

PLANNING AND DEVELOPMENT COMMITTEE

TO: MAYOR AND COUNCILLORS

SUBJECT: REZ #24-23 – 3900 GRAND PROMENADE, 9850 AUSTIN ROAD, AND 9858 AND 9898 GATINEAU PLACE – AMENDED MIXED-USE COMMERCIAL/RESIDENTIAL DEVELOPMENT

RECOMMENDATION:

THAT a Rezoning Bylaw for REZ #24-23 be prepared and advanced to First and Second Reading at a future Council meeting;

THAT the predecessor Rezoning Bylaw, Burnaby Zoning Bylaw 1965, Amendment Bylaw No. 6, 2025 (Bylaw No. 14737), be abandoned contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw;

THAT a replacement Housing Agreement be authorized for the Carrigan site (3856 and 3870 Carrigan Court – REZ #20-18) according to the amended terms outlined in Section 3.2 of the report titled “REZ #24-23 – 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place – Amended Mixed-Use Commercial/Residential Development” dated March 4, 2026, of the Planning and Development Committee meeting, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw; and

THAT the items listed in Attachment 3 to the report 6 be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #24-23.

REPORT

The Planning and Development Committee, at its meeting held on March 4, 2026, received and adopted the attached report seeking Council authorization to forward REZ #24-23 to First and Second Reading at a future Council meeting.

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: **REZ #24-23 – 3900 GRAND PROMENADE, 9850 AUSTIN ROAD, AND 9858 AND 9898 GATINEAU PLACE – AMENDED MIXED-USE COMMERCIAL/RESIDENTIAL DEVELOPMENT**

PURPOSE: To seek Council authorization to forward REZ #24-23 to First and Second Reading at a future Council meeting.

REFERENCES

Address: 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place

Legal: PIDs: 032-344-384; 032-344-414; 032-344-422; 032-344-449
Lot 1 District Lot 4 Group 1 New Westminster District Plan EPP136470; Lot 2 District Lot 4 Group 1 New Westminster District Plan EPP136470; Lot 3 District Lot 2 Group 1 New Westminster District Plan EPP136470; and Lot 4 District Lot 2 Group 1 New Westminster District Plan EPP136470

Applicant: Pinnacle International
300 – 911 Homer Street, Vancouver, BC V6B 2W6
Attention: Jim Ralph

Current Zoning: CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District, Lougheed Core Area Master Plan, and Lougheed Town Centre Plan as guidelines and in accordance with the development plan entitled “Pinnacle Lougheed” prepared by JYOM Architecture)

Proposed Zoning: Amended CD Comprehensive Development District (based on RM5s Multiple Family Residential District, C3 General Commercial District, Lougheed Core Area Master Plan, and Lougheed Town Centre Plan as guidelines and in accordance with the development plan entitled “Pinnacle Lougheed Hotel and Restaurant Amendment” prepared by JYOM Architecture and Bingham + Hill Architects)

RECOMMENDATION

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THAT a replacement Housing Agreement be authorized for the Carrigan site (3856 and 3870 Carrigan Court – REZ #20-18) according to the amended terms outlined in Section 3.2 of the report titled “REZ #24-23 – 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place – Amended Mixed-Use Commercial/Residential Development” dated March 4, 2026, and the City Solicitor be authorized to bring forward a Housing Agreement Bylaw; and

THAT the items listed in Attachment 3 to the report 6 be established as prerequisites to consideration of Final Adoption of the Rezoning Bylaw for REZ #24-23.

