

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: FINALIZED BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN**

**RECOMMENDATIONS:**

1. THAT Council adopt the finalized Bainbridge Urban Village Community Plan.
2. THAT Council adopt the Burnaby Urban Village Design Guidelines as guidance for applicable development in the City's Urban Villages.

**REPORT**

The Planning and Development Committee, at its meeting held on 2022 July 13, received and adopted the *attached* report summarizing input received from Phase 3 of the Bainbridge Urban Village Community Plan public consultation process, and seeking Council adoption of the finalized Bainbridge Plan and the supplementary Burnaby Urban Village Design Guidelines.

Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor S. Dhaliwal  
Vice Chair

Copied to: Chief Administrative Officer GM Planning and Development Acting CFO GM Corporate Services GM Parks, Recreation and Cultural Services Acting GM Engineering GM Community Safety City Solicitor
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**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE **DATE:** 2022 July 6

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT **FILE:** 71130 20

**SUBJECT:** FINALIZED BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN

**PURPOSE:** To summarize input received from Phase 3 of the *Bainbridge Urban Village Community Plan* public consultation process, and to seek Council adoption of the finalized *Bainbridge Plan* and the supplementary *Burnaby Urban Village Design Guidelines*.

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#### RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council adopt the finalized *Bainbridge Urban Village Community Plan*.
2. **THAT** the Committee recommend that Council adopt the *Burnaby Urban Village Design Guidelines* as guidance for applicable development in the City's Urban Villages.

### REPORT

#### 1.0 INTRODUCTION

On 2022 March 7, Council endorsed the draft *Bainbridge Urban Village Community Plan* (the "*Bainbridge Plan*") as a basis for staff to conduct the third and final public consultation phase of the community planning process. The draft *Bainbridge Plan* was developed based on feedback received during Phases 1 and 2 of the community planning process, dating back to fall of 2020. The main purpose of Phase 3 public consultation was to receive public and stakeholder input on this draft Plan prior to the finalized version being presented to Council for consideration.

This report summarizes the results of Phase 3 public consultation, and seeks Committee and Council approval of the finalized *Bainbridge Plan* (see *Attachment 1*) and supplementary *Burnaby Urban Village Design Guidelines* (see *Attachment 2*). This report also outlines next steps to prepare Zoning Bylaw amendments for Council consideration in fall 2022 that would facilitate development in line with the contemporary Urban Village land uses and densities identified in the Plan.

## 2.0 POLICY BACKGROUND

The development of the *Bainbridge Plan* supports direction provided by numerous City policies, including the *Social Sustainability Strategy* (2011), *Environmental Sustainability Strategy* (2016), *Economic Development Strategy* (2016), *Corporate Strategic Plan* (2017), *Mayor’s Task Force on Community Housing* (2019), *Climate Action Framework* (2019), *Burnaby Safety Plan* (2020), *Burnaby Transportation Plan* (2021), and the *Housing and Homelessness Strategy (HOME)* (2021).

The City’s Official Community Plan (OCP) (1998) identifies Bainbridge as one of 13 areas designated as an Urban Village, and one requiring a future planning process to create a new plan. Section 4.4.2 of the OCP states that for those Urban Villages, “*requiring a local area planning process, the details of the housing type and mix will be articulated through that process and defined with reference to local conditions. As well, the precise boundaries of the urban village areas will be defined through the area planning process that will include consultation with the adjacent local area.*” In accordance with this direction, and with three phases of public consultation now complete, the finalized *Bainbridge Plan* defines the plan area boundary, a vision for the community, as well as detailed policy directions for land use and development, public space and mobility, and housing, community amenities and services.

## 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-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. The area proposed to be part of the *Bainbridge Plan* 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.

The purpose of the *Bainbridge Plan* is to guide the future development of Bainbridge into a thriving, mixed-use Urban Village. The plan outlines opportunities to facilitate varied housing options, commercial services, employment 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.

The *Bainbridge Plan* was developed based on an extensive public consultation process which consisted of three progressive phases. Each public consultation phase aimed to engage and seek input from as many residents, stakeholders, and other interested members of the public as possible, and each played a crucial role in helping to shape a thorough, complete and successful Plan.

