and hospitality uses, as well as the potential for seniors housing and complimentary industrial manufacturing uses, such as brew pubs. The concept also contemplates a community gathering hall within a commercial podium along the Esplanade. The intent is to provide a high-quality, welcoming space for residents throughout the Bainbridge area to host events, gatherings, and celebrations. Further design and viability studies will be undertaken through the site specific rezoning work to determine the optimal size and location for the amenity. At full build out, the concept is estimated to provide upwards of 4,800 homes catering to a range of household types and income levels, as well as the potential for over 1,000 new 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.

Figure #5 – Proposed Height and Massing Strategy



Working in concert with the proposed Burnaby Lake Heights Master Plan for 7000 Lougheed Highway, the proposed building heights and forms work to reinforce and accentuate the site grading and natural landscape, frame the streets and aid legibility, activate and define public spaces, and mark key nodes and connections with landmark buildings of exceptional design and materiality. Overall the intent is to focus the tallest buildings towards the SkyTrain Station and Winston Street, with heights generally tapering off to the south and east. The Master Plan also provides high-level form and massing direction for the bus exchange site, should it redevelop in the future. The intent for the bus exchange site would be to deliver a highly terraced, well-proportioned building no more than two-thirds the height of the tallest permitted building within the Burnaby Lake Village site, in order to allow for natural light penetration into the Gateway Plaza, and to help breakdown the sense of scale at the eastern gateway to the village centre.

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.

Figure #6 –Precinct Plan



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 #12**). The following is a brief overview of the intent for each precinct.

- **The Gateway Precinct** is located within the Village Centre character area of the Bainbridge Plan. Consistent with the Bainbridge Plan's directions, this precinct will be the gateway not only for the site, but for the wider Bainbridge area, focusing the greatest concentration of transit-orientated uses and densities adjacent to the SkyTrain. The precinct contributes to the creation of a central, mixed-use community hub at the SkyTrain, providing a mix of commercial and employment uses, community services, and new housing, all anchored by the Gateway Plaza – a new signature public square lined with restaurants, shopping, and amenities at the confluence of the Esplanade, Serpentine, and SkyTrain (see **Figure #7**).