EXECUTIVE SUMMARY

A revised rezoning application has been received to amend the previous rezoning of the subject lands pursuant to Rezoning Reference #18-32 (Bylaw No. 14447), which received Final Adoption on September 23, 2024, and included two market strata residential buildings of 80 (Tower 1B) and 73 (Tower 1A) storeys, respectively, inclusive of a 13-storey retail and office podium. As part of the subject amendment rezoning application, the applicant is proposing to replace a portion of the commercial office use with hotel and restaurant uses, and add 362 additional market strata units from the development concept approved under REZ #18-32, resulting in an additional seven storeys for Tower 1B and four storeys for Tower 1A. In addition, as part of the subject amendment rezoning application, the applicant is proposing to provide the inclusionary requirement associated with Phase 1 only, to be transferred to the Carrigan site, which is an amendment from the previous rezoning approval. The purpose of this report is to provide Council with information on the amended proposal and to recommend that a new Rezoning Bylaw for REZ #24-23 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),
- Burnaby 2050 Official Community Plan (2025),
- 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 site (Austin-Gatineau site) is located on the south side of Austin Road, between North Road and Lougheed Highway, and is designated with base and overlay land use designations of General Commercial and High-Rise Apartment 2 respectively in the Official Community Plan (see **Attachment 1**). The Official Community Plan (OCP) requires that the base designation of General Commercial be present on the site as part of the development proposal. The subject site is comprised of 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place, which are improved with surface parking lots and a residential sales centre.
- 2.2 On August 29, 2016, Council granted Final Adoption to REZ #15-23 (Bylaw No. 13568), which established the Lougheed Core Area Master Plan and associated Development Guidelines for the phased mixed-use redevelopment of the City of Lougheed (TCOL) site and select properties to the south in line with the adopted Lougheed Town Centre Plan. The Master Plan provides direction related to the general land use, form, massing, subdivision pattern, site servicing, development phasing, and distribution of applicable development densities in the Core Area. A Density Allocation Covenant was registered on the lands comprising the eight development phases described in the Master Plan to govern the overall site density and is amended as each phase is rezoned pursuant to a site-specific rezoning application.
- 2.3 In February 2018, Shape Properties sold a portion of their holdings, identified as the “Austin-Gatineau site”, currently located at 3900 Grand Promenade, 9850 Austin Road, and 9858 and 9898 Gatineau Place, to Pinnacle International. In connection with the land sale, an amended Density Allocation Covenant was registered to allocate 176,515.78 m² of residential density to the Austin-Gatineau site to facilitate a high-density mixed-use development.
- 2.4 In 2018, the applicant submitted a rezoning application (REZ #18-32) for Phase 1 of the Austin-Gatineau site, which proposed the development of a high-density, mixed-use commercial/residential development that included two strata residential buildings, of 80 and 73 storeys, respectively, inclusive of a 13-storey commercial retail/office podium. A total of 1,466 market strata units, 1,236.1 m² of retail space and 47,854.1 m² of office space were proposed.

In accordance with the Rental Use Zoning Policy, REZ #18-32 was required to comply with Stream 2 – Inclusionary Rental requirements. In addition to the massing, uses, and residential tenure outlined above, REZ #18-32 allocated the remaining RM5s density, as well as securing the total number of strata units (2,474 units), for Phase 2 and Phase 3 of the “Austin-Gatineau site” in order to identify the total Inclusionary non-market rental unit requirement of the Rental Use Zoning Policy for the entire site.

- 2.5 In 2020, the applicant submitted a rezoning application (REZ #20-18) for 3846 Carrigan Court (Carrigan site), which proposed a high-density, multiple family

residential development that included a high-rise residential strata building and two high-rise non-market rental buildings. REZ #20-18 was intended to develop concurrently with REZ #18-32 in order to facilitate a density transfer of RM5r District density between the two sites, which included the accommodation of the required inclusionary non-market rental units (405 units) generated from the entire Austin-Gatineau site on the Carrigan site. In addition to the Austin-Gatineau site's inclusionary non-market rental units, the Carrigan site accommodates the rental replacement requirement of the Carrigan site as well as the strata density generated by the Carrigan site. In total, 354 market strata units, 141 replacement rental units, and 405 inclusionary rental units were proposed for the Carrigan site under REZ #20-18.

