

TO: MAYOR & COUNCILLORS
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **REZ #25-02 – PORTION OF 7000 LOUGHEED HIGHWAY –BURNABY LAKE HEIGHTS MASTER PLAN PHASE 1B – BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN**
PURPOSE: To seek Council authorization to forward REZ #25-02 to First and Second Reading at a future Council meeting.

REFERENCES

Address: Portion of 7000 Lougheed Highway
Legal: PID: 011-439-378
Parcel “ONE” District Lots 59 and 78 Group 1 New Westminster
District Reference Plan 78006

Applicant: Create Urban Development Corporation
2939 Bainbridge Avenue,
Burnaby, BC V5A 2S9
Attention: Stefano Faedo

Current Zoning: 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))

Proposed Zoning: Amended CD Comprehensive Development District (based on RM5uv-a Multiple Family Residential District, RM5r Multiple Family Residential District, Bainbridge Urban Village Community Plan and Burnaby Lake Heights Urban Village Master Plan as guidelines, and in accordance with the development plan entitled “7000 Phase 1B” prepared by GBL Architects)

RECOMMENDATION

THAT a Rezoning Bylaw for REZ #25-02 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 #25-02 – Portion of 7000 Lougheed Highway – Burnaby Lake Heights Master Plan Phase 1B – Bainbridge Urban Village Community Plan” dated March 25, 2025, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw;

THAT the park and open space strategy outlined in Section 3.9 of the report titled “REZ #25-02 – Portion of 7000 Lougheed Highway – Burnaby Lake Heights Master Plan Phase 1B – Bainbridge Urban Village Community Plan” dated March 25, 2025, be endorsed; 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 #25-02.

EXECUTIVE SUMMARY

A rezoning application has been received to advance Phase 1B of the Burnaby Lake Heights Master Plan (approved under REZ #22-15) to permit the construction of two mid-rise residential apartment buildings. The development is comprised of 502 residential units (438 market strata units and 64 non-market rental units) above a common underground parkade. The proposed built form includes two residential mid-rise buildings of 14 and 15 storeys, respectively. 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);
- Bainbridge Urban Village Community Plan (2022);
- Economic Development Strategy (2007);
- Social Sustainability Strategy (2011);
- Environmental Sustainability Strategy (2016);
- Transportation Plan (2021);
- HOME: Housing and Homelessness Strategy (2021); and
- Rental Use Zoning Policy (2020).