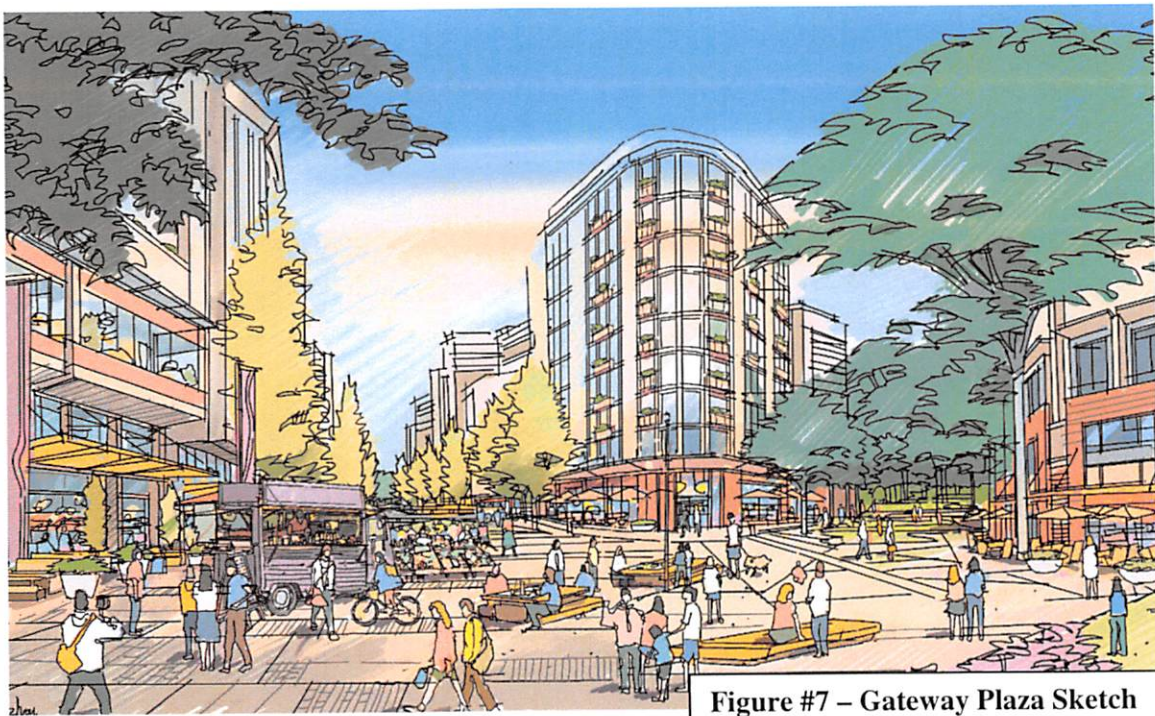


Figure #7 – Gateway Plaza Sketch

As a pedestrianized public space, the Gateway Plaza provides an ideal setting for markets, festivals, and community gatherings. Branching off from the Gateway Plaza, the Serpentine – an engaging greenway with a variety of programmed activity zones and flexible green space for relaxation – and the Esplanade – a lively pedestrian orientated high street – permeate out into the neighbourhood. The Lougheed edge will seek to mitigate and repair the site's relationship to Lougheed Highway and the SkyTrain guideway by providing a multi-use trail with opportunities for public space programming and generous soft landscaping (see **Figure #8**).

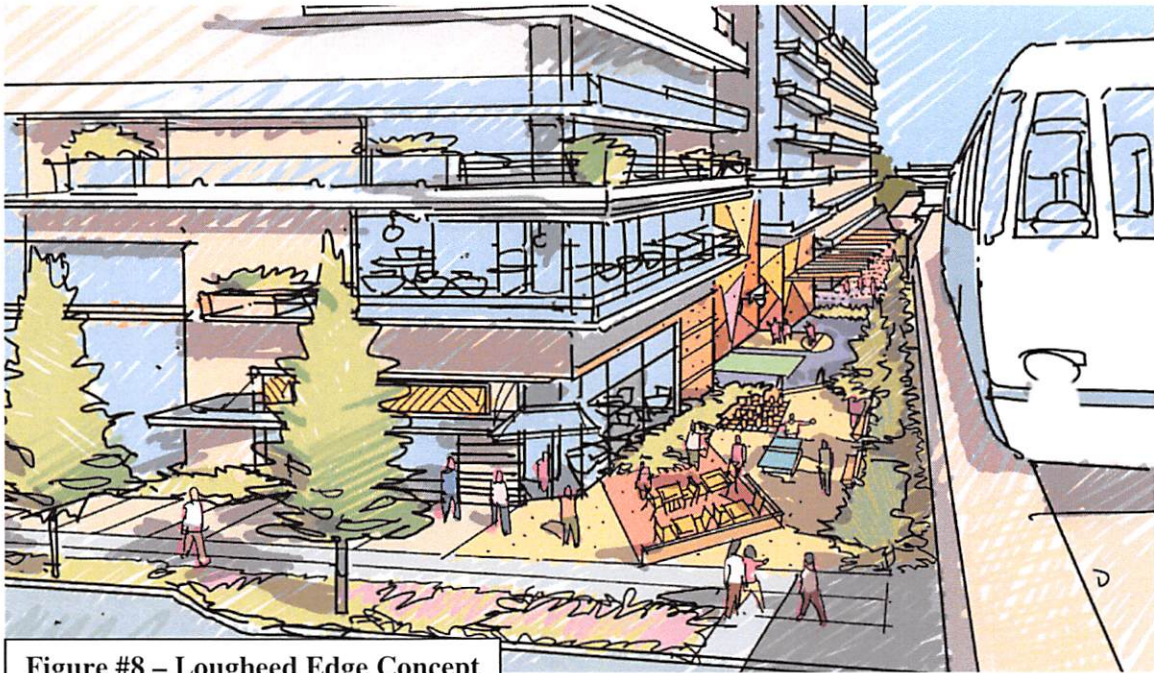


Figure #8 – Lougheed Edge Concept

Along the Winston Edge, street level live-work units and sensitively integrated manufacturing/employment uses will be encouraged, buffered from Winston Street by wide separated sidewalks, rain gardens, and treed boulevards. The Central Valley Greenway will also be improved along Winston Street with a separated bicycle path, with opportunities for connection into the site at strategic points along the route, including along a new street that will connect Winston Street through to the high street. A key design feature of the new street, will be the incorporation of a landscaped watercourse channel to daylight a portion of the Pollywog Creek flow.

