

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN: PHASE 2 DRAFT
VISION, LAND USE CONCEPTS AND POLICY DIRECTIONS**

RECOMMENDATIONS:

1. THAT Council endorse the draft vision, land use concepts and policy directions for Phase 2 of the Bainbridge Urban Village Community Plan, as a basis for receiving community input, as outlined in the report.
2. THAT Council authorize staff to undertake the Phase 2 public consultation process, as outlined in the report.

REPORT

The Planning and Development Committee, at its meeting held on 2021 May 18, received and adopted the *attached* report providing a summary of input received in connection with Phase 1 of the Bainbridge Urban Village Community Plan public consultation process. The report is also seeking Council endorsement of the draft vision, land use concepts and policy directions for Phase 2; and authorization to initiate Phase 2 of the public consultation process.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: Acting City Manager Director Engineering Director Planning & Building Director Corporate Services Director Public Safety & Community Services Director Parks, Recreation & Cultural Services City Solicitor
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TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2021 May 12

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 71130 20

**SUBJECT: BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN:
PHASE 2 DRAFT VISION, LAND USE CONCEPTS AND POLICY
DIRECTIONS**

PURPOSE: To summarize input received in connection with Phase 1 of the Bainbridge Urban Village Community Plan public consultation process; to seek Council endorsement of the draft vision, land use concepts and policy directions for Phase 2; and, to seek Council authorization to initiate Phase 2 of the public consultation process to seek further community input.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council endorse the draft vision, land use concepts and policy directions for Phase 2 of the Bainbridge Urban Village Community Plan, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee recommend that Council authorize staff to undertake the Phase 2 public consultation process, as outlined in this report.
3. **THAT** this report be advanced to the open Council agenda.

REPORT

1.0 INTRODUCTION

On 2020 July 27, Council endorsed the preliminary goals and land use framework for the new Bainbridge Urban Village Community Plan (the “**Bainbridge Plan**”) as a basis for soliciting public input as part of Phase 1 public consultation. Staff conducted this initial public consultation phase during the fall of 2020. This report represents next steps in the Bainbridge Plan process by summarizing input received from Phase 1 public consultation, and by introducing the draft vision, land use concepts and policy directions that were developed from this input, as a basis for Phase 2 consultation. Feedback received from Phase 2 consultation would subsequently inform the preparation of a Draft Plan and a last round of public consultation in the fall of 2021.

Accompanying this report is the Phase 2 Draft Vision, Land Use Concepts and Policy Directions Consultation Guide (the “**Phase 2 Guide**”) (see *Appendix 1*). This document is intended to provide

clear and engaging information to the public and other stakeholders on concepts for the Bainbridge Plan area, and to frame the content as a guide for further discussions during Phase 2 consultation.

The Bainbridge Plan provides an opportunity to guide the future development of Bainbridge into a thriving, mixed-use urban village, and it will shape how this area will redevelop over the medium- and long-term. With the approval of this report by Council, staff would initiate Phase 2 public consultation over the proceeding months, to ultimately guide the preparation in Phase 3 of a final draft Community Plan in summer/fall 2021.

2.0 POLICY BACKGROUND

The development of the Bainbridge Plan aligns with the following City policies:

- Corporate Strategic Plan (2017)
- Regional Context Statement (2013)
- Official Community Plan (1998)
- Economic Development Strategy (2016)
- Social Sustainability Strategy (2011)
- Environmental Sustainability Strategy (2016)
- Mayor’s Task Force on Community Housing (2019)
- Housing Needs Report (2021)
- Climate Action Framework (2019)
- Transportation Plan Update (ongoing)

3.0 AREA CONTEXT AND PLAN PURPOSE

The Bainbridge neighbourhood is located north of Burnaby Lake, east of Still Creek, and within the Brunette River watershed. The Millennium SkyTrain Line runs east-to-west along the southern edge of Lougheed Highway through the neighbourhood, with the Sperling-Burnaby Lake SkyTrain Station and bus loop located at the southeast corner of the intersection of Lougheed Highway and Sperling Avenue (see *attached* Sketch #1).