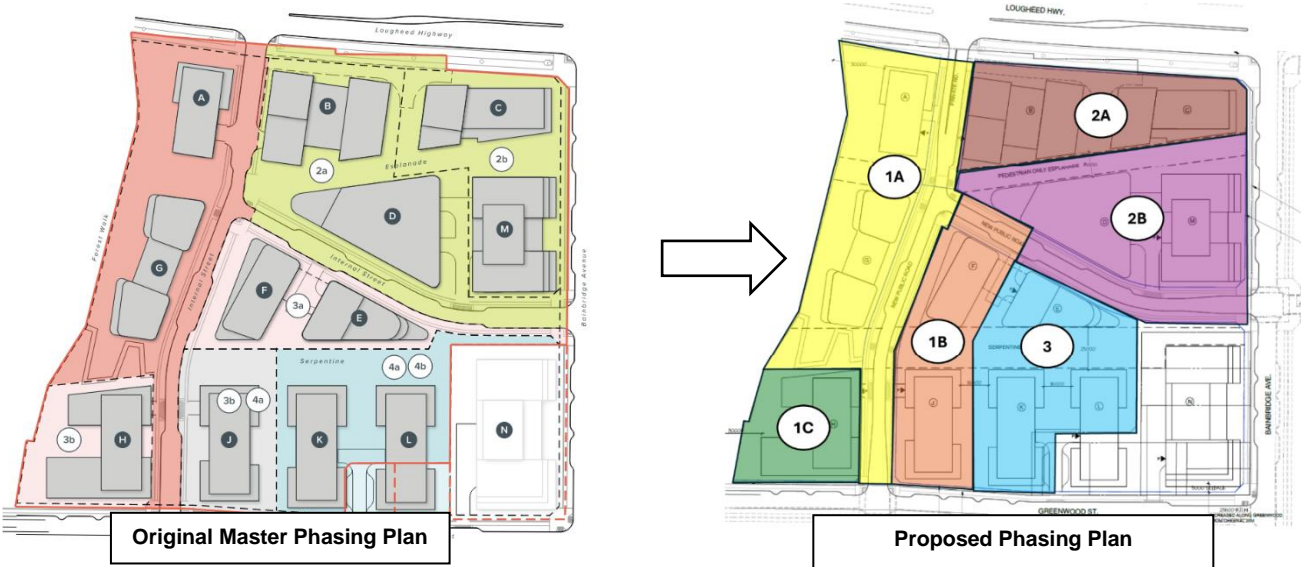
2.0 BACKGROUND

2.1 The subject Phase 1B development site is bounded by Greenwood Street to the south, the proposed north-south road (Cranberry Avenue) to the west, the proposed east-west road (Collister Drive) to the north, and Phase 3 of the Master Plan to the east (see **Attachment 1 - Sketches 1-3**). The subject site is designated for Village Core Mixed Use within the Bainbridge Urban Village Community Plan, and Urban Village within the Official Community Plan (see **Attachment 1**). The subject site is

comprised of a single lot which is improved by surface parking that is currently being utilized in accordance with Temporary Use Permit (TUP #22-08). The temporary use of the parking area will expire in January 2026.

- 2.2 On May 27, 2024, Council granted Final Adoption of the Burnaby Lake Heights Master Plan (REZ #22-15). The subject site comprises Phase 1B of the Master Plan, which includes development of two mid-rise residential apartment buildings, a portion of the Serpentine (an east-west greenway), the new north-south road (Cranberry Avenue) connecting Greenwood Street to Lougheed Highway, and a portion of proposed new east-west public road (Collister Drive) connecting the Master Plan site to Bainbridge Avenue.
- 2.3 The Master Plan site was initially envisioned to be developed over four main phases (see **Figure 1**). Phase 1 (advancing under REZ #22-32), now *Phase 1A*, progressed according to the Master Plan phasing. However, as shown below in **Figure 1**, the applicant has revised the phasing plan to now comprise six phases (i.e. 1A, 1B, 1C, 2A, 2B, and 3) in order to respond to market conditions. This change in the phasing plan requires amendments to various associated covenants in connection with the master rezoning to reflect the current phasing plan and will be executed through the subject Phase 1B rezoning.