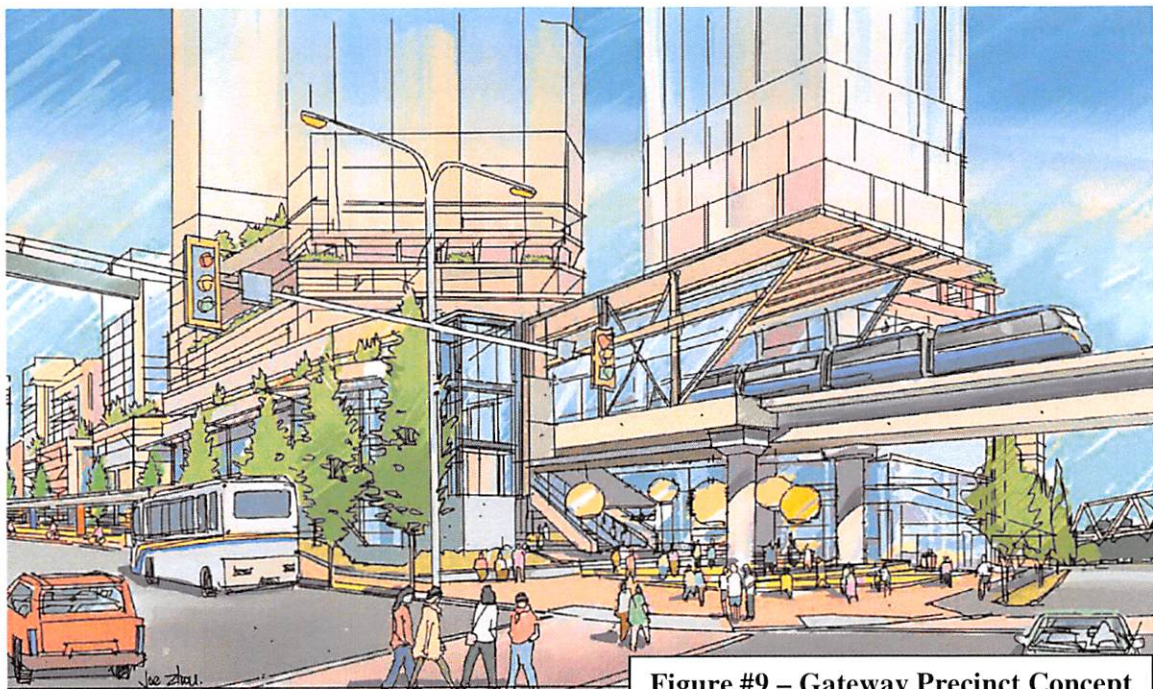


Figure #9 – Gateway Precinct Concept

The Gateway Precinct is identified to form Phase 3 of development. The intended form of development would be characterized by four mixed-use buildings between 12 to 25 storeys in height (see **Figure #9**). This precinct supports the tallest heights within the Urban Village, positioned adjacent to the SkyTrain station to serve as landmarks for both the station and the Gateway Plaza. Massing will be articulated and terraced towards the plaza to reduce the sense of enclosure within the public realm, with overall heights generally scaling down in all directions from this precinct. New buildings, including a signature “jewel” building at the intersection of the Esplanade and Serpentine, will be orientated and sculpted to frame the adjacent public spaces and enhance views into the Gateway Plaza, while also contributing to a welcoming and village-like architecture.

