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**TO:** CITY MANAGER **DATE:** 2017 July 11

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** METROTOWN DOWNTOWN PLAN  
PHASE II CONSULTATION AND FINALIZED PLAN

**PURPOSE:** To seek Council adoption of the Metrotown Downtown Plan.

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**RECOMMENDATION:**

1. **THAT** Council adopt the Metrotown Downtown Plan, as outlined in this report.

**REPORT**

**1.0 INTRODUCTION**

On 2016 May 09, Council initiated a formal review of the existing Metrotown Town Centre Development Plan. Over the past year, the City has undertaken two phases of consultation, the first was to receive input on the preliminary vision, principles and land use framework for the Plan, as the basis to prepare a Draft Metrotown Downtown Plan. The Phase I public input process occurred between 2016 May 28 and 2016 August 31.

On 2016 November 21, Council endorsed the Draft Metrotown Downtown Plan as the basis for receiving further public input. That second phase of public consultation occurred between 2016 November 22 and 2017 February 01. In total, over the two phases of consultation, the City hosted and attended over 40 stakeholder meetings and community events, directly engaging over 2,000 people.

This report summarizes the input from the second phase of consultation; presents adjustments to the Draft Plan arising from the community consultation process and further staff review, and conveys the final Metrotown Downtown Plan for Council consideration and approval.

**2.0 BACKGROUND**

In 1977, the first comprehensive Metrotown Development Plan (1977 Plan) was adopted by Council, establishing Metrotown as the primary Town Centre in the City, with the broadest mix of uses and opportunities to live, work and play. Since the adoption of the 1977 Plan, both Burnaby and Metrotown have evolved in areas such as urban design, mixed-use development, community amenities, and sustainability. More recent policies and standards in these areas have been established to guide future development throughout the city, in accordance with the Burnaby's Official Community Plan. The 1977 Metrotown Development Plan was successful in

To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 2

achieving the establishment of a Town Centre for the south-west quadrant of Burnaby. At this stage in the evolution of Metrotown, the need for the review and update of the existing plan arose in order to address new city-wide policies and standards; to continue to accommodate regional growth; to reflect the physical changes that have occurred in the plan area; to identify opportunities for further community amenities; and to reflect and consolidate past land use and policy changes.

In response to this need for an updated Metrotown Plan, a report outlining the Preliminary Vision, Principles and Land Use Framework was advanced to Council in a report on 2016 May 09. The report recommended that staff be authorized to undertake Phase I of the community consultation. With the adoption of that report, staff undertook a broad reaching (city-wide) community consultation process for Phase I to consult with community stakeholders and the general public through public meetings, community events, direct enquiries with staff, and a dedicated webpage and survey to provide up to date information and obtain community input.

Based on the input received in the first phase of consultation, staff prepared the Draft Metrotown Downtown Plan, which was advanced to Council for consideration on 2016 November 21. The Draft Plan built upon the legacy and geographic boundaries of the 1977 Plan, but with the focus on identifying Metrotown as the City's official downtown, to accommodate its broadest concentration of land uses, densities, services and amenities. The Draft Plan was categorized into main themes including: Land Use, Public Realm and Open Space, Transportation and Mobility, Sustainability, Civic Facilities and Community Amenities and Urban Design Guidelines. The report also included a recommendation that staff be authorized to undertake Phase II of the community consultation, seeking input specifically on the Draft Metrotown Downtown Plan. This took place between 2016 November 22 and 2017 February 01. The following Section outlines the Phase II consultation process and identifies the main themes of the input received.

### **3.0 SUMMARY OF PHASE II COMMUNITY CONSULTATION**

As part of the Phase II community consultation on the Draft Metrotown Downtown Plan, staff attended seven community events, directly engaged 181 people, participated in 43 email and telephone conversations, and received 74 public input surveys. A summary of the complete community consultation for the Metrotown planning process has also be added as an appendix to this report. It is also noted that community consultation is undertaken through each development application, by way of a rezoning public hearing, with advanced notice communicated through direct mailing, on-site signage, newspaper advertising and information provided on the City's website.

In addition, the City prepared a special edition of InfoBurnaby, with a distribution to over 94,000 residents and businesses. This edition of InfoBurnaby summarized the contents of the Plan, and invited community members to open house/plan review sessions located throughout the city. An advertisement in the Burnaby Now was also posted inviting interested parties to attend the sessions, or to contact the City with any questions they may have regarding the Draft Plan. The City's dedicated Metrotown Downtown Plan website ([www.burnaby/metrotownplan](http://www.burnaby/metrotownplan)) was also updated with information on the events, a digital copy of the Draft Plan, and copies of the

To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 3

background materials and reports regarding the Plan. A Phase II public input survey was also made available at City Hall, local libraries, community centres and on the City's website.

The main focus of the Phase II community consultation was to directly engage local stakeholders to hear opinions, obtain input, and answer questions. The review sessions included display boards summarizing the Plan, and copies of the Draft Plan for people to review and provide comments. A minimum of three staff were available for each of the plan review sessions, to provide interested parties with adequate attention and sufficient time to have their questions and comments addressed.