The area proposed to be part of the Bainbridge Plan which will be further studied and consulted on through Phase 2 includes lands generally bounded by Sperling Avenue and Winston Street to the west and south, Broadway to the north, and Phillips Avenue to the east (see *attached* Sketch #1). This proposed plan boundary includes a focus area where the most change in land use and urban form is anticipated, and a broader area of surrounding residential neighbourhoods, greenspaces, and public uses where more modest change may occur in an incremental and longer term manner based on an increase in pedestrian-oriented housing and “gentle density” housing options.

The purpose of the Bainbridge Plan is to facilitate opportunities for varied housing options, commercial services, employment and office uses, and community amenities for the benefit of existing and future residents; to capitalize on regional SkyTrain public transportation; to transform industrial areas into their intended future Urban Village uses; and to enhance peoples’ connection with a healthy natural environment.

4.0 PHASE 1 PUBLIC CONSULTATION SUMMARY

4.1 Purpose

The purpose of the Phase 1 public consultation phase was to build awareness, gather community input, and develop an understanding of the issues and opportunities for the Bainbridge Plan. Specifically, this first phase focused on gathering public and stakeholder input on a vision for the Bainbridge area, the proposed plan boundary, and the preliminary goals and land use framework for the community. The seven preliminary goals endorsed by Council as a basis for proceeding with Phase 1 consultation are listed in *Appendix 2*, and covered the following topic areas: community character and identity; local economy and employment; built form and community design; public realm, parks, and open space; housing and community amenities/services; environmental sustainability; and mobility and connectivity.

Phase 1 presented and sought input on various boundary options for the Bainbridge Plan, including options to include the focus area only, and options to include one or both of the potential expansion areas (i.e. Bainbridge East and Broadway South), as shown in the *attached* Sketch #1, as part of the plan area boundary.

The preliminary land use framework as shown in the *attached* Sketch #2 identified a transit-oriented Village Centre near the Sperling-Burnaby Lake SkyTrain Station, accompanied by a mixed-use corridor along Lougheed Highway with commercial nodes and surrounded by residential areas providing for different types of residential forms and housing options.

4.2 Consultation Methods

Staff initiated a media advertising campaign between late July and November 2020, using both online and traditional media, to notify the public of the Phase 1 consultation process and to solicit input. This campaign included web content, paper and electronic news releases and publications, social media posts and advertising; and direct postcard mail-outs to approximately 11,000 residents, tenants or landowners in or nearby the Bainbridge neighbourhood.

A key component of the consultation process was the Phase 1 online survey, available between 2020 October 06 and 2020 November 15, which allowed respondents to provide detailed written feedback on various key topics. The survey was supported by a Phase 1 Discussion Guide available online or printed and mailed upon request. Staff received additional input through the submission of emails, letters, social media comments, and phone calls. Full details of the outreach methods and relevant metrics are provided in *Appendix 2*.

As part of the Phase 1 process, staff engaged with internal and external groups. In addition to the Planning and Development Committee, staff presented to the City's Parks, Recreation and Culture Commission, Community Heritage Commission, and Social Planning Committee. Further, staff engaged and invited feedback from various external organizations, including Translink, Metro Vancouver, Burnaby School District, Urban Development Institute, and HUB Cycling.

All public consultation methods conducted were reflective of protocols resulting from the COVID-19 Pandemic, in accordance with Public Health Office orders and guidelines.

4.3 Input Received

Appendix 2 provides a detailed quantitative and qualitative summary of the public input received through the various consultation methods described in Section 4.2. The online survey generated a total of 506 responses. Of the seven preliminary goals, the three goal areas which garnered the highest percentage of support (categorized as either somewhat or strongly support) through the survey responses were Public Realm, Parks and Open Space (92%), Mobility and Connectivity (88%), and the Local Economy (83%). The four other goal areas held between 76% and 79% support.