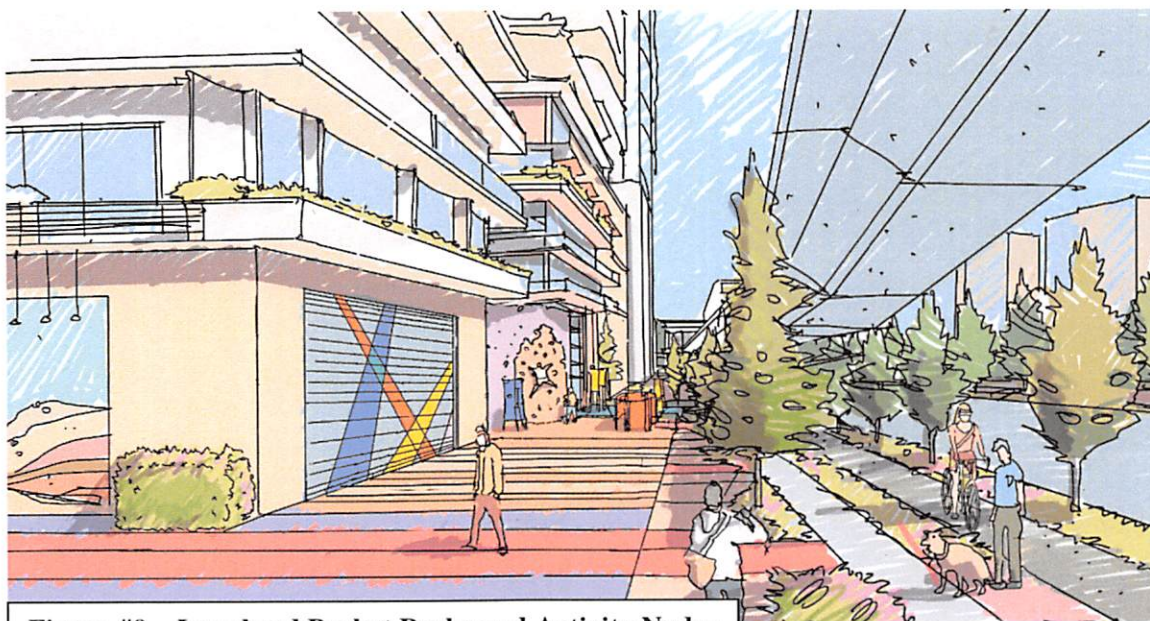


Figure #9 – Lougheed Pocket Parks and Activity Nodes

- **The Lougheed Precinct** is located within the Village High Street and Lougheed Corridor character area of the Bainbridge Plan, and plays an important role in realizing the Esplanade as a vibrant retail high street for the Urban Village. The precinct will be primarily residential in character, with ground floor commercial uses, including a potential grocery store, and residential uses on upper storeys. Lougheed Highway will be enhanced with a multi-use trail, pocket parks and soft landscaping (see **Figure #10**), and a new north-south street will connect the site to Lougheed, providing additional safe crossing to and from the heart of the Urban Village and SkyTrain. While the Esplanade will not be fully pedestrianized in this precinct, the street is envisioned to have a high-quality, pedestrian focused curbside design, with large setbacks for café seating and product displays, and special paving to match the Gateway Plaza. The intent is to create a seamless high street experience from the Gateway Plaza through to 7000 Lougheed Highway. Special consideration will be given to the location of underground parking and loading access points in order to allow the Esplanade to close to vehicular traffic during special events and community celebrations.

At the eastern end of the Esplanade, a landscaped stair connection will bring residents up through the Forest Walk – a naturalized green space with walking trails – to 7000 Lougheed Highway, where the Esplanade continues through to Bainbridge Avenue. 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 buildings between 13 to 16 storeys in height. Buildings heights will generally transition down from the Gateway Precinct, with a slight height valley marking the new north-south street. The proposed mid-rise forms will explore terracing above a commercial street wall in order to break down the sense of scale along the high street.

- **The Centre Precinct** is located primarily within the Village Residential Core character area of the Bainbridge Plan. Nestled between the Esplanade, Forest Walk, and Serpentine, 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 #10**).



