

**PLANNING AND DEVELOPMENT COMMITTEE**

**TO:** MAYOR AND COUNCILLORS

**SUBJECT: AMENDED DEVELOPMENT PROPOSAL ENQUIRY FOR 3856 AND 3870 CARRIGAN COURT – PROPOSED AMENDED HIGH DENSITY MIXED-USE COMMERCIAL/RESIDENTIAL STRATA AND RENTAL DEVELOPMENT**

**RECOMMENDATION:**

**THAT** staff be authorized to accept a rezoning application and to continue to work with the applicant towards the preparation of a suitable plan of development for advancement to Council, in accordance with Section 3.0 of the report titled “Amended Development Proposal Enquiry for 3856 and 3870 Carrigan Court – Proposed Amended High Density Mixed-Use Commercial/Residential Strata and Rental Development”, dated March 4, 2026, of the Planning and Development Committee meeting, for the development of an amended high density mixed-use commercial/residential strata and rental development, on the understanding that a more detailed report will be submitted for Council consideration at a later date.

**REPORT**

The Planning and Development Committee, at its meeting held on March 4, 2026, received and adopted the *attached* report seeking Council authorization to work with the applicant towards the preparation of a suitable plan of development, in accordance with Section 3.0 of this report, on the understanding that a more detailed report will be submitted for Council consideration at a later date.

On behalf of the Planning and  
Development Committee,

Councillor P. Calendino  
Chair

Councillor J. Wang  
Vice Chair

**TO:** PLANNING AND DEVELOPMENT COMMITTEE (PDC)  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **AMENDED DEVELOPMENT PROPOSAL ENQUIRY FOR 3856 AND 3870 CARRIGAN COURT – PROPOSED AMENDED HIGH DENSITY MIXED-USE COMMERCIAL/RESIDENTIAL STRATA AND RENTAL DEVELOPMENT**  
**PURPOSE:** To seek Council authorization to work with the applicant towards the preparation of a suitable plan of development, in accordance with Section 3.0 of this report, on the understanding that a more detailed report will be submitted for Council consideration at a later date.

## REFERENCES

**Address:** 3856 and 3870 Carrigan Court  
**Legal:** PID: 032-337-531; 032-337-540  
Lot 1 District Lot 4 Group 1 New Westminster District Plan EPP129107; and Lot 2 District Lot 4 Group 1 New Westminster Plan EPP129107  
**Applicant:** Pinnacle International  
300 – 911 Homer Street  
Vancouver, BC V6B 2W6  
Attention: Jim Ralph  
**Current Zoning:** CD Comprehensive Development District (based on RM3s Multiple Family Residential District, RM3r Multiple Family Residential District, RM5r Multiple Family Residential District and Lougheed Town Centre Plan as guidelines and in accordance with the development plan entitled “Carrigan Court” prepared by Bingham + Hill Architects)  
**Proposed Zoning:** Amended CD Comprehensive Development District (based on R7 High-Rise Apartment 1 District, CM1 Interim Neighbourhood Commercial District as guidelines)

## RECOMMENDATION

**THAT** staff be authorized to accept a rezoning application and to continue to work with the applicant towards the preparation of a suitable plan of development for advancement to Council, in accordance with Section 3.0 of the report titled “Amended Development Proposal Enquiry For 3856 and 3870 Carrigan Court – Proposed Amended High Density Mixed-Use Commercial/Residential Strata and Rental Development”, dated March 4, 2026, for the development of an amended

high density mixed-use commercial/residential strata and rental development, on the understanding that a more detailed report will be submitted for Council consideration at a later date.

## **EXECUTIVE SUMMARY**

A development proposal enquiry has been received to permit the construction of an amended mixed-use high density commercial/residential strata and rental development at 3856 and 3870 Carrigan Court, to replace the development concept approved through Rezoning Reference #20-18. The amended development proposal is comprised of a total of four high-rise buildings on the site with approximately 1,133 strata units, 141 non-market rental replacement units and 300 non-market inclusionary units. The purpose of this report is to provide Council with information on the development proposal enquiry and to recommend that staff be authorized to accept a rezoning application and to continue to work with the applicant towards a suitable plan of development for presentation to Council at a future date.