A majority of survey respondents and participants at the plan review sessions supported the Plan and its proposed land uses. Many respondents and participants also expressed common questions and concerns, which generally fall into the following five themes: Affordable Housing, Density and Built Form, Open Space and Amenities, Traffic and Mobility, and Local Commercial Opportunities. Below is a summary of the themes and a brief description of the Plan context that responds to these concerns. Based on the feedback received, arising adjustments to the Draft Plan are outlined in Section 4.0 of this report.

### ***Consultation Theme #1 – Affordable Housing***

*Summary Comment:* Metrotown residents need access to more secure affordable rental housing.

*Plan Context:* Comments regarding housing affordability were raised as one of the main concerns during the first phase of consultation, and were the primary topic of response in the second phase. As discussed in earlier reports, the City does not have the ability to zone specifically for rental housing. However, in the drafting of the Metrotown Downtown Plan, the land use framework identified the opportunity to develop both market and non-market rental housing on all sites designated multiple-family or mixed-use within the Town Centre. Furthermore, the City has, and will continue, to advocate through the Union of BC Municipalities for inclusionary zoning for rental uses as part of a province wide housing strategy, and other needed senior government support for non-market and affordable housing. Any such new initiatives can be supported under the plan and Council's existing housing policies.

In advance of the Plan, on previously designated sites, there has also been continuing interest expressed in the development of new market rental housing, including a new 232 unit rental apartment application within Metrotown currently completing the rezoning process. As a result of the Draft Plan, staff have also received further enquiries regarding the development of new market and non-market rental housing within Metrotown, based on proposed land use designations. Through the Metrotown planning process, the City continues to express strong interest and support in working with senior levels of government, and the private sector, to support non-market housing development in Metrotown and throughout the City. The City's policies and means of support for these projects are expressed in the Burnaby Housing Profile – 2016 document. Opportunities for expanded non-market rental housing is supported through the use of Housing Funds, accommodation of additional building density for non-market units, and the full range of other supporting City policies. Appearing elsewhere on Council's agenda is a further report outlining the City's advocacy efforts to secure new affordable housing.

To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 4

The Finalized Metrotown Downtown Plan will result in significant new opportunities for the creation of additional housing across a range of multiple family housing types, supported through established City policies and plans.

### ***Consultation Theme #2 – Density and Built Form***

*Summary Comment:* High-density high-rise forms should be appropriately located to ensure consistency within the Plan, while maintaining view corridors and solar exposure to key landmarks and public spaces.

*Plan Context:* Through both written comments and open house discussions, concerns were expressed related to the designation of sites and the resultant form of development affecting view corridors to and from Central Park, and the potential shadowing of school sites. Questions were also raised regarding the process of determining appropriate land uses to ensure sites can accommodate the planned form of development, with the necessary supporting parking.

In the creation of community plans, extensive analysis is undertaken to determine the appropriate land use designations for properties, and how the intended form of development relates to existing and proposed buildings, and open spaces. In drafting the Metrotown Downtown Plan, every effort has been made to maintain solar exposure to public spaces by appropriately designating sites to control the height of buildings located south of public spaces, and/or ensuring the smallest building footprint possible to allow sight lines and light penetration between buildings. To ensure appropriate spatial separation between buildings, building podium heights and maximum floor plate sizes; a set of urban design guidelines has been included within the Plan. Each rezoning application received in accordance with the Metrotown Downtown Plan will need to meet or exceed the proposed design guidelines.

Based on specific comments received, some Draft Plan designations have been adjusted to address shadowing and view impacts. In regard to concerns related to the specific designations, a feasibility analysis of smaller assemblies was undertaken to ensure that the designation identified, and resultant site consolidations, could achieve the desired spatial separation between buildings, and the required underground parking. In addition, a detailed review and response to individual site conditions will be addressed as part of each future rezoning application for development under an adopted Plan. In this regard, some finalized adjustments are outlined within Section 4.0 of this report.

### ***Consultation Theme #3 – Open Space and Amenities***

*Summary Comment:* More open space and public amenities are required to serve the current and future population of Metrotown.

*Plan Context:* The Metrotown Downtown Plan expands upon the adopted Metrotown Development Plan, creating a well-balanced community that has convenient access to open spaces and community amenities. The primary issue that was raised both in written submissions, and through conversations with stakeholders at community events, is the desire to expand the number and size of open spaces and community amenities within Metrotown.



To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 5

As noted, the proposed Metrotown Downtown Plan continues the approved program to expand Maywood Park, Bonsor Park and George McLean Park through active parkland acquisition, in order to complete the necessary consolidation and development of these park facilities. The Town Centre also includes significant park space in Central Park, and the many other open space areas such as the BC Parkway. Metrotown is also somewhat unique, in that in addition to the Parkland Acquisition Cost Charge that is levied for all new residential developments throughout the City, Metrotown has an additional Metrotown Open Space Charge, which is collected from commercial and mixed-use developments. This allows for additional open space sites, in unique circumstances, to be acquired by the City to serve residents, employees and commercial patrons in the Metrotown area.