- 2.6 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 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.
- 2.7 In December of 2024, the applicant submitted the subject rezoning application (REZ #24-23) in order to amend the development proposal approved under REZ #18-32 by replacing 11 storeys of office use with additional market strata residential use. Council subsequently granted First and Second Reading to the original Rezoning Bylaw for REZ #24-23 (Bylaw No. 14737) on April 22, 2025 and granted Third Reading on May 27, 2025.

The applicant is now proposing further amendments to the development concept previously proposed under the subject rezoning application to include additional commercial restaurant uses, additional hotel use, and additional market residential and amenity uses, which are further described in Section 3.1 of this report. As the proposed revisions amend the proposed density of the project, the subject rezoning is required to be re-introduced for First Reading of the amended development concept. The applicant has now submitted a revised plan of development suitable for First and Second Reading of the Rezoning Bylaw.

- 2.8 In accordance with the transitional provisions set out in the Burnaby 2050 Official Community Plan Bylaw, a 12-month transition period ending December 09, 2026 has been established to allow time for rezonings that have been applied for prior to December 09, 2025, based on a legacy district (RM, C, M, B, P, and A Districts), or a Comprehensive Development District based on a combination thereof. The subject rezoning was applied for prior to December 09, 2025, and can therefore be processed in accordance with the RM5s and C3 Districts as guidelines. The subject application must achieve Final Adoption on or prior to December 09, 2026, otherwise it will be cancelled, and a new application would be required in alignment with the CM2 and R8 Districts.