### **1.0 POLICY SECTION**

The proposed rezoning application is consistent with the following policies and plans adopted by Council:

- Burnaby 2050 Official Community Plan (2025),
- Corporate Strategic 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 development site (the “Carrigan site”) is located at 3856 and 3870 Carrigan Court, on the southeast corner of Lougheed Highway and Carrigan Court. The subject site is designated in the OCP land use framework for High Rise Apartment 1 (see **Attachment 1**). It is noted that a commercial zoning district may be included within a site-specific rezoning of the site, without requiring an OCP amendment. The site is currently improved with two three-storey apartment buildings with 141 rental units, constructed in 1970.

2.2 On September 23, 2024, Council granted Final Adoption to the rezoning bylaw in respect of REZ #20-18 for a high density market strata and non-market rental residential development including three high-rise buildings comprised of a 286-unit, 25-storey non-market rental residential building with townhouses at grade fronting Lougheed Highway in the northwest corner of the site, a 260-unit, 23-storey non-market rental residential building with townhouses at grade fronting Lougheed

Highway in the northeast corner of the site, and a 354-unit, 33-storey strata residential building in the southwest corner of the development site. The development proposal included 405 inclusionary non-market rental units to satisfy the inclusionary rental requirements of Phases 1-3 of the nearby, applicant owned site at 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place (the “Austin-Gatineau site”). A Section 219 Covenant was registered on title to both the Austin-Gatineau site and the Carrigan site that restricts occupancy of the market strata developments thereon until a certificate of occupancy has been issued in respect of the inclusionary non-market units at the Carrigan site.

- 2.3 The development proposal for REZ #20-18 included a Council-approved transfer of RM5r density from the Austin-Gatineau site, which was the subject of REZ #18-32. The total density of the approved development under REZ #20-18 is 4.95 FAR and is outlined below in **Table 1**.

**Table 1**

RM3s Strata Density	1.5 FAR ( <i>inclusive of 0.4 FAR amenity bonus</i> )
Offset Density	0.55 FAR
RM3r Rental Density	0.75 FAR
RM5r Density ( <i>transferred from the Austin-Gatineau site</i> )	2.15 FAR
<b>Total Density</b>	<b>4.95 FAR</b>

- 2.4 The development utilized 5,515.19 m<sup>2</sup> (59,365 sq. ft.) of bonused gross floor area that was included in the development proposal. The density bonus value was negotiated and agreed to by the applicant as part of the rezoning application process, and a Section 219 Covenant was registered on title to restrict issuance of Preliminary Plan Approval until the density bonus was paid in full, with interest invoiced quarterly during the period between Final Adoption and Preliminary Plan Approval issuance. As part of REZ #20-18 and the associated subdivision application (SUB #22-13), the necessary dedications were taken along the site’s Lougheed Highway frontage, as well as along the site’s west side to provide a new road connection between Carrigan Court and Lougheed Highway.
- 2.5 On September 23, 2024, Council granted Final Adoption to the rezoning bylaws associated with both REZ #18-32 and REZ #20-18. It is noted that the Preliminary Plan Approval and Building Permit applications associated with the development approved under REZ #20-18 have been submitted but have not been issued.
- 2.6 Since the granting of Final Adoption of the rezoning bylaw associated with REZ #20-18 by Council, the applicant has advised that based on a review of the site’s development potential under the Burnaby 2050 Official Community Plan (OCP), and given the impacts of the current real estate market, an amended plan of development for the site in alignment with the new OCP is preferred and likely

necessary, with the intention of delivering more housing and public services, while continuing to deliver non-market rental commitments for the site. To this end, the applicant has submitted a revised development proposal enquiry for consideration in alignment with the uses and form envisioned in the recently adopted OCP.