In addition to the park and open space areas noted above, the Plan also identifies a new Metro Downtown open space to serve the growing population within this core area of the Plan. Recognizing the desire for more places for passive recreation and public gathering, the Plan also proposes a significant number of new public plazas and community linkages to contribute to the network of public open spaces throughout Metrotown. Through development in accordance with the Plan, staff will continue to pursue opportunities to obtain additional public open spaces that are accessible, safe and comfortable for current and new residents. It is also recognized that as the Town Centre continues to grow both in population and employment, the improvement and expansion of recreational amenities will be considered. The expansion of Bonsor Park provides options to the City to accommodate a future expansion, or eventual redevelopment, of Bonsor Recreation Centre. Furthermore, a priority amenity for the Metrotown area is the development of a new Metrotown Performance / Event Centre, which would provide options for local residents to experience live entertainment, and host public gatherings, while also being able to showcase Metrotown as a location for trade shows and conferences.

#### ***Consultation Theme #4 – Traffic and Mobility***

*Summary Comment:* Traffic congestion is a concern in Metrotown, more accessible transit and better pedestrian and cycling linkages are needed.

*Plan Context:* The Metrotown area is served by a comprehensive and robust network of streets, bikeways, urban trails, bus routes and rapid transit infrastructure. To meet the growing demand of local residents to get around their neighbourhood, and to and from work, improvements to transportation infrastructure is supported within the Plan, with the goal of making the Town Centre more permeable to vehicles, cyclists and pedestrians.

In regard to road infrastructure, through new development road dedications are taken where needed to accommodate a host of transportation and mobility improvements, including the appropriate lane widths to accommodate the future traffic volumes projected for the Town Centre. The required dedications obtained through the rezoning process also enables the completion of the Town Centre Standards throughout Metrotown, which aims to create complete streets that accommodate both bicycle and pedestrian facilities throughout Metrotown, as well as special character areas such as the Beresford Art Walk.

To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 6