Phase 1 public consultation was conducted during the fall of 2020, and solicited input on the proposed plan area boundary as well as preliminary goals and land use framework for the *Bainbridge Plan*. Phase 2 public consultation was completed during the summer of 2021, and sought public feedback on the vision as well as detailed policy directions and land use concepts for the Plan. Based on input collected during Phases 1 and 2, staff developed a draft *Bainbridge*

*Plan* which was presented to the public and which formed the basis for Phase 3 public consultation during the spring of 2022, in which the public was invited to provide feedback on the draft *Plan*. The feedback received during Phase 3 helped to develop the finalized *Bainbridge Plan* as it is currently presented.

## **4.0 PHASE 3 PUBLIC CONSULTATION SUMMARY**

### **4.1 Purpose and Methodology**

As noted, Phase 3 public consultation was completed during spring of 2022 and was intended to solicit feedback from the public on the draft *Bainbridge Plan*. Public notification of the Phase 3 public consultation included City website updates, print and digital news releases and publications, social media advertising, and direct postcard mail-outs to neighbourhood occupants and landowners. The draft *Bainbridge Plan* was published on the City website on 2022 April 5, and was available in print form upon request.

The public was presented with several ways to provide their input on the draft *Plan* during the Phase 3 public consultation process, including an online survey (2022 April 5 to May 15), a virtual workshop (2022 April 20), and an in-person open house at Christine Sinclair Community Centre (2022 April 27). The workshop and open house offered an opportunity for participants to learn more about the draft *Plan*, have discussions with staff, and provide written input and comments.

Staff also collected public input and were available to correspond with the public in person or through phone, video conferencing, email, and standard mail. Further details on how staff collected input and feedback from the public is provided in the *Phase 3 Public Consultation Summary* (see *Attachment 3*).

### **4.2 Public Consultation Results**

The Phase 3 online survey, as well as paper survey copies collected during or after the open house, generated a total of 887 long-form comments from over 300 unique submissions. The virtual workshop was attended by approximately 40 participants, and the in-person open house had 118 individuals sign-in.

Independent of the workshop and open house, staff continued to respond to inquiries and receive letters, petitions and emails that contained direct feedback on the draft *Plan* throughout spring and into summer of 2022. A Council delegation that provided further input on the draft *Plan* appeared during the Council meeting of 2022 May 9.

### **4.3 Input Received**

*Attachment 3* of this report provides a comprehensive detailed summary of the input received during Phase 3 public consultation, and describes how this input was addressed and further considered during the preparation of the finalized *Bainbridge Plan*. Below is a brief summary of specific notable issues that garnered questions, comments and opinions from a significant number of respondents.

- Issue #1: Development and land use

Development and land use considerations across the plan area was a main theme of consultation input, including the future redevelopment of ageing residential strata properties north of Lougheed Highway, potential future land assemblies for single family residential properties south of Lougheed Highway and west of Bainbridge Avenue, development considerations for properties affected by topography or watercourses, or the appropriate planning response for properties east of Bainbridge Avenue, including the Future Planning Area (see **Figure 1**). The Future Planning Area includes a portion of the properties east of Bainbridge Avenue where land use changes are not being contemplated through this current community planning process.

With respect to the area east of Bainbridge Avenue, some residents expressed support for considering even higher-density residential and mixed uses for select properties north of Collister Drive. Some respondents wished additional housing choices to be extended to properties within the Future Planning Area, while others continued to express a desire for all properties east of Bainbridge Avenue to be generally excluded from future land use considerations as part of the *Bainbridge Plan*.

The *List of Revisions to the Phase 3 Draft Bainbridge Plan* (see **Attachment 4**) provides a comprehensive list of all land use designation or character area changes that have been incorporated as part of the finalized *Bainbridge Plan*. These changes were made to the draft Plan as a result of public and stakeholder input, land use analysis, financial analysis, or architectural testing. It is noted that the finalized *Bainbridge Plan* continues to identify the Future Planning Area located east of Bainbridge Avenue.