Of the plan area boundary options presented, approximately 37% of respondents preferred not to expand the Bainbridge Plan boundary beyond the focus area. The remaining 63% indicated support for some expansion of the focus area to one of either Bainbridge East, Broadway South, or both areas. Public input revealed a desire from some respondents to maintain the existing single-family forms and uses primarily present in these potential expansion areas. Conversely, some respondents encouraged the exploration of more multi-family housing forms in these neighbourhoods, including duplexes, triplexes, rowhouses, townhouses and pedestrian-oriented apartment forms that could be added incrementally over time. Further, including the City-owned forested lands and sensitive ecosystems east of Bainbridge Avenue in the plan boundary as protected City park and public use is widely supported, with comments also in support of the enhancement and protection of watercourses and habitat corridors south of Broadway Street.

Building upon this initial feedback, Phase 2 will continue to explore and garner input on more specific options on how this Plan could include direction for the Broadway South and Bainbridge East areas in a manner that recognizes its context within an Urban Village, including protecting sensitive habitats; securing greenspace, community and park uses; and considering the potential for sensitive pedestrian-oriented housing choices. Based on additional feedback received during Phase 2 consultation, staff will report back to Council as part of Phase 3 on whether these areas, or parts of these areas, will be included as part of the final draft Community Plan for Council consideration.

Overall, several key themes and topics emerged from the public input received, which are listed below.

1. Parks, Open Space and the Natural Environment
2. Local Economy and Employment
3. Development and Community Design
4. Housing
5. Community Amenities
6. Transportation and Mobility
7. Plan Area Boundary

A detailed assessment of specific comments pertaining to each topic area, and how they will be addressed and further considered during Phase 2, is found in *Appendix 2*.

Overall, staff received substantial feedback from the various internal and external groups, many of whom noted the Bainbridge Plan as an opportunity to plan for an Urban Village that will provide for a range of land uses and community assets and amenities, and be efficiently linked by high-quality open public spaces and various mobility options.

5.0 PHASE 2 DRAFT VISION, LAND USE CONCEPTS AND POLICY DIRECTIONS

As noted above, the Phase 2 Guide attached as *Appendix 1* introduces the draft vision, land use concepts and policy directions developed out of Phase 1, which will form the foundation for forthcoming Phase 2 public consultation. The Phase 2 Guide identifies key ideas for the Bainbridge Plan, while still allowing for flexibility to incorporate changes and new considerations prior to the development of the draft Community Plan in Phase 3. The document includes the following components:

5.1 Draft Vision

The Phase 2 Guide presents the following draft vision for the Bainbridge Plan which encompasses the original goals, framework and ideas from the Phase 1 consultation phase:

“Bainbridge Urban Village is a vibrant and exciting place complete with a connected and diverse community that strives towards a sustainable, resilient future together with Burnaby’s other neighbourhoods.”

5.2 Climate Action

The Phase 2 Guide describes how the Bainbridge Plan, by striving to create a carbon-neutral and resilient Urban Village, is directly linked to the following Big Moves in the Council-adopted Climate Action Framework.

- Accelerated mode shift
- Net-zero emission buildings
- Healthy ecosystems
- Resilient Neighbourhoods

By aligning with the Climate Action Framework, the Bainbridge Plan plays an important role towards Burnaby’s ultimate goal of becoming carbon-neutral by 2050.

5.3 Core Value – Sustainable Place-Making

Phase 1 public consultation was based on the following 7 Council-endorsed preliminary goal areas.

- Community Character and Identity
- Local Economy and Employment
- Built Form and Community Design
- Public Realm, Parks and Open Spaces
- Housing, Community Amenities and Services
- Environmental Sustainability
- Mobility and Connectivity

As a result of community feedback from Phase 1, and to progress towards a more focused discussion, Phase 2 consultation integrates these 7 goal areas into the three following policy sections, organized under a core value of Sustainable Place-making.