In addition to improved pedestrian and cycling infrastructure obtained through new development, the Plan facilitates improved access for those who have mobility challenges, through the installation of pedestrian activated signals, and improved sidewalk letdowns to better access bus service, SkyTrain, and local amenities and services. The advancement of the Metrotown Downtown Plan also furthers the concept of a new transit oriented plaza below the Metrotown SkyTrain Station to better link bus service to SkyTrain. Overall, the improvements obtained through new development facilitated by the Plan will improve vehicle, pedestrian, cycling, transit and mobility access throughout the Metrotown area, and the southwest quadrant of the city.

### ***Consultation Theme #5 – Local Commercial Opportunities***

*Summary Comment:* Private commercial opportunities should not be located within or adjacent public parks and open spaces, as sufficient commercial opportunities are provided elsewhere in the Plan.

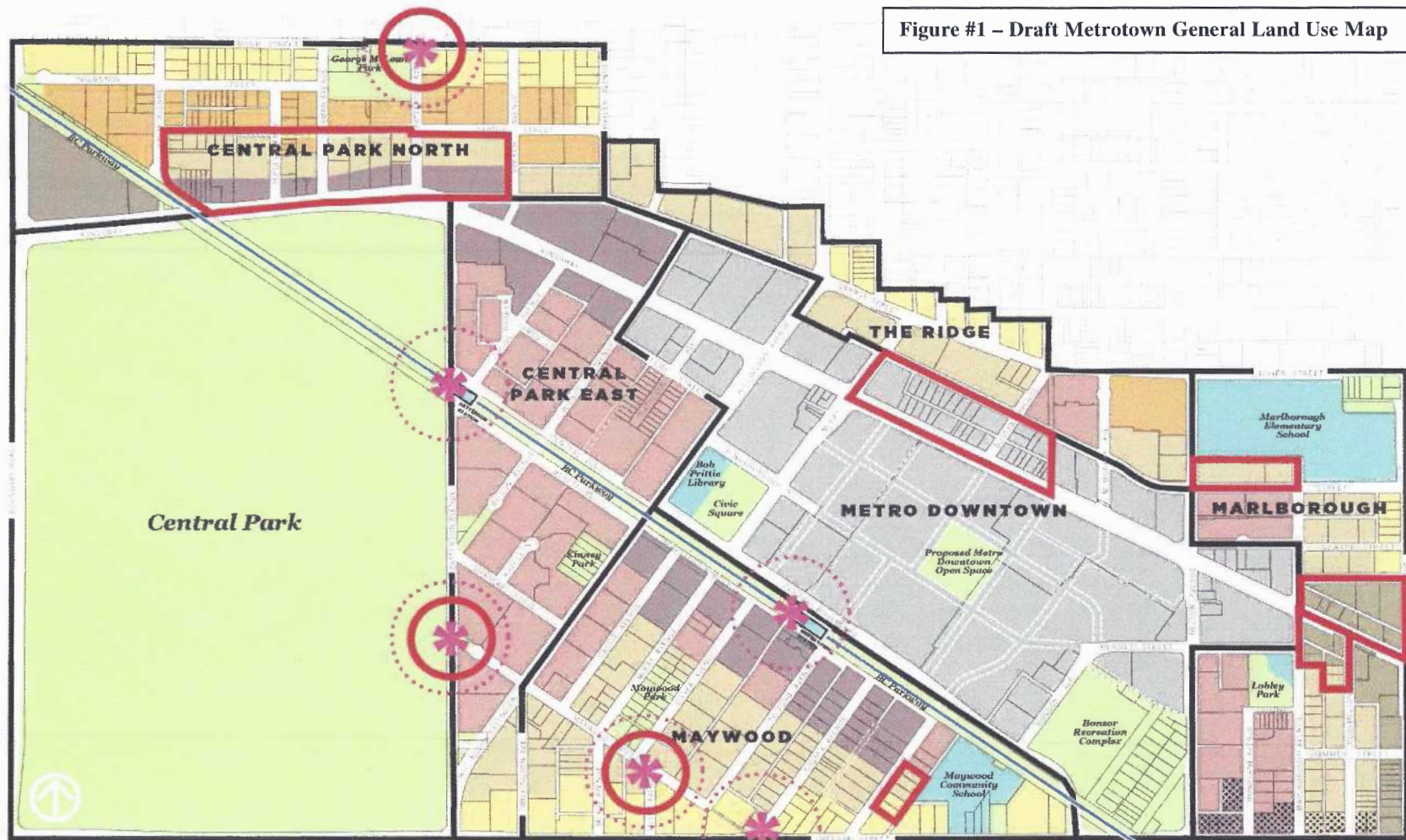
*Plan Context:* The intent of the Local Commercial Opportunities within the Draft Plan is to provide locally servicing commercial opportunities such as cafes, small restaurants, convenience commercial or boutique retail to serve residents within primarily residential neighbourhoods. It is also envisioned to provide local commercial options for visitors actively using neighbouring park facilities, so there would not be a need to walk, ride or drive significant distances to obtain services. This plan direction was misinterpreted through the consultation process as an intent to privatize public spaces, and/or result in the development of neighbouring commercial uses at a scale that could take away from the use and enjoyment of nearby park facilities. To address this, the specific locations for Local Commercial Opportunities in the final Plan have been limited to the Maywood Neighbourhood, and within or adjacent the Patterson and Metrotown SkyTrain stations. This will help create unique character areas to serve the local residents. The intent would remain the same in terms of scale and types of businesses to ensure that these commercial opportunities do not become major traffic generators in the neighbourhood, by primarily serving transit users and residents within the immediate area. In addition to the identified Local Commercial Opportunities, consideration of locally serving commercial venues will be considered on a case by case basis within the specific context of new development applications. The finalized locations of the proposed Local Commercial Opportunities are identified within Section 4.0.