Figure #10 – The Serpentine

The precinct will function as the residential heart of the neighbourhood, providing 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 structural public realm elements. Retail, restaurants, and community-oriented uses are encouraged along the Esplanade, completing the southern edge of the high street. Local retail opportunities are also encouraged along the Serpentine to help activate the building edges and adjacent public realm. The Centre Precinct is identified to form part of Phases 1, 2, 4, and 5 of development. The intended form of development would be characterized by five residential buildings with street level commercial, between 12 to 16 storeys in height. Opportunities for signature architecture will be explored to enhance key views and moments of discovery along the main routes through the site, such as a flat iron building positioned at the junction of the Serpentine and the new north-south street. 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 Winston and Greenwood Precinct** is located within the Winston Corridor, and the Village Residential Core character areas of the Bainbridge Plan. Located along the western edge of the Urban Village in proximity to the Central Valley Greenway and Burnaby Lake Park, this area is intended to deliver a significant volume of new housing and street level employment uses, such as live-work, limited manufacturing uses, and café and local retail opportunities at the corner of Greenwood and Winston. The precinct will play an important role in creating a fresh interface with Winston Street and the Central Valley Greenway, establishing a strong western edge and presence for the Urban Village when viewed from Burnaby Lake Park and the east-bound SkyTrain. Winston Street will be enhanced with landscaped boulevards to support large tree canopies, as well as widened sidewalks, cycling facilities, and rain gardens. The new north-south street and the Forest Walk will be extended through to Greenwood Street, enhancing connectivity into the heart of the village and providing a more fine-grained mobility network for all modes. The Winston and Greenwood Precinct is identified to form part of Phases 4 and 5 of development. The intended form of development would be characterized by three mixed-use buildings between 12 and 18 storeys in height. Tall mid-rise buildings along Winston Street will be orientated south-west with significant terracing to capitalize on sunlight and views to and from the Burnaby Lake Park (see **Figure #10**), with the overall massing stepping down to the south and east.

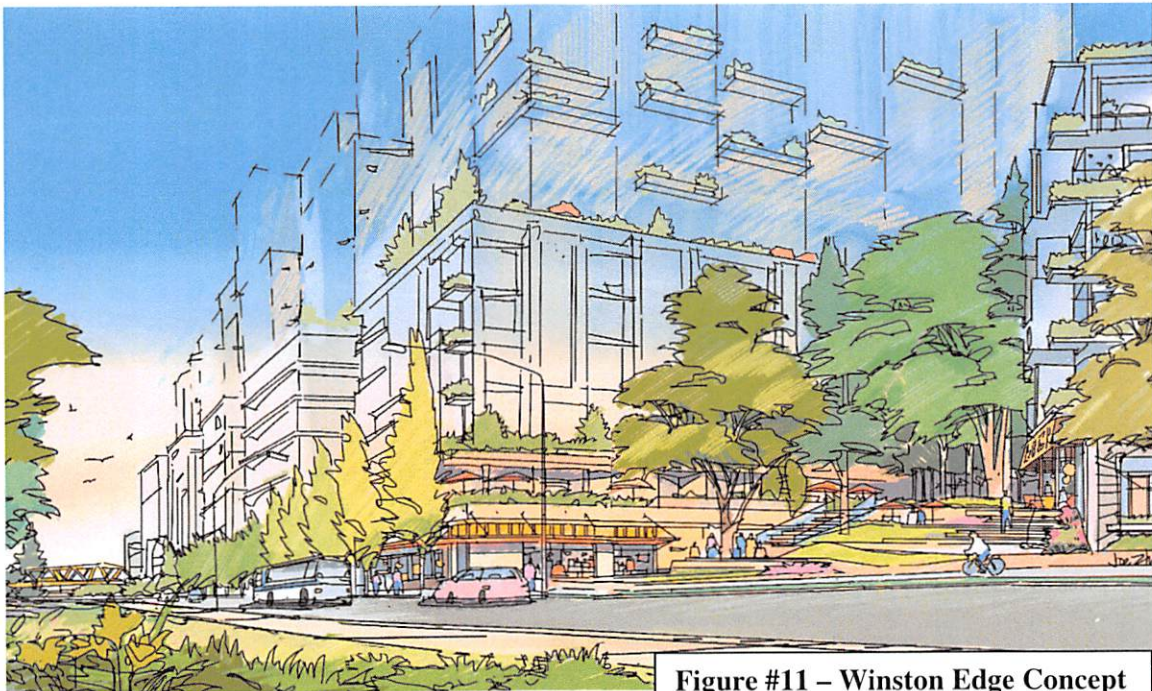


Figure #11 – Winston Edge Concept

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5.0 PUBLIC CONSULTATION

On February 02, 2023 the applicant hosted a joint public information session along with the applicants for 7000 Lougheed Highway (The Burnaby Lake Heights 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 Village 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 distinct urban village building forms that deviate from the typical tower/podium forms, as well as 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 to help encourage a fine grained high street experience with opportunities for locally run business to serve the community. Live-work units are also encouraged along key streets and connections to encourage home grown businesses and services. 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 local businesses 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