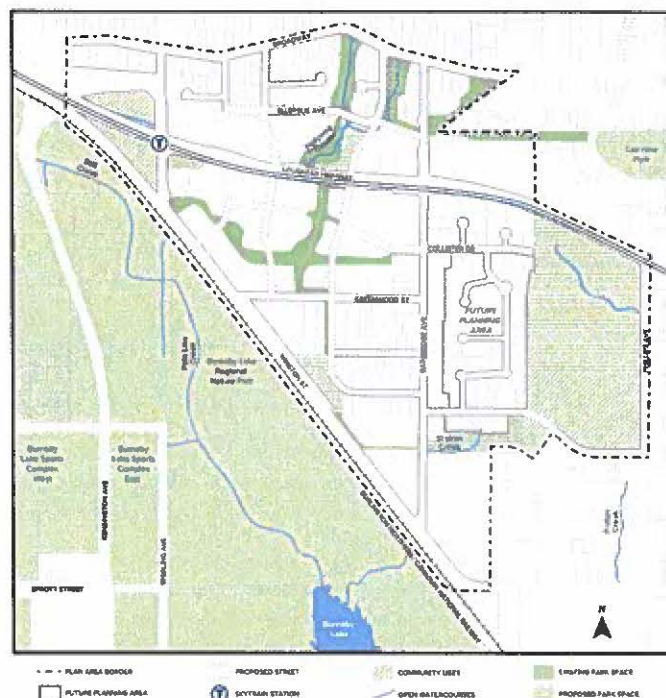


Figure 1. Bainbridge Plan Area

- *Issue #2: Urban Village Zoning Districts and Plan Implementation*

Staff received questions and comments regarding how the Plan would be implemented, and what Zoning Bylaw districts and regulations would be applied to new development in the Urban Village, in order to achieve the unique building forms envisioned in the Plan. Many respondents inquired about potential land assembly configurations that could be considered as part of a future development proposal for specific properties or areas, given the land use designations presented in the Plan. As outlined later in this report, a first priority of the implementation of this Plan is to prepare a series of Urban Village Zoning Bylaw amendments that establish the development and subdivision regulations (e.g. setbacks, site area, densities) that are consistent with the general direction in the Plan.

- *Issue #3: City Land Acquisition*

The Draft Plan identified certain properties for future proposed park space or community use space, some of which are currently private-owned properties with single-family or other residential uses. For example, the six single-family properties at 6968-7022 Fielding Court are designated in the draft Plan for future proposed park space and as a potential location for an additional overhead crossing to Burnaby Lake Regional Park. Staff received and responded to inquiries from residents and homeowners regarding how current property owners and their lands would be impacted by these future land use designations, and how the City would negotiate the purchase and acquisition of these properties for future park or community use space, if homeowners were interested in selling. The finalized *Bainbridge Plan* provides clarity that future land acquisitions may be pursued by the City, should property owners be interested, to advance policies and objectives of the Plan on matters such as parks or the protection of future development land assemblies.

- *Issue #4: Public space and mobility considerations*

Support remained high for many of the public space and mobility directions identified in the draft Plan. However, many respondents continued to express concern about the potential negative impacts of development and population growth on traffic congestion, noise, parking and safety. It is noted that while the finalized *Bainbridge Plan* will continue to provide general principles, guidelines and policy directions for achieving safe, accessible and high-quality Urban Village streets and public spaces, more specific items (e.g. street improvement requirements, traffic management, transportation demand management [TDM] strategies, and parking) will be assessed during the master plan or site-specific development application stage.

- *Issue #5: Clarity on how existing housing policies will be applied in the Urban Village context*

Staff received many questions and comments about how the City's existing housing policies and initiatives will be applied to the Urban Village context, including the Rental Use Zoning Policy (RUZP) and the Tenant Assistance Policy (TAP).

The finalized *Bainbridge Plan* would be implemented in tandem with the RUZP, including obligations for replacement rental where purpose-built rental housing is being redeveloped, inclusionary rental for development projects permitted to exceed the RM3 base density of 1.1 FAR, and opportunities for voluntary residential rental in commercial districts. The Zoning Bylaw amendments that form part of the next steps for Plan implementation, as described in Section 8.0 of this report, will clarify the base market densities, non-market densities, and offset densities for land use designations expected to meet the inclusionary non-market requirements. It is further noted that maximum densities identified in the *Bainbridge Plan* are inclusive of densities required to meet the RUZP.

## 5.0 FINALIZED PLAN ADJUSTMENTS

As noted, *Attachment 4* provides a comprehensive list of revisions that were made to the Phase 3 draft Plan in preparation of the finalized *Bainbridge Plan*, and rationale for why these changes were made. In addition to minor textual and graphic revisions to improve clarity and provide additional detail on certain aspects of the Plan content, specific final land use adjustments have been made for various reasons, including further public and stakeholder input, land uses analysis, and architectural testing.