Figure 1: Proposed Changes to Master Phasing Plan

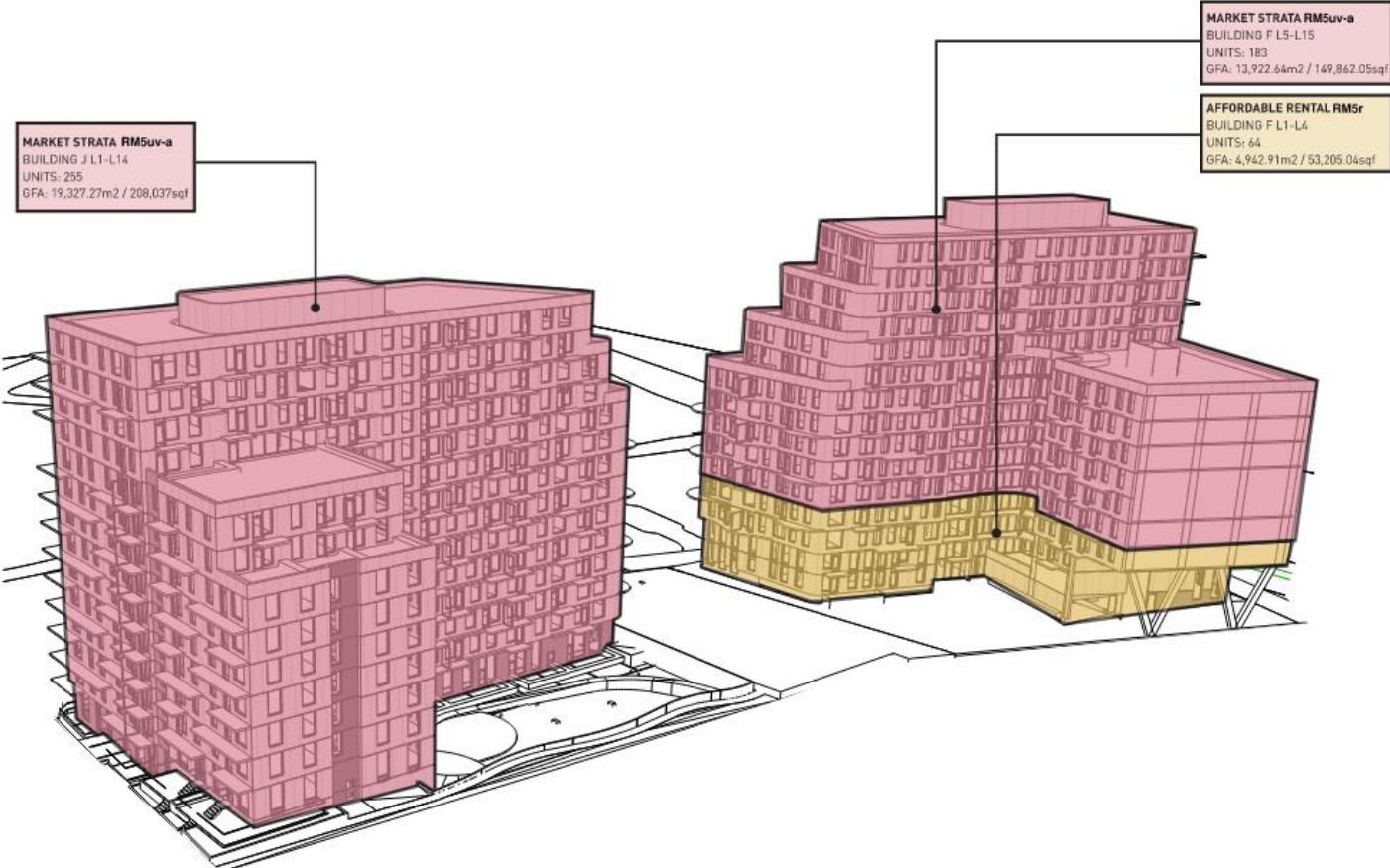


Note: The proposed siting of Building L is diagrammatic and would be subject to further acquisition. The lands beyond the existing Master Plan site boundary (i.e. 7000 Lougheed Highway) may be developed independently in the future.

3.0 GENERAL INFORMATION

3.1 The development proposal, as shown in **Figure 2**, is for two mid-rise residential apartment buildings (14 storeys, and 15 storeys) above a shared underground parkade. Building F, located at the corner of Cranberry Avenue and Collister Drive, comprises 15 storeys with terraced podiums and includes 183 strata units and 64 non-market rental units. Building J, located at the northeast corner of Greenwood Street and Cranberry Avenue, comprises 14 storeys and includes 255 strata units. Overall, the development includes 502 apartment units, comprised of 438 strata units and 64 non-market rental units. Vehicular access is provided via Collister Drive through a shared driveway. Pedestrian access is provided from Cranberry Avenue and Collister Drive. 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 – REZ #25-02**.

Figure 2: Land Use and Tenure (Building F)



- 3.2 The proposed development concept involves demolition of existing surface parking followed by development of Buildings F and J concurrently. The proposed development will result in further continuation of the Serpentine east of Cranberry Avenue, and construction of Collister Drive along the northern development frontage with a temporary cul-de-sac for vehicles to turnaround, until future phases to the east are developed. A Statutory Right of Way will be registered across the Serpentine to protect for public access. Dedications will be provided along the Greenwood frontage to allow for streetscape improvements, including, but not limited to treed front boulevards, cycle paths, rain gardens and sidewalks. Minor amendments are also proposed to the civil design for Cranberry Avenue (north-south street) to allow for on-street loading to serve the development. The dedication and construction of Cranberry Street to the curb fronting the subject site is a requirement of Phase 1A. It is noted that completion of the Phase 1A rezoning concurrent or prior to Phase 1B is a prerequisite condition of the subject application.
- 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 and Table 2**. **Table 1** identifies the remaining density available for the Master Plan after density allocated to Phase 1A has been accounted for. The proposed allocated density for the subject Phase 1B is outlined in **Table 2**. There may be minor changes to Gross Floor Area (GFA) and proposed unit counts in **Table 2** as a result of design refinements or detailed surveys, subject to the remaining Master Plan Density (FAR) not being exceeded and the minimum requirements of the Rental Use Zoning Policy (Stream 2 Inclusionary) being met.