## **4.0 FINALIZED PLAN ADJUSTMENTS**

In addition to a number of minor textual and graphical amendments to the Draft Plan to improve its clarity and legibility, including an adjustment to the colour scheme of the maps to ensure future consistency with all other general land use maps, specific final land use adjustments have been made as a result of the input received during the Phase II consultation. The land use amendments have been identified in **Figure 1** and **Figure 2** below, and have been outlined within their respective neighbourhoods as follows:

*To: City Manager*  
*From: Director Planning and Building*  
*Re: Metrotown Downtown Plan – Finalized Plan*

**Figure #1 – Draft Metrotown General Land Use Map**



# Metrotown

## GENERAL LAND USE

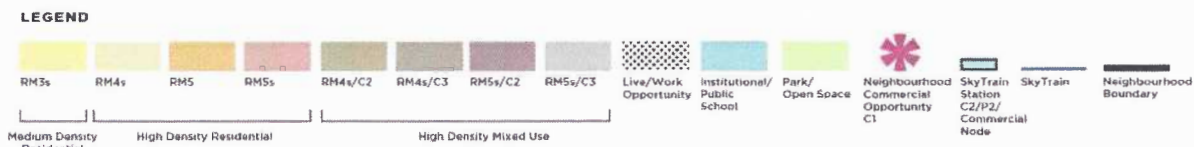
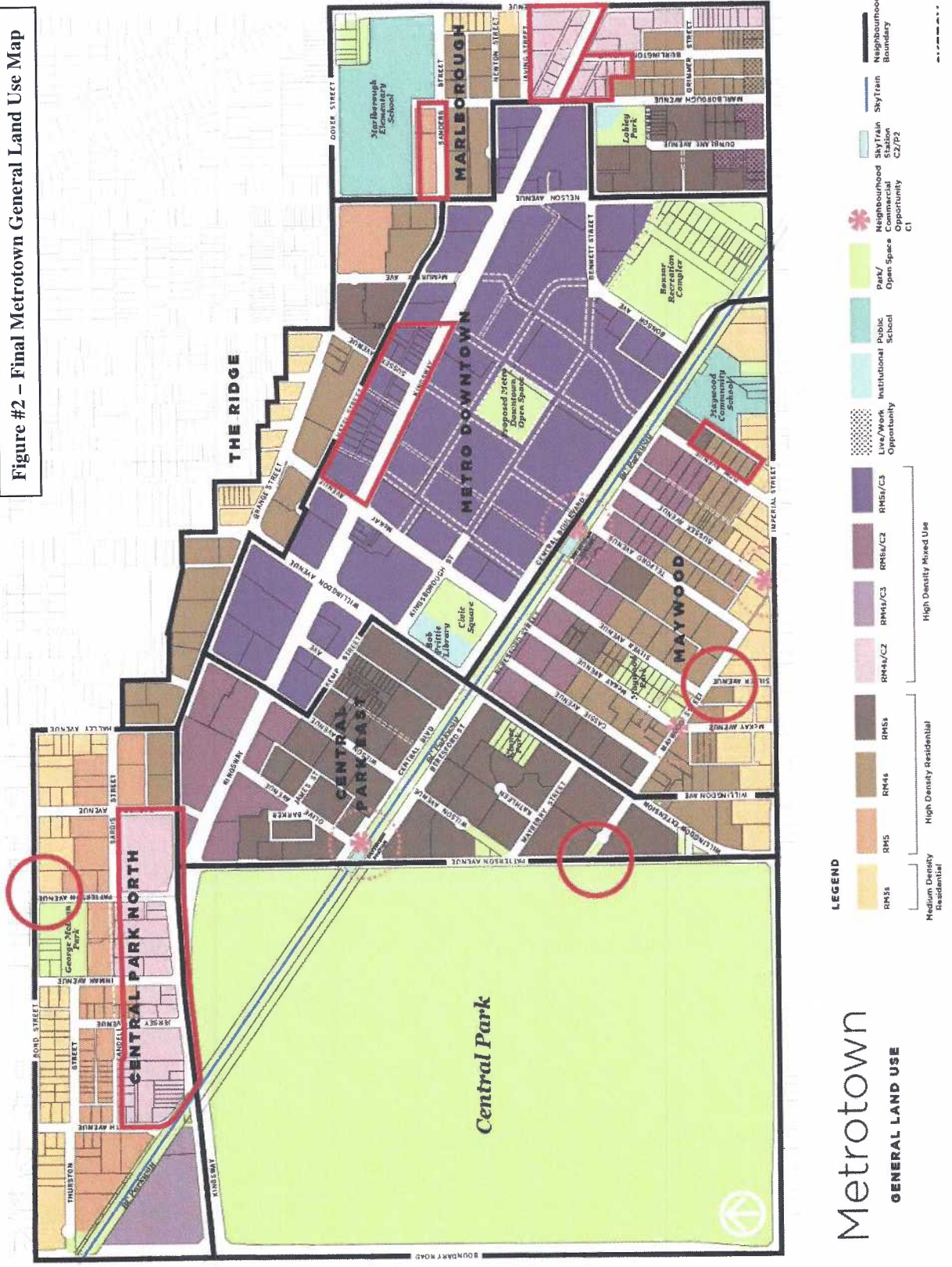




Figure #2 – Final Metrotown General Land Use Map





To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 9

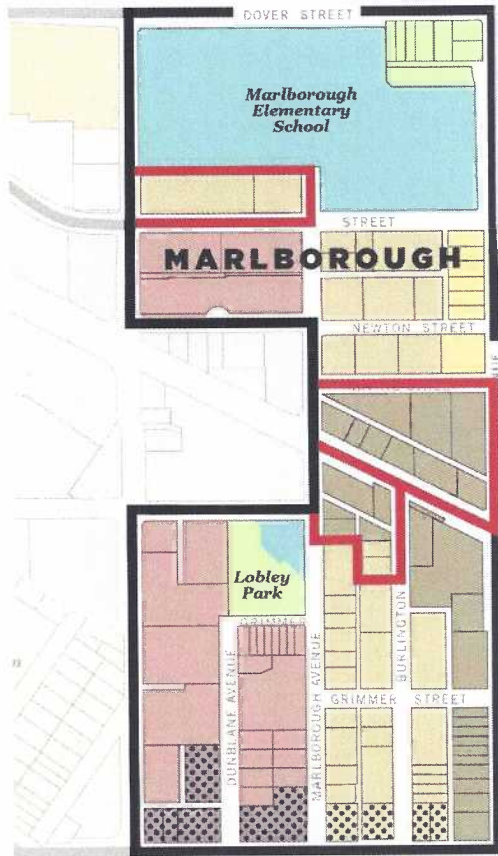
Marlborough Neighbourhood:

Input was received suggesting that building heights on the south side of Marlborough Elementary School be limited to improve sun exposure to the school and outdoor open space. A similar restriction was noted in the Plan for the site to the west of Marlborough Elementary School, across Nelson Avenue. Such an adjustment is considered suitable and appropriate, and as such, the designation of the sites directly south of Marlborough Elementary School have been changed from RM4s to RM5 (no 's'), with the intent of supporting low to mid rise forms, rather than high-rise forms. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.

As a result of land use enquiries on the Draft Plan, it was determined that the current lane north of Kingsway between Royal Oak Avenue and Marlborough Avenue is not feasible due to the substandard depth of the lots, which as a result of necessary road dedications on Kingsway would result in unfeasible underground parking. As such, as part of future development, it is proposed to close the existing east west lane, and dedicate a new north south lane to provide vehicle access to future consolidations within this block, thus enabling more feasible underground parking. The mixed-use RM4s/C2 land use designation is otherwise unaffected in this block. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.