- Land Use and Development
- Parks, Public Space and Mobility
- Housing, Community Amenities and Services

The Phase 2 Guide further describes how Sustainable Place-making has been identified as a core value to help guide future change and improvements in the Urban Village in a way that contributes to a more sustainable economic, social, and environmental future, while at the same time enhancing the sense of place and pride that people have in their community. Designing for sustainable neighbourhoods that are also highly desirable, convenient, and fulfilling places to be a part of, was identified as a result of feedback received from Phase 1 consultation.

Sustainable Place-making considers how to design places that encourage social interaction, collaboration and connectivity, support for local business and economy, inclusion and access for all residents, and stewardship of the environment and natural features which make the community special. A strong, connected, and well-served community also supports a neighbourhood's resiliency and capacity to respond to future challenges or adversity.

Urban Villages are ideal places to plan for future development with Sustainable Place-making in mind, because they are smaller, more locally-focused neighbourhoods with new and long-standing residents alike, and with opportunities for a diverse collection public spaces, housing choices, employment, and natural assets. Another key characteristic of Urban Villages is their ability to provide a wide cross-section of both urban and natural experiences all within one neighbourhood.

Finally, Sustainable Place-making fits within the City of Burnaby's holistic view of sustainability as part of community change, including key strategic policies and initiatives such as the Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), the Climate Action Framework (2019), the Mayor's Task Force on Community Housing (2019), and the Economic Development Strategy (2020).

5.4 Character Areas, Land Use and Development

Phase 2 identifies eight unique character areas within the Bainbridge Plan to emphasize place-making as a key goal and to provide a structured approach for exploring potential land use concepts, building forms and urban design in different parts of the Urban Village. Each of these character areas contribute in their own distinct way to making Bainbridge a unique, complete Urban Village, and they are all bound together by a broader network of Village Green Spaces and Public/Crown Lands that span across the entire Urban Village. The Phase 2 Guide provides details on each of these character areas, including information and rationale on potential land uses and building forms in each area.

The key land use and development goals for the Bainbridge Plan include:

- integrating future development with a series of green spaces and corridors to connect people with natural places in the Urban Village;
- establishing active, pedestrian-oriented uses such as commercial and community service uses in a transit-oriented village centre near the Sperling-Burnaby Lake SkyTrain station, and along mixed-use streets;
- encouraging employment spaces, such as office space, live-work units, and creative uses such as workshops, studios and small batch manufacturing spaces to contribute to Bainbridge’s unique identity and industrial history; and,
- providing a range of home-ownership as well as market, below-market and non-market rental housing options.

5.5 *Parks, Public Space and Mobility*

The desire for Bainbridge to have high-quality public open spaces, comfortable and safe streetscapes, and efficient, diversified transportation options was expressed during Phase 1 consultation. Phase 2 will further explore policy directions for creating parks, open public spaces and mobility options (including streets, bicycle paths, sidewalks and other pedestrian spaces) together as a well-integrated public space network. These policy directions promote a transportation network that is pleasant, functional, and in support of ambitious City-wide goals to shift travel modes towards active transportation, with the majority of trips by transit, cycling or walking.

The Phase 2 Guide also provides further detail on planning for public space and mobility networks, as well as streetscape principles and designs that can be incorporated into the Bainbridge Plan to create a high-quality public realm that is unique to the Urban Village. In a broader context, the Phase 2 Guide envisions the future public realm in Bainbridge to emphasize the following:

- engaging and interesting streetscapes with high-quality materiality, lighting and landscaping that is specifically designed for the context of the Urban Village;
- streets function well for all users, accommodating vehicle use as well as active, healthy, zero-carbon travel modes like walking and cycling;
- streets that act as public “living rooms” with places to rest or socialize with others;
- streets that are multi-purpose spaces that can be adapted for use through changes in seasons, technological trends, and needs of the surrounding neighbourhood; and,
- carefully designed public spaces and corridors that are safe, comfortable and inclusive to all.