## 6.0 BAINBRIDGE URBAN VILLAGE COMMUNITY PLAN SUMMARY

The finalized *Bainbridge Plan* is organized into seven parts as follows:

- **Part 1** introduces how and why the Plan was developed and identifies the plan area boundary.
- **Part 2** outlines the role of Urban Villages in Burnaby, describes how the plan relates to broader city-wide and regional goals, and provides historical and contextual information on the Bainbridge community.
- **Part 3** establishes the core foundational concepts from which the goals and policy directions of the plan are developed. These concepts include climate action, striving for sustainable place-making, and creating resilient neighbourhoods.
- **Part 4** establishes the future land use and development goals for Bainbridge. This section includes the land use map and land use designations that provide guidance for specific future land uses, densities, building forms and height ranges in different areas of the Urban Village. Part 4 also identifies a set of Character Areas in the Urban Village, which set further urban form, public realm and urban design expectations for different neighbourhoods within the plan area, and describes how each Character Area contributes uniquely to the overall vision of the complete Urban Village neighbourhood.
- **Part 5** provides guidance for how transportation networks for different travel modes will evolve over the mid to long-term future in Bainbridge. It also identifies principles, design

actions, design standards and policy directions for how high-quality and unique public spaces and streets will be achieved in the Urban Village, with a focus on climate action, sustainability, and prioritizing active transportation. Building upon concepts introduced in the Burnaby Transportation Plan, Part 5 also identifies a set of Transportation Demand Management (TDM) strategies that may be applied to future developments in the Urban Village.

- **Part 6** identifies specific policy directions for achieving a diverse mix of housing, community amenities and services that will meet the needs of existing and future residents of Bainbridge.
- **Part 7** provides guidance for future development applications, and strategies and actions to successfully implement the Plan in the future.

## 7.0 BURNABY URBAN VILLAGE DESIGN GUIDELINES

Staff are also seeking Council endorsement of the *Burnaby Urban Village Design Guidelines* (see *Attachment 2*) which are presented as a supporting document to help guide urban design choices for new development in Urban Villages across the City. These are general guidelines intended to address and set high-quality expectations for various urban design aspects such as urban form, site layout and design, landscaping and parking, in order to facilitate exceptional development design that fits within the vision of an Urban Village. As guidelines, this document is not prescriptive like zoning regulations, and the guidance may be implemented with some flexibility to respond to the specific needs of future development. It is anticipated that these guidelines could be further refined and updated as part of any future urban design process, including updates to other Urban Village Community Plans.

It is noted that the recommendation for Council to adopt the *Burnaby Urban Village Design Guidelines* as a resource for the City's Urban Villages is placed in this report, and thus to avoid redundancy, is absent from the report recommendations of the finalized *Lochdale Plan*, also being considered on Council's agenda.

## 8.0 PLAN IMPLEMENTATION AND NEXT STEPS

Should Council adopt the finalized *Bainbridge Plan* and *Burnaby Urban Village Design Guidelines*, staff will proceed with the initial implementation of the Plan. As stated in Part 7 of the finalized Plan, this work would include the preparation of "amendments to the Zoning Bylaw for Council's consideration to ensure there are districts and development regulations in place to achieve the distinct Urban Village housing forms outlined in this Plan." Staff would aim to have these Zoning Bylaw amendments to Council for consideration in the fall of 2022.



To: *Planning and Development Committee*  
From: *General Manager Planning and Development*  
Re: *Finalized Bainbridge Urban Village Community Plan*  
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## 9.0 CONCLUSION

It is recommended that Council adopt the finalized *Bainbridge Plan* and the *Burnaby Urban Village Design Guidelines*. These documents will guide the mid to long-term future development of Bainbridge into a complete, mixed-use Urban Village that will facilitate diverse land use options, including varied housing options, commercial services, employment uses, and community amenities, close to public transportation and a healthy natural environment for the benefit of existing and future residents.



E. W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

AY/JD

### **Attachments**

cc:	Chief Administrative Officer	General Manager Parks, Recreation
	Deputy Chief Administrative Officer and CFO	and Cultural Services
	General Manager Engineering	City Solicitor
	General Manager Corporate Services	City Clerk
	General Manager Community Safety	

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