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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 Winston Street. 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 pedestrian friendly 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 amenity along the Esplanade, which is envisioned to include a high-quality large interior space for events, gatherings, and community celebrations. Significantly, the amenity 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 Village 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 and Development Department.

6.0 GENERAL COMMENTS

6.1 Phasing and Servicing

The site is envisioned to be developed over five main phases, as shown in **Figure #12**, each having a unique identity and relationship within the site. Phase 1 involves the development of buildings G, H, I, and J in the northeast corner of the site, as well as portions of Street A and B, and the Forest Walk. Phase 2 follows with development of buildings B and E, as well as the middle section of the Esplanade. Phase 3 sees completion of the Esplanade, in addition to buildings A, C, and D, the Gateway Plaza, and the northwestern section of the Serpentine. Shifting to the southeast corner of the site, Phase 4 includes completion of the Forest Walk and Street B through to Greenwood, as well as buildings M and N. Finally, Phase 5 delivers buildings F, K, and L, as well as the final section 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. Each phase will be responsible to provide the necessary road and servicing improvements in order to support the development, including upgrades to the sites development frontages. Furthermore, the Bus Exchange site could advance independently at any time subject to the approval of Council for the consolidation with the City owned property to the south.

To date, the City has received a site specific rezoning application for Phase 1 (Rezoning Reference #23-06). 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

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.



Figure #12 - Preliminary Phasing Plan

6.2 Site Densities

Site densities are determined based on gross site area. The Burnaby Lake Village Site is approximately 18.81 acres (76,121.96 m²) in size, subject to legal survey. 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. The maximum residential density permitted across the Burnaby Lake Village 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**, subject to conditions set

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out in the Burnaby Zoning Bylaw, Burnaby Rental Use Zoning Policy, and the approval of Council.

Zoning District	Site Area (m ²)	Maximum FAR	Maximum GFA (m ²)
RM5uv-a District Base	76,121.96	2.40	182,692.70
RM5uv-a District Offset	76,121.96	0.86	65,464.89
RM5uv-a District Rental	76,121.96	0.49	37,299.76
C2 District	76,121.96	1.30	98,958.55
P5 District	76,121.96	TBD	TBD
M2 District	76,121.96	TBD	TBD
Total		5.05	384,415.90

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

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 Village 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 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 complement 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

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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 site 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 amenity space proposed along the Esplanade is intended to provide event 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, repair 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.

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.

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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, Winston Avenue, and Greenwood Street. In addition, dedications are required for the proposed internal street network, with the potential exception of the eastern most portion of the Esplanade, which could be developed as a private road with a statutory-right-of-way agreement to allow for public passage. A private road would be considered in order to facilitate underground parking connections between the various buildings within Phase 1. 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

No road closures or acquisitions of City land are currently contemplated for the subject site. However, as part of Phase 3 of development, the City owned property at 6815 Winston Street could potentially be acquired by the applicant or the province and consolidated to provide a more integrated pedestrian and bicycle connection with the proposed development, the existing overpass, and the Central Valley Greenway. Acquisition of the property would be subject to Council approval, which would be sought at a future date as part of a specific rezoning application. Should the acquisition be pursued and supported by Council, the Realty and Lands Division of the Department of Lands and Facilities would forward a separate report detailing the value of the proposed land sale for Council's consideration and approval prior to Third Reading of the future rezoning. The report would 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, Lougheed Highway, and Winston Street 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.

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

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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 Village Site located at the at the southeast corner of Lougheed Highway and Sperling Avenue. As one of the key sites within the Bainbridge Urban Village, the site along with 7000 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 and public spaces. Given the site's strategic location within Bainbridge, its redevelopment 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 Village 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 14 distinct buildings ranging in height from 12 storeys to 25 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 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