As a result of land use enquiries on the Draft Plan, it was determined that the current lane configuration and land use designation on the south side of Kingsway between Marlborough Avenue and Burlington Avenue could result in an undesired smaller assembly pattern, due to the current lot pattern and ownership. As such, it is proposed to extend the mixed use RM4s/C2 designation two additional lots to the south on Burlington Avenue, and as part of new development dedicate a new lane on the south of this extension to connect to the existing north south lane. This will enable the organized development of surrounding properties, as well as mirror the existing mixed-use context across Burlington Avenue to the east. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.

To: City Manager  
 From: Director Planning and Building  
 Re: Metrotown Downtown Plan – Finalized Plan  
 2017 July 11 ..... Page 10



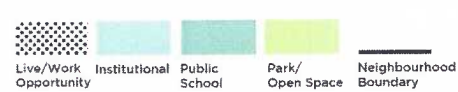
**LEGEND**



**Marlborough - Draft Land Use Map**



**LEGEND**



**Marlborough – Finalized Land Use Map**

To: City Manager  
 From: Director Planning and Building  
 Re: Metrotown Downtown Plan – Finalized Plan  
 2017 July 11 ..... Page 11

### Metro Downtown Neighbourhood:

Similar to the adjustment noted for the Marlborough Neighbourhood above, as a result of land use enquiries on the Draft Plan, it was determined that the current lane north of Kingsway, between Willingdon Avenue and McKercher Avenue, is not feasible due to the substandard depth of the lots and the effect necessary road dedications from Kingsway would have on the provision of underground parking. As such, it is proposed, as part of future development, to close the existing east west lane, and dedicate two new north south lanes between Hazel Street and Kingsway to provide vehicle access to future consolidations within this area, enabling more feasible underground parking. The mixed-use RM5s/C3 land use designation is otherwise unaffected. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.

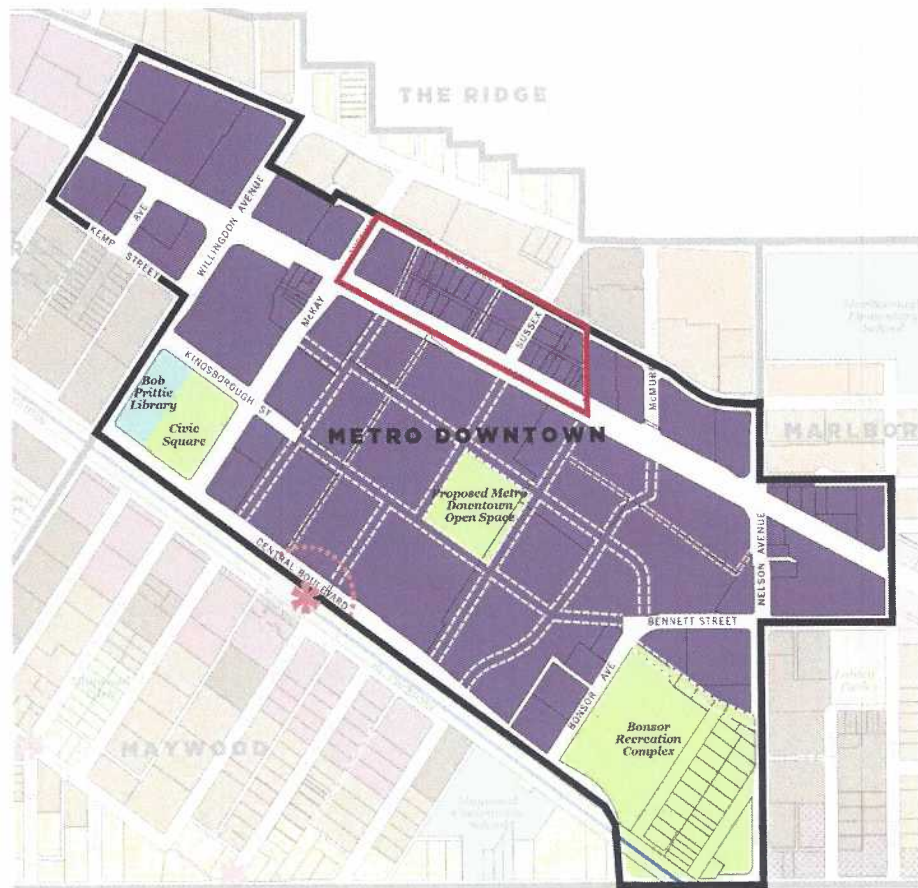


**Metro Downtown - Draft Land Use Map**

#### **LEGEND**

					
RM5s/C3	Institutional/ Public School	Park/ Open Space	SkyTrain Station C2/P2	SkyTrain	Neighbourhood Boundary