5.6 *Housing, Community Amenities and Services*

The Phase 2 Guide provides key concepts and strategies for how the Bainbridge Plan will deliver a variety of housing types, forms and tenures, complemented by the provision of key community services and amenities such as schools, community gathering spaces and childcare, to allow a

diverse and inclusive local community to grow and thrive in Bainbridge. These concepts will be further developed during the Phase 2 consultation phase, to eventually form specific policy actions that will be incorporated into the draft Community Plan in Phase 3. The intent is for these policy actions to align future development in Urban Villages with City-wide goals and policies for housing and social sustainability. The Bainbridge Urban Village will meet the City's adopted Rental Use Zoning Policy, and will help address the goals and targets of the City's Housing Needs Report and HOME – Housing and Homelessness Strategy.

The Phase 2 Guide considers key opportunities for:

- multi-family rental and home-ownership options that are accessible to a wide range of individuals and families;
- mixed-use and multi-family developments at a transit-oriented Urban Village scale, while still requiring below-market and non-market rental housing provisions at comparable ratios as new Town Centre development;
- housing forms such as rowhouses, townhouses and multi-family apartments that offer more housing choices for existing and future residents in the community, and that provide an effective transition to lower-density neighbourhoods;
- consideration for lower-density attached housing forms on the periphery of the Plan area that provide additional housing choices aside from single-family homes;
- through development, explore the potential to secure new community amenities such as childcare and other key community amenities and services for existing and future residents; and,
- applying the Rental Use Zoning Policy to new multi-family residential and mixed-use developments, including the requirement for at least 20% of market (strata and rental) units to be provided as below-market or non-market rental housing.

6.0 PHASE 2 PUBLIC CONSULTATION PROCESS

The community planning process proposes to continue with its robust public consultation program to gather valuable community input and build awareness by reaching a broad audience. The public consultation program is designed to reflect new conditions resulting from the ongoing COVID-19 Pandemic.

The Phase 2 public consultation process would gather public and stakeholder input on the proposed vision, character area land use concepts, and policy directions on the various topics outlined in the Phase 2 Guide. The Phase 2 public consultation process will be initiated through an advertising campaign and direct mail outs to the community, as well as Community Plan webpage updates, social media posts, and newspaper and webpage ads. In addition to an online survey, staff will also host interactive webinars and information sessions for Phase 2. These webinars or information sessions will allow participants to review material, address questions and provide detailed input on more focused topics (e.g. future land use, mobility, housing).

Phase 2 consultation processes would be supported by technical analyses and materials including the Phase 2 Guide as well as presentations, digital and online materials, and other means to reach

To: Planning and Development Committee
From: Director Planning and Building
Re: Bainbridge Urban Village Community Plan
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a broad audience. The input received throughout the process would be used to inform and refine the work that leads to the creation of the draft Bainbridge Plan in Phase 3.

At this time, staff are seeking endorsement of the draft vision, land use concepts and policy directions for the Bainbridge Plan, as presented in this report and the Phase 2 Guide, as a basis to commence the second phase of public consultation. A future Phase 3 public consultation would involve virtual engagement opportunities to provide the public with the opportunity to review the completed draft Community Plan, ask questions, and provide input prior to finalizing the Plan.

Staff would report to the Planning and Development Committee and Council at a later date to summarize the input received during Phase 2 consultation and to seek endorsement prior to commencing Phase 3 public consultation.

7.0 CONCLUSION AND RECOMMENDATIONS

It is recommended that Council endorse the draft vision, land use concepts and policy directions for the Bainbridge Urban Village Community Plan, as a basis for receiving further community input. It is also recommended that Council authorize staff to undertake Phase 2 of public consultation process as outlined in Section 6.0 of this report. Results from Phase 2 consultation will be subject to a future report to Council, along with a final draft Community Plan for Council consideration.