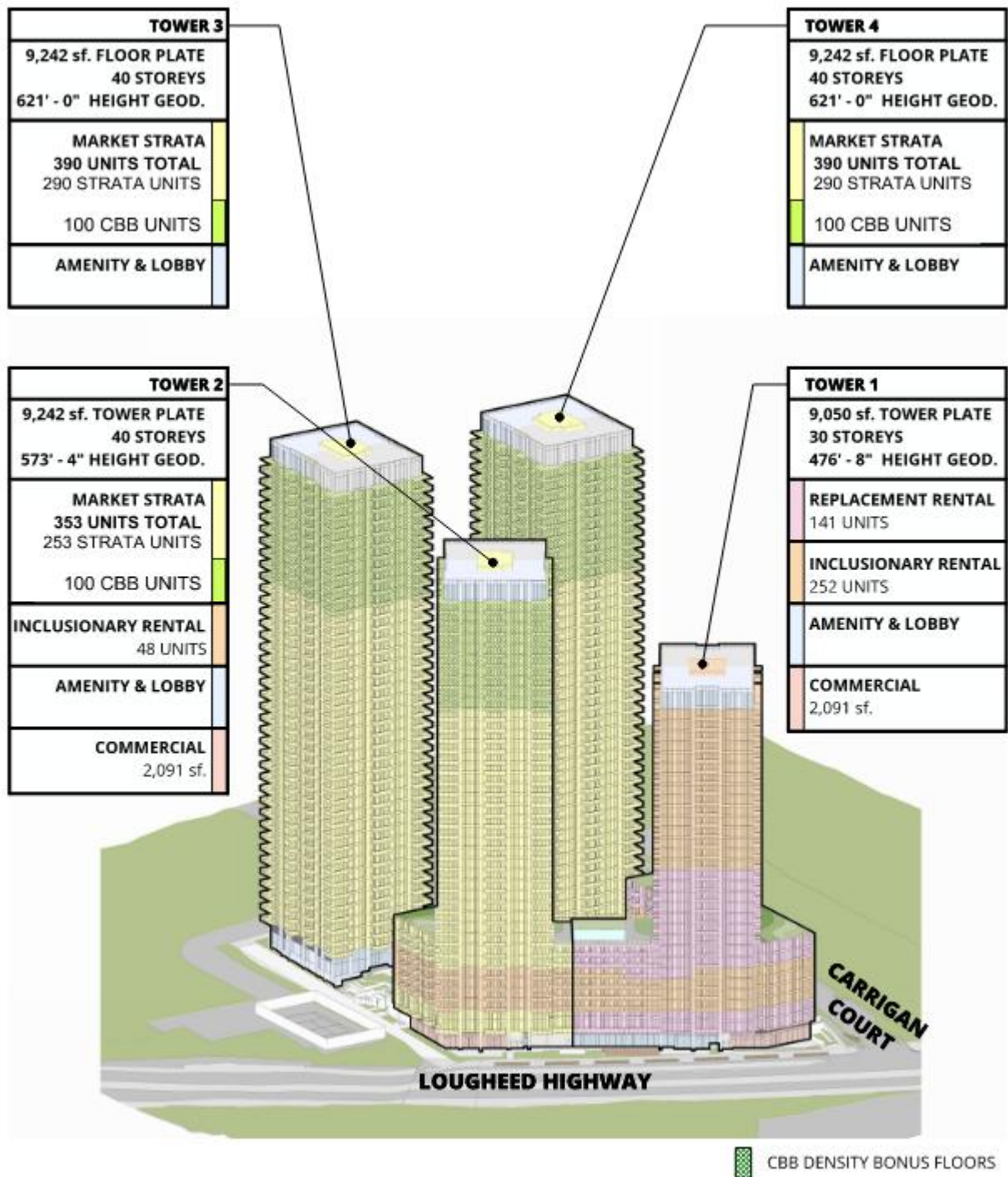
### 3.0 GENERAL INFORMATION

3.1 The amended development proposal, as shown in **Figure 1**, is proposed under the CM1 Interim Neighbourhood Commercial and R7 High-Rise Apartment 1 Districts for the construction of a mixed-used residential and commercial development (see **Attachment 1**) that includes four high-rise buildings comprised of:

- **Building 1** - a 30-storey mixed-use commercial and non-market rental building in the northwest corner of the site, inclusive of an approximately eight-storey podium fronting Lougheed Highway and Carrigan Court, with approximately 393 non-market rental units and an approximately 194 m<sup>2</sup> retail space at grade at the corner of Lougheed Highway and Carrigan Court;
- **Building 2** - a 40 storey mixed-use commercial, market strata, and non-market rental building in the northeast corner of the site, inclusive of an approximately eight-storey podium fronting Lougheed Highway, with approximately 401 units (approximately 353 strata units and 48 non-market rental units) and an approximately 312 m<sup>2</sup> retail space in the northeast corner of the building, fronting Lougheed Highway;
- **Building 3** - a 40 storey market strata residential building in the southeast corner of the site with approximately 390 units; and,
- **Building 4** - a 40 storey market strata residential building in the southwest corner of the site with approximately 390 units.