**Metro Downtown – Finalized Land Use**

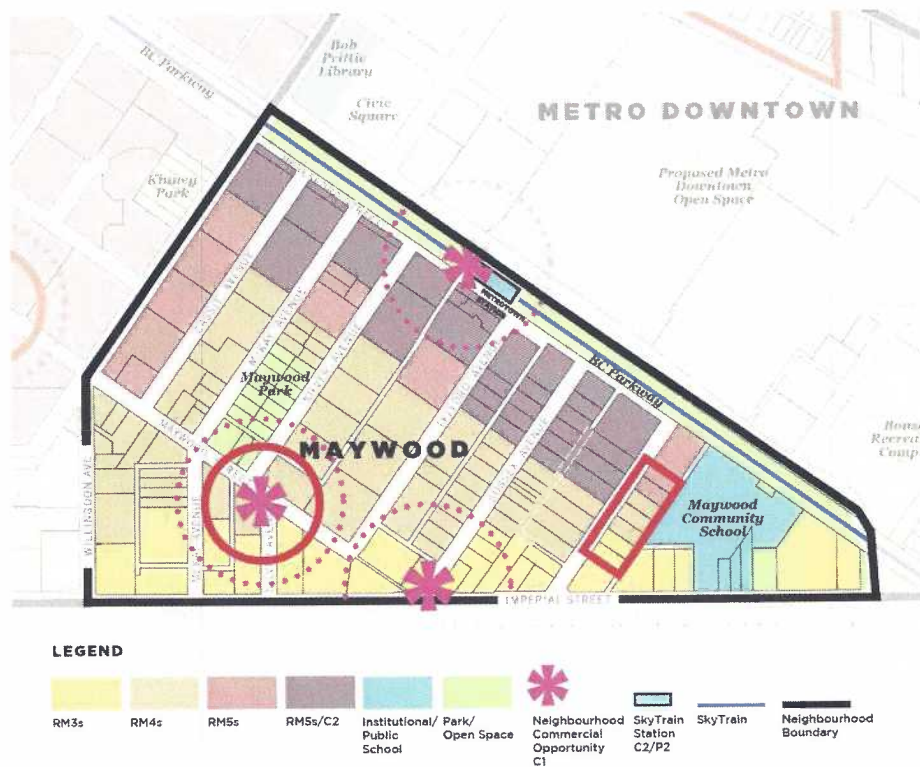


**Maywood Neighbourhood:**

As a result of land use enquiries on the Draft Plan, it was determined that the indicated three lot assembly under the RM4s District designation on the east side of Dow Avenue would not be feasible for the intended mid to high-rise form of development, due to the relatively narrow depth of the lots. The result could facilitate mid-rise and tower forms that don't meet the spatial separation guidelines within the Plan, also the limited number of properties within the consolidation could result in an unnecessarily deep and inefficient underground parking structure. As such, it is proposed to extend the RM4s designation two additional properties to the south, enabling the proposed assembly to develop as envisioned in the plan, while maintaining a suitable low rise site to the south as a transition to the single family neighbourhood south of Imperial Street. This is considered an appropriate and supportable amendment to the designated land use as it is consistent with the depth of the RM4s land use designation across Dow Avenue to the west. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.

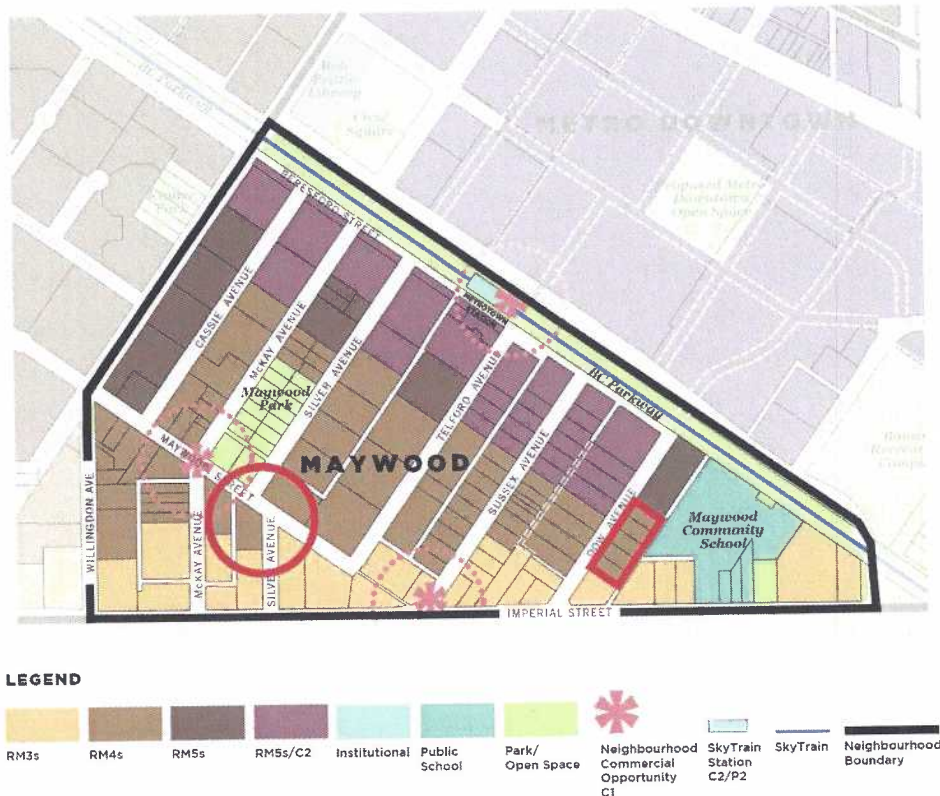
To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 13