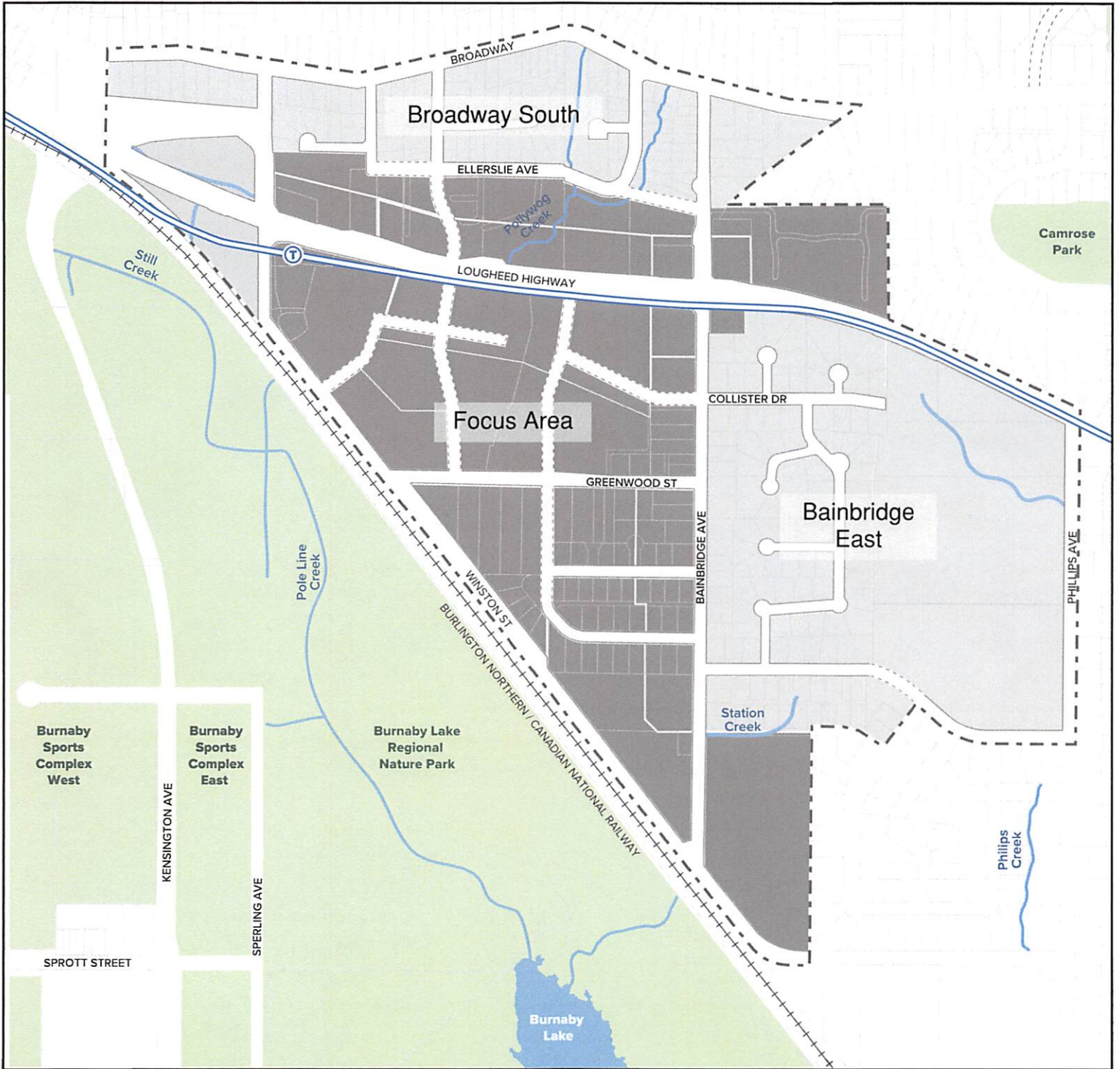
E. W. Kozak, Director
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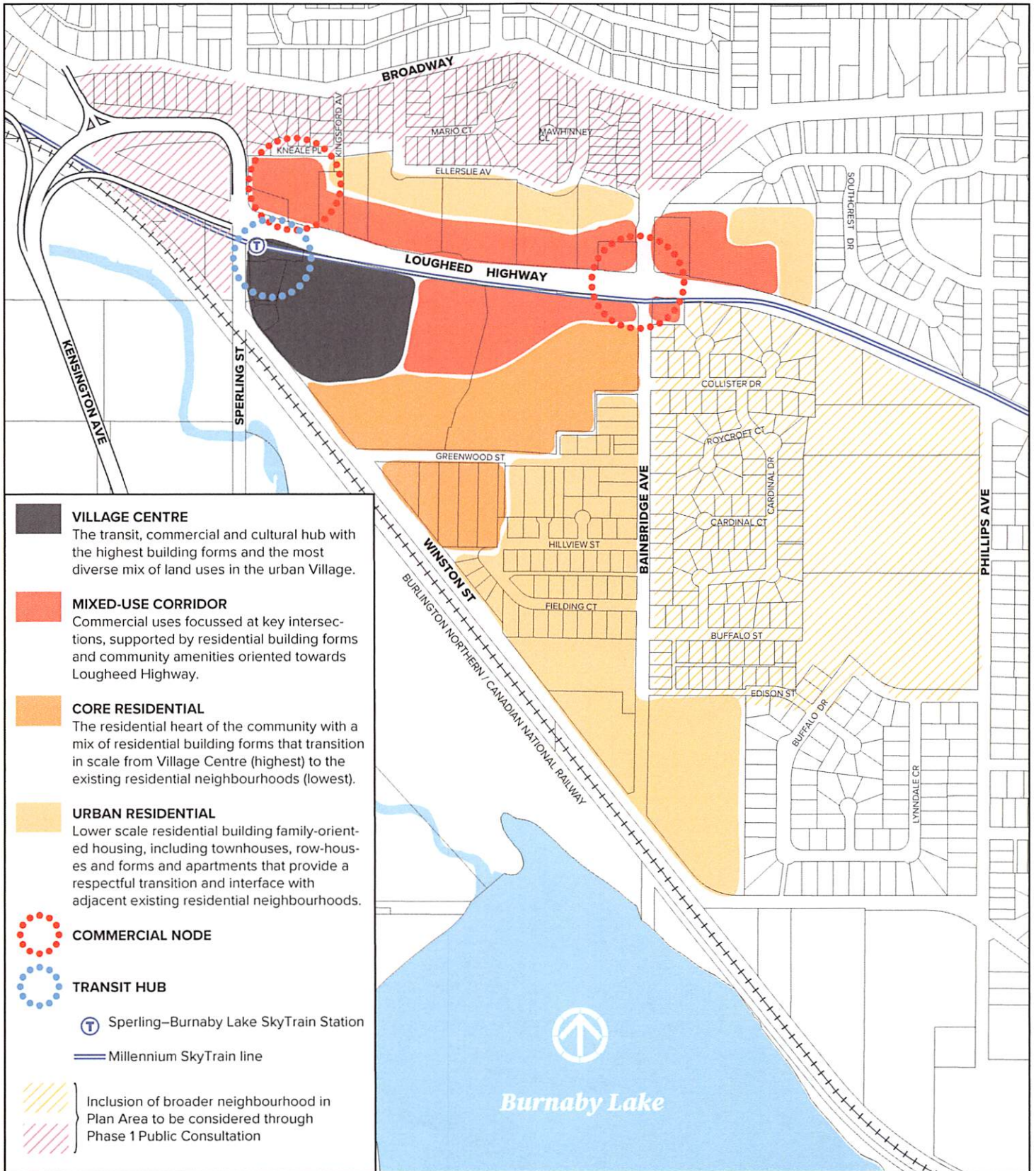
Attachments and Appendices

1. *Bainbridge Urban Village Community Plan Phase 2 Draft Vision, Land Use Concepts and Policy Directions Consultation Guide*
2. *Bainbridge Urban Village Community Plan: Phase 1 Public Consultation Summary*

cc: Acting City Manager
Director Engineering
Director Corporate Services
Director Public Safety and Community Services
Director Parks, Recreation and Cultural Services
City Solicitor
City Clerk



Bainbridge Urban Village Community Plan Phase 2 Plan Area Boundary



Bainbridge Urban Village Community Plan Phase 1 Preliminary Land Use Framework