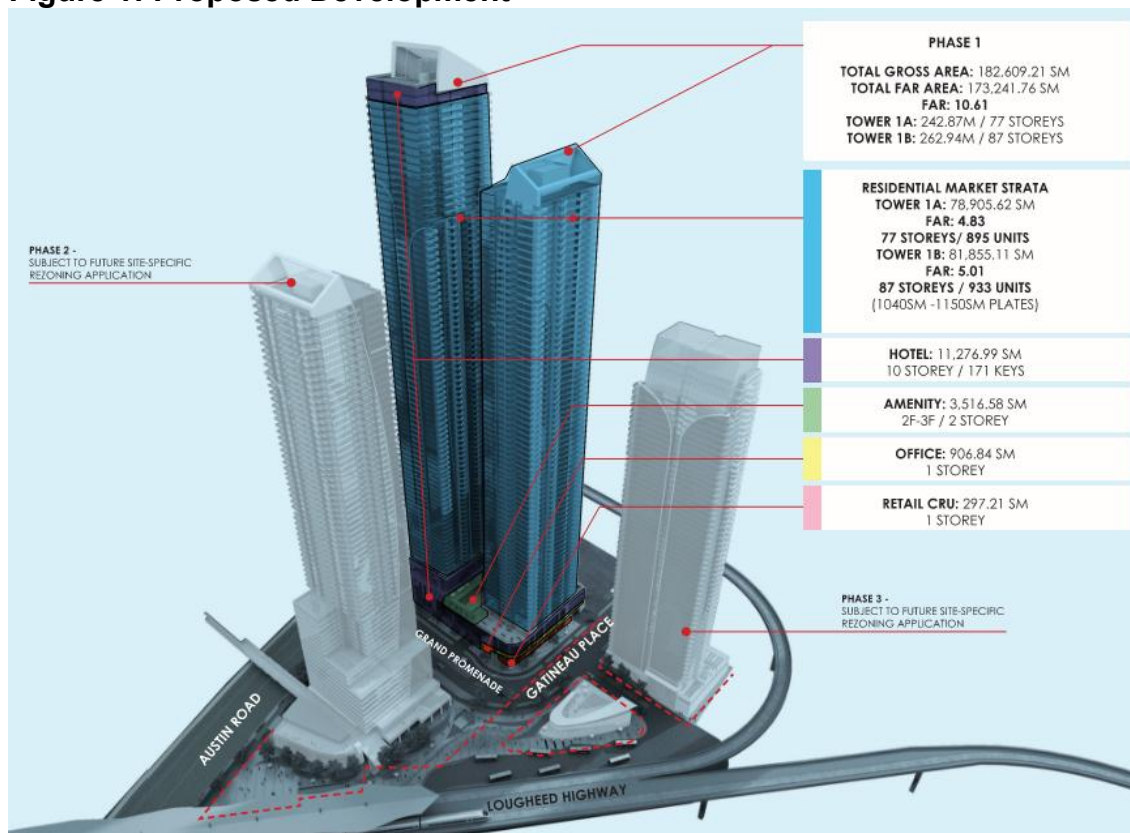
3.0 GENERAL INFORMATION

3.1 The amended development proposal, as shown in **Figure 1**, for Phase 1 of the Austin-Gatineau site is for two strata residential towers of 77 and 87 storeys, respectively, inclusive of a 5 storey commercial hotel, retail, office and residential amenity podium. A total of 1,828 market strata residential units, 171 hotel suites, and approximately 297.21 m² of retail space, 986.35 m² of restaurant space, and 906.84 m² of office space are proposed. The proposed amendments compared with the prior proposal advanced through REZ #24-23 include:

- the addition of commercial restaurant uses at street level and Level 86 of Tower 1B;
- the addition of a 171-suite hotel within four levels of the commercial podium;
- the reduction of approximately 6,380.16 m² of office space within the commercial podium;
- the addition of 70 dwelling units; and
- the inclusion of additional amenity space on Levels 86 and 87 of Tower 1B.

In total, the proposed amendments result in the addition of 5 storeys on Tower 1B and 2 storeys on Tower 1A compared with the previous development concept submitted under REZ #24-23. Compared with the approved development concept under REZ #18-32, the proposed amendments result in 11 additional storeys overall (87 vs 80 storeys for Tower 1B and 77 vs 73 storeys for Tower 1A). Vehicular access is provided via Grand Promenade and Gatineau Place, with parking provided underground. Pedestrian access to the residential lobbies is provided from Grand Promenade and Gatineau Place. Pedestrian access to the office and hotel components are provided from Grand Promenade. 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: Proposed Development



3.2 Another proposed amendment to the prior approvals under REZ #18-32 and REZ #20-18, is that the applicant is now proposing to transfer only the Phase 1 generated inclusionary requirement to the Carrigan site. Phase 2 and Phase 3 of the Austin-Gatineau site will advance in the future under separate site-specific rezoning applications in accordance with the CM2 and R8 Districts, with each respective phase accommodating its own inclusionary rental requirements as applicable. In support of the amended approach, the applicant has submitted a new development proposal for the Carrigan site utilizing the CM1 and R7 Districts as guidelines. The new development concept proposal for the Carrigan site is outlined in a separate report appearing elsewhere on this agenda.

The inclusionary requirement associated with Phase 1, as required under Stream 2 of the Rental Use Zoning Policy (RUZP), comprises a total of 300 inclusionary non-market rental units, which is the equivalent of 20% of the proposed units in Phase 1, excluding units achieved using density offset. The approved development for the Carrigan site under REZ #20-18 included 405 inclusionary units generated from Phases 1, 2 and 3 of the Austin-Gatineau site. A Housing Agreement and Covenant have been registered on the Carrigan site pertaining to the 405 inclusionary units, and the rental replacement requirement generated from the Carrigan site. It is proposed that the subject rezoning be permitted to advance to Final Adoption prior to the amendment rezoning for the Carrigan site

