

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **REZ #23-20 – 3676 BAINBRIDGE AVENUE – MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT WITH COMMERCIAL – BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN**
PURPOSE: To seek Council authorization to forward REZ #23-20 to First and Second Reading at a future Council meeting.

REFERENCES

Address: 3676 Bainbridge Avenue
Legal: PID: 003-293-629
Block 14 Except: Firstly; Part 0.05 Of An Acre More Or Less Shown On Plan With Bylaw Filed 32393
Secondly; Part On Plan With Bylaw Filed 58377
Thirdly; Part Dedicated Road On Plan LMP3433
Fourthly; Part Dedicated Road On Plan BCP26290
District Lot 44 Group 1 New Westminster District Plan 3049
Applicant: Beedie Living
900 - 1111 West Georgia Street
Vancouver, BC V6E 4M3
Attention: Nicholas Dhaliwal
Current Zoning: M5 Light Industrial District, and CD Comprehensive Development District (based on M2 General Industrial District and M5 Light Industrial District)
Proposed Zoning: Amended CD Comprehensive Development District (based on C1 Neighborhood Commercial District, RM4uv-c Multiple Family Residential District, RM4r Multiple Family Residential District, and Bainbridge Urban Village Plan as guidelines, and in accordance with the development plan entitled “Bainbridge Residential Development” prepared by Ekistics Architects)

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #23-20 be prepared and advanced to First and Second Reading at a future Council meeting;

THAT a Housing Agreement be authorized according to the terms outlined in Section 3.4 of the report titled “REZ #23-20 – 3676 Bainbridge Avenue – Multiple

Family Residential Development with Commercial – Bainbridge Urban Village Community Plan” dated January 28, 2025, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw for Final Adoption concurrently with Final Adoption of the Rezoning Bylaw for REZ #23-20; and

THAT the items listed in **Attachment 3** to the report be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #23-20.

EXECUTIVE SUMMARY

A rezoning application has been received to allow for a mixed-use, multi-phase development comprised of three mid-rise residential buildings, two six-storey rental buildings, four-storey townhouses, and ground level commercial along Winston Street. The purpose of this report is to provide Council with information on the proposal and to recommend that the Rezoning Bylaw be brought forward for First and Second Reading at a future date of Council.

1.0 POLICY SECTION

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),
- Economic Development Strategy (2007),
- Social Sustainability Strategy (2011),
- Environmental Sustainability Strategy (2016),
- Transportation Plan (2021),
- HOME: Housing and Homelessness Strategy (2021), and,
- Bainbridge Urban Village Community Plan (2022).

2.0 BACKGROUND

2.1 The subject development site is located along the northeast corner of Bainbridge Avenue and Winston Street and is designated as Urban Village in the Official Community Plan and Medium Density Residential in the Bainbridge Urban Village Community Plan (see **Attachment 1**). The Community Plan also identifies a secondary multi-modal hub at the corner of Bainbridge Avenue and Winston Street with an opportunity to create small-scale neighbourhood commercial uses in the area.

- 2.2 The subject site, which is over four hectares, is currently improved with multiple industrial buildings in line with the current M5 Light Industrial District and CD Comprehensive Development District (based on M2 General Industrial District and M5 Light Industrial District).
- 2.3 Station Creek (Class B non-fish bearing stream) flows into the site at approximately midpoint along the northern property line and enters a culvert eventually flowing south along Bainbridge Avenue. The segment of Station Creek flowing in an open channel is subject to streamside protection provisions in the Zoning Bylaw (Section 6.23), which establishes a ‘streamside protection and enhancement area’ or SPEA on either side of a stream.
- 2.4 On October 16, 2023, Council received an initial rezoning report which proposed to rezone the subject property. Council authorized staff to work with the applicant towards the preparation of a suitable plan. The applicant has now submitted a plan of development suitable for First and Second Reading of the Rezoning Bylaw to an amended CD Comprehensive Development District (based on C1 Neighborhood Commercial District, RM4uv-c Multiple Family Residential District, RM4r Multiple Family Residential District, and Bainbridge Urban Village Plan as guidelines). It is noted that the C1 District guideline zoning is considered more suitable than the C2 District guideline given the small-scale uses proposed for the site.