Table 1: Permitted Master Plan density and remaining density available after density allocated to Phase 1A

Master Plan Site Area (subject to legal survey): 56,436.00 m²		
	Permitted GFA (m²)	Approximate Remaining GFA (m²) following Phase 1A
RM5uv-a Base	135,446.34	112,090.31
RM5uv-a Offset	48,534.94	40,165.70
RM5r	27,653.63	22,828.31
C2 Commercial	37,247.74	37,151.63
C2 Market Rental	36,119.02	36,119.02
P5	TBD	TBD
M2	TBD	NA
Total GFA	285,001.67	248,354.97

It is noted that RM5r District density is applied with each rezoning to which the Rental Use Zoning Policy applies.

Table 2: Proposed Phase 1B density based on subject site area

Zoning: CD (RM5uv-a, RM5r)		
Phase 1B Site Area (subject to survey): 6,681.28 m ²		
	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM5uv-a Base	3.66	322
GFA	24,448.47	
RM5uv-a Offset	1.32	116
GFA	8,801.45	
RM5r	0.74	64
GFA	4,942.91	
Total Density	5.72	502
Total GFA	38,192.83	

3.4 In accordance with the Council adopted Rental Use Zoning Policy (RUZP), Stream 2 – Inclusionary Rental applies to the subject rezoning application. In this regard, the applicant is required to provide rental units equivalent to 20% of the proposed strata units, excluding units achieved using density offset. The proposal includes 64 inclusionary units. To ensure affordability, the rents permitted to be charged for the required inclusionary rental units are to be set at 20% below Canada Mortgage and Housing Corporation (CMHC) median rates for the North Burnaby CMHC rental survey zone in compliance with the RUZP. To assist with the provision of affordable housing, a density offset is available.

All required inclusionary units will be delivered within Building F. There may be minor changes to the number of unit counts (including strata, market and inclusionary) as result of further refinements to the development proposal, subject to the minimum requirement of the Rental Use Zoning Policy being met. The registration of a Housing Covenant and Housing Agreement will be required to protect and regulate affordability measures of the required inclusionary rental units. The registration of a Section 219 Covenant will be required that restricts occupancy of Building J on lot H, until a certificate of occupancy has been issued in respect of the non-market rental units in Building F on lot G.

3.5 The applicant is proposing a residential parking ratio of 0.58 spaces per residential unit. A more detailed summary of the proposed parking including bicycle parking is outlined in **Attachment 2**.

In accordance with the Transportation Demand Management Guidelines for sites located within a transit-oriented development area, the applicant is providing a suite of transportation demand management strategies for both rental and strata residents, which include:

- A transit subsidy fund that amounts to \$1,900 per dwelling unit to allow for a monthly subsidy made available to each dwelling unit at 50% of the cost of a two-zone monthly transit pass;
- provision of \$500 in car share vehicle driving credits per dwelling unit;
- provision of three parking spaces for car share vehicles on-site with Level 2 or higher charging level;
- provision of bicycle repair and maintenance stations on-site; and
- a Communications Strategy that provides the building owners, tenants and employees of the residential uses with an understanding of how to best use each of the alternative transportation options.

The proposed parking rates 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 changes to the transportation demand management (TDM) strategy for the site to be in line with Council adopted guidelines or standards. The final transportation demand management strategy measures may be varied prior to Final Reading in line with adopted City policy or bylaw regulations, as amended from time to time.

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

- construction of the new east-west street (Collister Drive) across the development frontage to its final local road standard with separated sidewalks, cycles facilities, street trees, rain gardens, and street and pedestrian lighting;
- construction of the new north-south street (Cranberry Avenue) from the back of the curb fronting Phase 1B, noting the remainder of the street is to be constructed as part of Phase 1A (REZ #22-32);
- construction of Greenwood Street across the development frontage to its final local collector standard with separated sidewalks, cycles facilities, street trees, rain gardens, street and pedestrian lighting, and to an interim standard for Greenwood frontage along the Master Plan site east of Phase 1B.; and
- the construction of storm, sanitary, water and other City and third-party utility services as necessary.

3.7 A Master Remediation Covenant, which outlines terms related to the environment remediation requirements for each phase, was registered as part of the Master Plan (REZ #22-15). As noted above in Section 2.3, the proposed revision to the phasing plan requires an amendment to the Master Remediation Covenant to reflect the updated phasing plan. Furthermore, the Master Remediation Covenant required a Site-Specific Remediation plan for each future site-specific rezoning. In keeping with this, a site-specific remediation report and the deposit of associated securities for subject Phase 1B is required.