receiving Final Adoption. The inclusionary units transferred to the Carrigan site will still be required to achieve occupancy prior to or concurrently with occupancy of the Phase 1 Austin-Gatineau site. To protect this arrangement, a Section 219 covenant will be registered on the Phase 1 site through the subject rezoning to restrict occupancy until the inclusionary units are delivered. In addition, the registration of a replacement Housing Covenant and a replacement Housing Agreement will also be required for the Carrigan site prior to Final Adoption of the subject rezoning to reflect the updated inclusionary units accommodated on the Carrigan site, and to protect and regulate affordability measures and tenure of the required non-market inclusionary rental units based on the current CD zoning at the Carrigan site. Under the updated terms of the replacement Housing Agreement, the Carrigan Site would be required to provide 300 inclusionary units associated with Phase 1 of the Austin-Gatineau site, in addition to the required rental replacement of the Carrigan site, with the other 105 units previously required and included in the current Housing Agreement, converting to market rental as permitted under the RUZP. The RUZP was amended in July 2025, in accordance with the recommendation outlined in the report titled “Proposed Amendment to Rental Use Zoning Policy Stream 2 – Optional Rental in the RMr District”, to permit the optional rental units provided utilizing RMr density, to be rented at market rates. If Council subsequently adopts the amendment rezoning for the Carrigan site, a further replacement Housing Agreement and Covenant may be advanced through that rezoning, if necessary, to account for any additional inclusionary units generated by that amended development proposal.

- 3.3 The total density is determined based on the gross site area of the Austin-Gatineau site and the permitted Gross Floor Area (GFA) allocated to Pinnacle International from the Lougheed Mall site. The maximum permitted density for the Austin-Gatineau site is outlined in **Table 1**. The proposed density for Phase 1 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 permitted density (FAR) for the Austin-Gatineau site not being exceeded.

Table 1: Permitted site across all 3 phases of the Austin-Gatineau site

Zoning District	Permitted GFA (m ²)
RM5s	176,515.78
RM5s Density Offset	38,833.47
C3	97,959.60
Total GFA (m ²)	313,308.85

Table 2: Proposed Phase 1 density based on subject site area (Austin-Gatineau site)

Zoning: CD (RM5s, C3)		
Site Area (subject to survey): 16,364 m²		
	Proposed Density (FAR) and GFA (m²)	Proposed Units
RM5s Base	3.54	659
GFA (m ²)	57,979.28	
RM5s Bonus	0.65	120
GFA (m ²)	10,541.69	
RM5s Suppl. Base	1.93	360
GFA (m ²)	31,625.06	
RM5s Suppl. Bonus	1.93	360
GFA (m ²)	31,625.06	
RM5 Density Offset	1.77	329
GFA (m ²)	28,989.64	
C3	0.76	-
GFA (m ²)	12,481.04	
Total Density	10.59	1,828
Total GFA (m ²)	173,241.77	

Note: The proposed density for Phase 1 is comprised of 68% of RM5s base density, 32% of RM5s bonus density, and the proportional density offset (74.7% of the total Austin-Gatineau site permissible density offset) given the inclusionary rental requirement for Phase 1 is being delivered at the Carrigan site.

3.4 As noted in **Table 1**, the applicant is proposing to use the amenity density provisions in the Zoning Bylaw. In so doing, the applicant would achieve 42,166.75 m² of bonused gross floor area (GFA) included in the development proposal for Phase 1. It is noted that a density bonus value for 33,583.80 m² of bonused gross floor area (GFA) was approved by Council under REZ #18-32. As such, there is an additional 8,582.95 m² of bonused gross floor area (GFA) proposed as part of the subject rezoning amendment. The Real Estate Division of the Lands and Facilities Department will initiate discussions with the applicant on the amenity bonus value for the additional bonus gross floor area. A separate report detailing the value of

the density bonus will be brought forward to Council for consideration and approval prior to Final Adoption or at a future date in accordance with Council approved rate negotiation deferral measures, as approved from time to time. In accordance with Council-adopted policy, 80% of the cash-in-lieu contributions will be applied to the City-Wide Community Benefit Bonus Reserve and 20% to the Community Benefit Bonus Affordable Housing Reserve. All necessary covenants will be registered at the time of Final Adoption to secure timing of payment and if applicable interest, in accordance with Council approved policy.