3.0 GENERAL INFORMATION

- 3.1 The development proposal, as shown in **Figure 1**, is for the development of three 12-storey mid-rise buildings, two 6-storey non-market rental buildings, and 104 four-storey stacked townhouse units, above a shared underground parkade, over three phases (see **Figure 2**). The northern section (Phase 1) comprises of mid-rise building, a 6 storey non-market rental building, and approximately 28 townhouse units. The northern SPEA enhancements and associated pedestrian path will be developed as part of Phase 1. Phase 2 includes a mid-rise building, 56 townhouse units, and a commercial unit. Furthest south, Phase 3 includes a mid-rise building, a six storey non-market rental building and remaining 20 townhouse units. The enhancements associated with the daylighted section of Station Creek, along Bainbridge Avenue will be delivered as part of Phase 3.

Vehicular access is provided mid-block via Bainbridge Avenue and via an underground parkade ramp at the northwest corner of the subject site. Pedestrian access is provided from Bainbridge Avenue and Winston Street. A more detailed summary of the proposed development, including density, floor area, residential unit mix, amenity space, and parking and loading, is provided in **Attachment 2**.

Figure 1: Land Use and Tenure

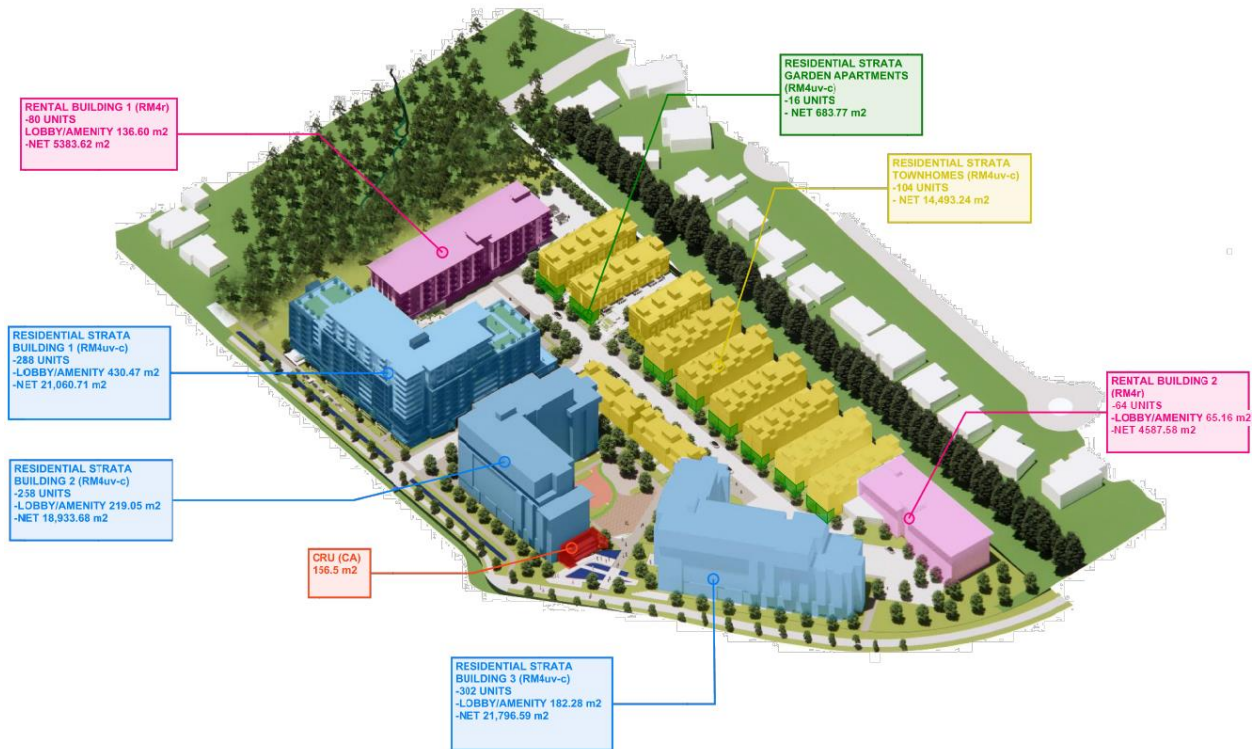
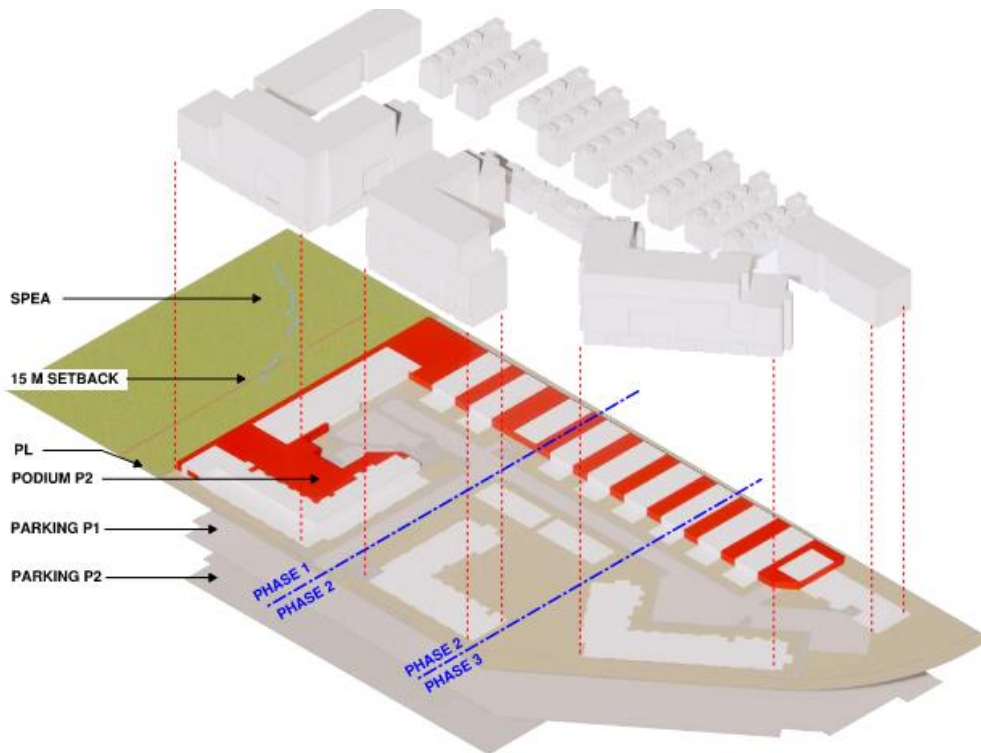


Figure 2: Conceptual Phasing Plan



- 3.2 The Bainbridge Urban Village Plan supports a base height of up to 8 storeys for the subject site, though it is noted that increases above maximum building heights may be considered for developments that show leadership in sustainability, such as protecting and enhancing streams and habitat as is proposed for Station Creek. Further, utilizing the allowable density within a 12 storey built form on the west side of the site allows for a stepped-down massing approach with low-rise stacked townhouses (4 storeys) proposed along the eastern side of the site, adjacent to the existing low-density residential neighbourhood. As such, the overall proposed heights for the subject site are supportable.
- 3.3 Density is determined based on the gross site area and the permitted Floor Area Ratio (FAR). The maximum permitted and proposed density for the subject site is outlined in **Table 1**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 1** as a result of design refinements or detailed surveys, subject to the proposed Density (FAR) not being exceeded.