While the applicant has expressed a desire to pursue strata development, they maintain the flexibility to pursue a mixed-tenure strata and market rental development. Vehicular access would continue to be provided via Carrigan Court with parking provided underground. Pedestrian access would be provided from Lougheed Highway and Carrigan Court, as well as pedestrian path connections on the east and south sides of the site that formed part of the plan of development for REZ #20-18 and are protected by statutory right-of-way.

**Figure 1: Proposed Development**



3.2 The revised development concept is centred on creating a proposal that is better suited to current market conditions, while increasing housing supply and its

commercial offering in close proximity to frequent transit, which includes the following key amendments to the development approved under REZ #20-18:

- the addition of one high-rise building to the development site, while maintaining setback regulations and acceptable tower separations for the building heights proposed;
- an increase in strata density, with approximately 719 additional market strata units compared to the development approved under REZ #20-18. As the amended development concept is proposed under the CM1 and R7 Districts, it is noted that the revised development proposal does not include the utilization of density bonus under the RM3s District, and instead utilizes community benefit bonus in accordance with the recently adopted Community Benefit Bonus provisions in Schedule XII of the Zoning Bylaw;
- the addition of commercial uses that were not included in the development proposal of REZ #20-18, which will provide both the development and surrounding neighbourhood with additional amenities; and
- the provision of overall larger units, which includes a revised unit mix that increases the proportion of larger family-oriented homes.

The proposed development concept represents an intensified development when compared to the development proposed under REZ #20-18. However, it is noted that the amended development proposal is compliant with the OCP and supporting City policies. The development concept is being advanced to Council for early input given the scale of change, and the interdependencies with the Phase 1 rezoning for the Austin-Gatineau site.

- 3.3 As part of the development approved under REZ #20-18 and the associated subdivision application (SUB #22-13), dedications were taken along the Lougheed Highway frontage and along the west side of the property to accommodate the extension of Carrigan Court to Lougheed Highway. The northeast portion of the Carrigan Court cul-de-sac was closed and incorporated into the subject development site. Further, a statutory right-of-way was registered on the east side of the property to accommodate a new north-south pedestrian pathway connection from Lougheed Highway to an existing east-west pathway to the south of the site. It is noted that the proposed rezoning application does not include amendments to this configuration established under REZ #20-18 and SUB #22-13.
- 3.4 The amended development concept is proposed to be processed utilizing the CM1 Interim Neighbourhood Commercial and R7 High-Rise 1 Apartment Districts. The inclusion of the CM1 Interim Neighbourhood Commercial District is proposed in order to permit the at-grade retail units, which exceed the 250 m<sup>2</sup> single commercial unit limit permitted in the R7 District. The development potential of the subject site will be determined by maximum permitted building height and setbacks associated with the R7 High-Rise Apartment 1 District. The permitted and proposed development regulations for the subject site are outlined in **Table 2**.

**Table 2: Building Heights (Storeys) as per Zoning Bylaw**

	Permitted	Proposed NW Tower	Proposed SW Tower	Proposed SW Tower	Proposed SE Tower
Base Height	30	30	30	30	30
Eligible Additional Height					
Height Averaging	5	-	-	-	-
Voluntary Commercial	10	-	-	-	-
Community Benefit Bonusing	10	-	10	10	10
<b>Maximum Height with Eligible Increase</b>	<b>40</b>	<b>30</b>	<b>40</b>	<b>40</b>	<b>40</b>

As outlined in **Table 1**, three buildings propose to utilize 10 community benefit bonus (CBB) storeys each, for a total of 30 CBB storeys within the development proposal. In accordance with Schedule XII of the Zoning Bylaw, the applicant has the option to provide an on-site CBB amenity and CBB housing, payment-in-lieu (PIL) of CBB amenity and housing, or a combination thereof. The applicant is proposing to provide PIL for the proposed additional 30 CBB storeys. The required payment would be paid in full prior to issuance of the Building Permit in accordance with the applicable rates at that time, as established in Schedule XII of the Zoning Bylaw. The PIL amount for CBB housing will be deposited in the CBB Housing Reserve Fund, and the PIL amount for the CBB amenity will be deposited in the Community Benefit Bonus Amenities Reserve Fund. Notwithstanding the above, it is noted that the applicant may, prior to issuance of the Building Permit, propose fewer CBB storeys, or none, without subsequent Council approval. This flexibility is desirable due to potential fluctuations in CBB rates and market conditions over the intervening period between rezoning approval and Building Permit issuance, which may impact project viability and the applicant’s ability to make the CBB PIL payment. The proposed plan of development remains supportable and in line with the proposed rezoning bylaw at any building height of 40 storeys or less.