- 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.

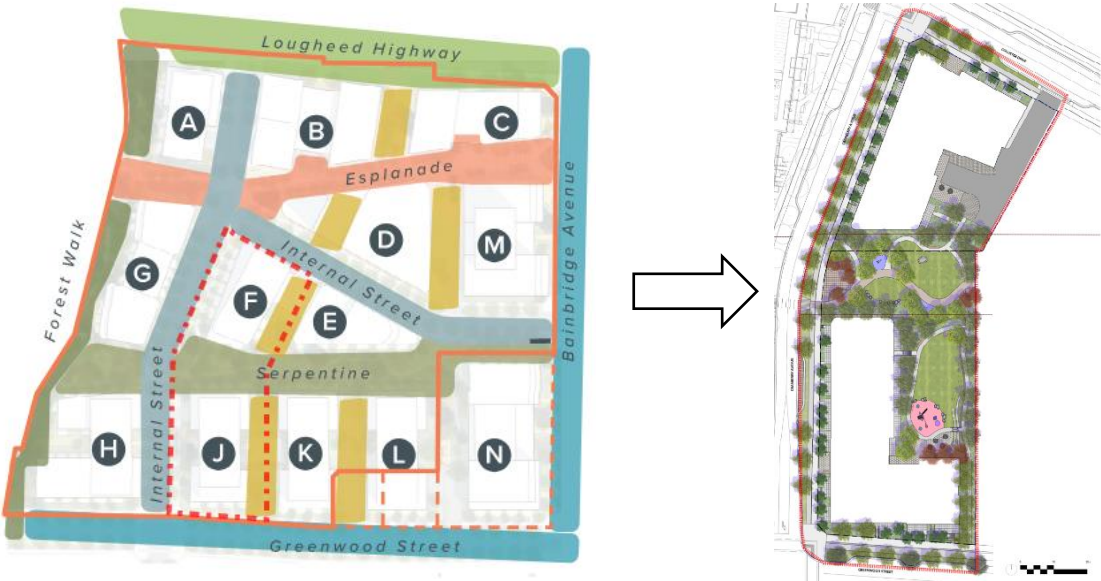
- 3.9 The subject proposal includes a subdivision application to create three additional development lots (proposed Lots G, H and J) on the Master Plan site (See **Attachment 1** - Sketch #3). Under Section 510 of the Local Government Act, where a subdivision or multiple subdivisions of a lot results in the creation of three or more additional lots within a five year period, then the City may require the applicant to provide up to a maximum of five per cent of the land being subdivided as dedicated park land or to pay to the City an amount equal to the market value of the land required to be dedicated as park.

In line with the approved Master Plan, the overall park and public space strategy is to secure a series of interconnected publicly accessible spaces including a naturalized treed pathway (the Forest Walk), a well-landscaped and programmed linear green spaces (the Serpentine), and a car-free pedestrian high-street (the Esplanade).

The Master Plan public spaces will be secured for public use by way of Statutory Rights-of-Way as an alternative to park dedication, with the completion of all risk-based site remediation works to address on-site contamination required prior to occupancy of the phase that the publicly accessible outdoor spaces are to be delivered with. The adopted strategy will deliver a high-quality public realm with the land owner assuming the responsibility and cost to construct and maintain the Forest Walk, the Serpentine, and the Esplanade as common Master Plan amenities.

These park and open spaces will be delivered incrementally over time with each phase-specific rezoning. The portion of the Serpentine to be delivered with the subject rezoning (Phase 1B) is shown below. The Serpentine is fundamental to the Master Plan and will serve the wider community alongside the Forest Walk and Esplanade.

Figure 2: Master Plan Park and Open Space Strategy with Phase 1B Serpentine



Master Plan Site (REZ #22-15)

REZ #23-02 Phase 1B (Building F and J)

Note: The proposed siting of Building L is diagrammatic and would be subject to further acquisition. The lands beyond the existing Master Plan site boundary (i.e. 7000 Lougheed Highway) may be developed independently in the future.

3.10 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 #25-02 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,

Lee-Ann Garnett, Deputy General Manager Planning and Development, on behalf of
E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Sketch #1, Sketch #2 and Sketch #3

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.