Table 1:

| | | | |
|---|--|---|-----------------------|
| Zoning: CD (RM4uv-c, RM4r, C1) | | | |
| Site Area (subject to survey): 40,591.26 m ² | | | |
| | Permitted Density (FAR) and GFA (m²) | Proposed Density (FAR) and GFA (m²) | Proposed Units |
| RM4uv-c Base Density | 1.40 | 1.38 | 712 |
| GFA (m ²) | 56,827.76 | 56,091.34 | |
| RM4uv-c Offset Density | 0.50 | 0.50 | 256 |
| GFA (m ²) | 20,295.63 | 20,192.88 | |
| RM4r | 0.30 | 0.25 | 144 |
| GFA (m ²) | 12,177.38 | 9,971.20 | |
| C1 | 1.00 | 0.004 | - |
| GFA (m ²) | 40,591.26 | 156.59 | |
| Total Density | 3.50 | 2.13 | 1,112 |
| Total GFA (m ²) | 129,892.03 | 86,412.01 | |

3.4 In accordance with the Council adopted Rental Use Zoning Policy (RUZP), Stream 2 – Inclusionary Rental applies to the subject site. In this regard, the applicant is required to provide rental units equivalent to 20% of the proposed market units, excluding units achieved using density offset. The proposal includes 143 required non-market inclusionary rental units at 20% below CMHC market median rents. It is noted that the applicant is proposing to voluntarily provide one additional non-market inclusionary rental unit at CMHC market median rents, bringing the total proposed non-market rental unit count to 144 units.

The development, as shown in **Figure 2**, is being constructed in three phases, with Phase 1 and 3 accommodating the non-market rental units as outlined in **Table 3** and summarized below:

- The applicant is proposing 320 market units and 80 inclusionary units in Phase 1, which results in a surplus of 33 inclusionary units above the 47 inclusionary units required for Phase 1.
- Phase 2 will deliver 322 market units, generating a requirement for an additional 47 inclusionary units. The 33 surplus inclusionary units provided in Phase 1 are proposed to partially satisfy the Phase 2 requirement, with the remaining 14 inclusionary units to be delivered in Phase 3.
- Phase 3 will deliver 326 strata units and 64 non-market rental units. The non-market units include the 14 deferred non-market units from Phase 2, the 49 non-market units generated by Phase 3, and the additional voluntary non-market unit.

Table 3: Phasing of proposed non-market rental units

| | Required Non-Market Rental Units | Proposed Non-Market Rental Units |
|--------------|----------------------------------|----------------------------------|
| Phase 1 | 47 | 80 |
| Phase 2 | 47 | 0 |
| Phase 3 | 49 | 64 |
| Total | 143 | 144 |

Overall, the suitable plan of development allows for an efficient and financeable six-storey building form to accommodate the non-market rental units. The intent is to have the construction periods overlap without significant gaps in the delivery of each phase, subject to market conditions. The phasing strategy is supportable as it provides the early delivery of surplus non-market units in Phase 1 to provide additional non-market housing for future residents sooner. The 33 surplus inclusionary units in Phase 1 is greater than the requested deferral of 14 non-market units from Phase 2 to Phase 3. It is also noted that the applicant is voluntarily proposing one additional non-market unit in Phase 3. The registration of a Housing Covenant and Housing Agreement will be required to protect and regulate affordability measures of the non-market rental units.

3.5 As noted above, Station Creek runs along a portion of the north side of the site in an open channel and enters into a culvert flowing south along Bainbridge Avenue. The existing condition of the SPEA on the lands is entirely asphalt used for parking and vehicle circulation. ERC supported a SPEA setback for the open channel of 15 m from the top of bank, with the condition that the applicant enhance the 15 m SPEA by removing the asphalt, amending soils and planting native tree and shrub species and daylight the enclosed segment of Station Creek that is currently buried along Bainbridge Avenue. The daylighting of Station Creek requires a Water Sustainability Act Section 11 approval from the Province and will be required prior to Final Occupancy of Phase 3. A pedestrian pathway at the north end of the site will be secured near the creek to connect to the neighbourhood to the west.

Historical urban development resulted in the enclosure of many streams within storm sewer pipes. Redevelopment provides an opportunity, if feasible, to restore these streams to an open channel (i.e. daylighting) within a new urban context. The benefits of restoring Station Creek within a corridor along Bainbridge Avenue include enhanced ecological functions, improved flood management, and improved aesthetics creating a sense of place and connection. The daylighted segment will also be a community amenity for residents and the neighbourhood.