- 3.5 With respect to the rental component of the project, this amended development concept would be processed in accordance with the City’s Rental Use Zoning Policy, utilizing Stream 1 – Replacement Rental, as amended from time to time, for the provision of the 141 rental replacement units on the site, in addition to the inclusionary rental obligation of Phase 1 of the Austin-Gatineau site. As the Carrigan site itself generates a replacement rental requirement, inclusionary rental requirements in association specifically with the Carrigan site are not required under the Zoning Bylaw. In this regard, the applicant will be providing 141 replacement rental units from the Carrigan site and 300 inclusionary rental units, which is equivalent to 20% of the proposed strata units from Phase 1 of the Austin-Gatineau site, excluding units achieved using density offset. It is noted that for the development approved under REZ #20-18, the required inclusionary rental units for the entirety of the Austin-Gatineau site were transferred to the Carrigan site. In this amended proposal however, Phase 2 and Phase 3 of the Austin-Gatineau site will

advance in the future under separate site-specific rezoning applications and will independently provide their respective inclusionary rental requirements, as further detailed in the rezoning report for REZ #24-23, which appears elsewhere on this agenda.

The registration of an amended Housing Covenant and a Housing Agreement will be required to reflect the updated inclusionary units accommodated on the Carrigan site and to protect and regulate affordability measures and tenure of the non-market rental units. It is noted that the inclusionary units associated with Phase 1 would be required to achieve occupancy prior to or concurrent with the Phase 1 site achieving its occupancy. With respect to the replacement requirement associated with the Carrigan site, if the subject development proposal enquiry is supported by Council, staff will work with the applicant's tenant coordinator to provide an update to affected tenants with information on the new development proposal.

- 3.6 As this development is proposing a significantly amended design, compliance with contemporary City policies and regulations including, but not necessarily limited to, TDM requirements, Green Building requirements in the Building Bylaw, and Public Art Policy, will be a requirement of the rezoning application. If the rezoning is supported by Council, then the concurrent discharge of agreements, covenants, and security required in connection with REZ #20-18, including prior covenants related to density bonus obligations for the subject site, and registration of new covenants with updated security would be completed prior to Final Adoption. Furthermore, as part of the review of the subject rezoning application, the site's civil design will be re-examined and an amended Servicing Agreement will be required if necessary.
- 3.7 As this rezoning is proposing to utilize the R7 District, the Council adopted recommendation in the report titled "Recommended Approach to the Processing of Development Fees and Charges for New R District Rezoning", dated October 8, 2025, would apply. New contemporary Development Cost Charges (DCCs) and Amenity Cost Charges would apply at Building Permit, with a dollar value credit applied for any DCCs paid to date. Through REZ #20-18, the applicant opted to defer payment of density bonus principal prior to issuance of PPA and/or BP, and a Section 219 Covenant was registered to secure timing of payment and payment of applicable interest, in accordance with Council approved policy. As detailed in the October, 2025 report, the applicant would be required to be current with density bonus interest payments up until the date of Second Reading of the amendment rezoning bylaw, in order for the existing density bonus related covenant(s) to be considered eligible for discharge upon Final Adoption.
- 3.8 Staff support the continuation of work with the applicant on the amended development concept, as it is in alignment with the OCP and supporting City policy, and delivers a more viable project with additional housing supply and community services in proximity to transit.

**4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

There are no communication requirements associated with this report. If a Rezoning Report is advanced for this application in the future, the standard rezoning communications would be undertaken at that time.

**5.0 FINANCIAL CONSIDERATIONS**

There are no financial considerations associated with this report.

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, Site Plan and Site Perspective

**REPORT CONTRIBUTORS**

This report was prepared by Grant Taylor, Development Planner, and reviewed by Mark Norton, Development Manager, Jennifer Wong, Assistant City Solicitor, E. Ellen Ripley, Staff Solicitor, and Jesse Dill, Director Development.