- 3.5 As the subject site is located within a frequent transit network area, off-street residential parking spaces (other than accessible parking spaces) are not required. A residential parking ratio of 0.69 spaces per unit is voluntarily proposed for the development. A commercial parking ratio of 1 space per 46 m² of floor area for retail and office, 1 space per 55 m² of floor area for restaurant uses, and 1 space per 2 sleeping units for the hotel use is proposed. A more detailed summary of the proposed parking including bicycle parking and end-of-trip facilities is outlined in **Attachment 2**.

As this rezoning application represents an amendment to the development approved under REZ #18-32, the applicant is proposing to provide a TDM package that is consistent with the package of measures approved under REZ #18-32, updated to reflect the proposed additional density. In accordance with the Transportation Demand Management package that was approved for REZ #18-32, the applicant is providing an updated suite of transportation demand management strategies for residents, which include:

- a transit subsidy fund that amounts to a 2-zone monthly transit pass for 2 years for 85% of the total dwelling units;
- provision of \$500.00 in car share vehicle driving credits per dwelling unit;
- provision of 15 parking spaces for car share vehicles on-site with Level 2 or higher charging level;
- provision of an EV charging station for each of the 15-car share parking spaces;
- provision of 25 electrical bicycles for use by strata residents;
- provision of bicycle repair and maintenance stations on-site; and,
- a Communications Strategy that provides the building owners, tenants and employees of the residential and commercial 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 Adoption in line with adopted City policy or bylaw regulations, as amended from time to time.

- 3.6 The Development Services Division, Engineering Department, has confirmed that the proposed amendments to the Phase 1 development under the subject rezoning application do not impact or alter the existing Servicing Agreement finalized under REZ #18-32. However, any necessary changes will be reflected in an amended Servicing Agreement if required.
- 3.7 The applicant has indicated that the development will meet a minimum of Step 2 of the BC Energy Step Code and the Zero Carbon Step Code EL-4, in line with contemporary green building standards required under the Building Bylaw.
- 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 does not include further subdivision of the subject site, as the subdivision of the site was created under SUB#22-16 and its associated rezoning application, REZ #18-32.
- 3.10 As this rezoning is proposing to utilize the RM and C Districts as guidelines, 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 not apply. Development Cost Charges (DCCs) were collected through the approved rezoning (REZ #18-32) and subdivision (SUB #22-16) for 1,466 units and 45,749.2 m² of commercial uses. Additional contemporary City and regional DCC rates and payments would only be imposed on net new units and floor area proposed as part of the subject amended development proposal. In regard to Amenity Cost Charges (ACCs), the applicant has a precursor Building Permit (BLD #23-00576) applied for, which if issued prior to adoption of the subject amendment rezoning, would provide in-stream protection for the 1,466 previously approved units and 45,749.2 m² of commercial uses, with ACCs being imposed only on the net new units and floor area proposed under an updated Building Permit application following adoption of the rezoning bylaw. Payment of the density bonus principal amount approved through REZ #18-32 would be required prior to issuance of the Building Permit unless otherwise approved by Council. If the precursor Building Permit is not issued prior to adoption of the rezoning bylaw, ACCs would be imposed on all units proposed. It is noted that the development would likely not proceed in the circumstance that ACCs are imposed on all units proposed, as the imposition of ACCs on all units would be financially prohibitive. Further it was not intended that ACCs be applied to all units in circumstances where applicants are pursuing an amendment under the RM District zoning framework with in-stream development fees imposed and paid in coordination with a prior development approval.

3.11 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 #24-23 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 – Part 1 of 4: Sketch #1, Sketch #2, Site Plan and Phase 1 Site Plan
- Attachment 1 – Part 2 of 4: Subdivision Plan (approved under REZ #18-32) and Shadow Study Plan
- Attachment 1 – Part 3 of 4: Elevations
- Attachment 1 – Part 4 of 4: Elevations (2)
- Attachment 2 – Development Statistics
- Attachment 3 – Rezoning Prerequisites

REPORT CONTRIBUTORS

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