The applicant is proposing to deliver the northern SPEA enhancements as part of Phase 1, while the restoration to an open channel along Bainbridge Avenue (stretching from Phase 1 to Phase 3) will be delivered as part of Phase 3. This is to ensure that this feature, once developed, is not disturbed as the development will require construction access to the site through Bainbridge Avenue. A Section 219 Covenant (the “SPEA Covenant”) will be registered which will include detailed planting and enhancement plan along with timing and delivery of the SPEA improvements. A final determination on whether the stream corridor along Bainbridge and the northern SPEA is to be dedicated or protected through Statutory Rights-of-Way will be determined prior to Final Reading.

3.6 A residential parking ratio of 1.05 spaces per unit is proposed, comprised of 1.08 spaces per market strata unit, and 0.86 spaces per non-market rental unit. It is noted that 100% of the residential stalls and 45% of the non-residential stalls will be EV-Ready. Transportation demand management (TDM) is not required of the development under the current guidelines, as the applicant is meeting Zoning Bylaw parking requirements, and the site is beyond 800 m of a SkyTrain Station. The vehicle parking rates outlined above may be varied prior to the issuance of a Preliminary Plan Approval in line with the rates set out in this paragraph or the then-current requirements in the Burnaby Zoning Bylaw, subject to any necessary requirements to introduce a TDM strategy for the site. The applicant will be meeting Zoning Bylaw requirements to support active transportation, such as providing two bike spaces per unit and bicycle repair rooms.

3.7 Transportation and servicing improvements include, but are not limited to:

- construction of Bainbridge Avenue to a final Collector Street standard across the frontage of the lot, complete with separated pedestrian and cycling facilities, rain gardens, street trees, street and pedestrian lighting;
- construction of Winston Street to a final Collector Street standard across the frontage of the lot, complete with separated pedestrian and cycling facilities, street trees, street and pedestrian lighting; and,
- construction of a east-west pedestrian trail at the north end of the subject site.

3.8 The provision of public art is a prerequisite of this rezoning. In accordance with the City’s Public Art Policy, the applicant may satisfy the public art requirement through one of two options: Option 1 is to provide public art on the subject site, and Option 2 is to provide a cash-in-lieu contribution to public art. A final determination of which option applies will be made prior to Final Adoption of the rezoning, with all necessary covenants secured to ensure delivery of the artwork or cash in lieu payment.

3.9 The required prerequisites to the adoption of the rezoning are listed in **Attachment 3**. In part, the prerequisites include the necessary fees, financial securities, professional reports, legal and servicing agreements, easements, covenants, and statutory rights-of-way to facilitate the servicing and development of the proposed site.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

As of November 30, 2023 the *Housing Statutes (Residential Development) Amendment Act, 2023* amended Section 464 of the *Local Government Act* to prohibit local governments from holding a Public Hearing for rezoning applications that are all or predominantly (greater than 50%) residential, where the proposed rezoning is consistent with the City’s Official Community Plan. As such, a Public Hearing is prohibited from being held for this rezoning application.

Public notice of the Rezoning Bylaw for REZ #23-20 will be completed prior to bringing forward the Rezoning Bylaw for First Reading, in accordance with section 467 of the *Local Government Act*, the City’s Public Notice Bylaw and Council policy. City staff will mail a notice to those properties that are within a 30 m radius of the subject site. A public notice will also be published on the City’s website, distributed as part of the City’s online newsletter, and a sign regarding the proposal will be posted on the site.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Sketch #1 and Sketch #2

Attachment 2 – Development Statistics

Attachment 3 – Rezoning Prerequisites

REPORT CONTRIBUTORS

This report was prepared by Rushi Gadoya, Planner 2, and reviewed by Mark Norton, Manager Development, Jennifer Wong, Assistant City Solicitor, and Jesse Dill, Director Development.