As a result of input received, it was determined that given the extent of commercial mixed-use designations within the Draft Plan, the number of location specific Neighbourhood Commercial Opportunities identified adjacent park and open space facilities should be adjusted. Opportunities for commercial uses in the area around and between the SkyTrain Stations at Patterson and Metrotown will remain as identified in the Draft Plan. As such, it is proposed to concentrate the Neighbourhood Commercial Opportunities within the Maywood Neighbourhood in the vicinity of Maywood Park at Maywood Street and McKay Avenue, and at Sussex Avenue and Imperial Street, as a special character feature specific to this neighbourhood. The proposed uses would be limited in size to encourage restaurants, cafes and boutique retail. The ability, by policy to consider other sites, on a site by site basis within a specific local context, on an opportunity basis, would remain. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.



Maywood - Draft Land Use Map

To: City Manager  
 From: Director Planning and Building  
 Re: Metrotown Downtown Plan – Finalized Plan  
 2017 July 11 ..... Page 14



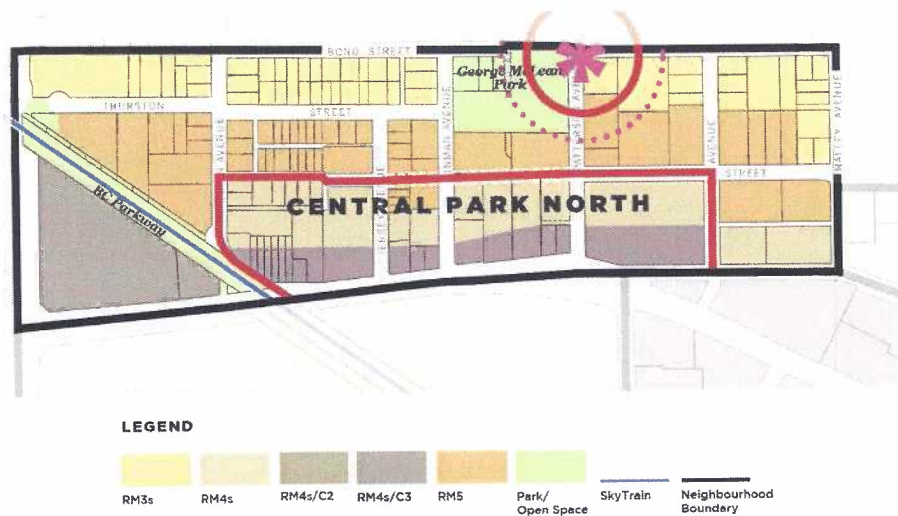
**Maywood – Finalized Land Use Map**

### Central Park North Neighbourhood:

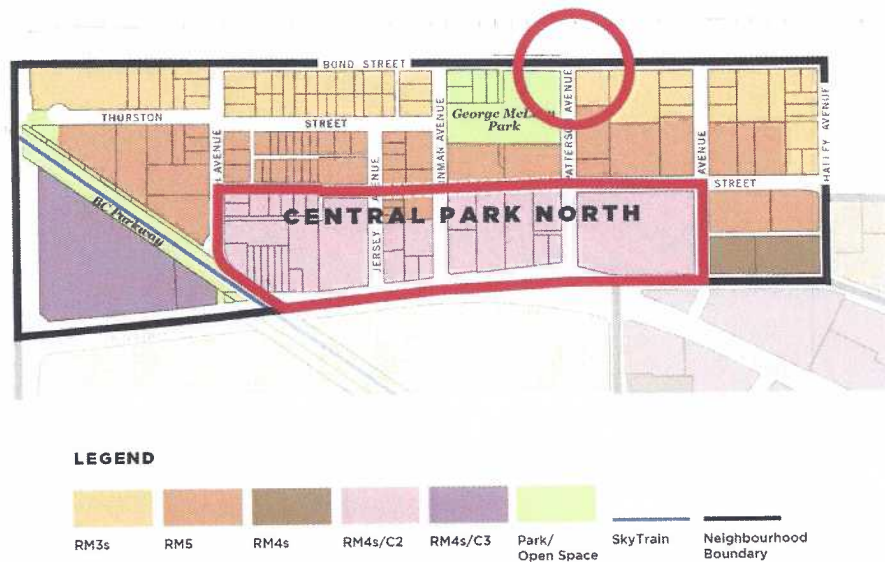
As a result of input received on the Draft Plan, concerns were raised related to sightlines toward Central Park from north Burnaby, and of the North Shore Mountains from Swangard Stadium. The loss of views to and from this public landmark were felt to detract from the use and enjoyment of the park. Furthermore, as a result of enquiries on the Draft Plan, questions were raised regarding the application of the RM5s/RM4s/C2 mixed-use designation on the north side of Kingsway, given it divides some properties between the RM5s and RM4s designations, which may result in the calculation of different residential densities for adjacent sites fronting Kingsway. The intent of the plan was to terrace building forms down north of Kingsway, so to resolve concerns related to building height and density of building form an adjustment to the land use designation from the RM5s/C2 to RM4s/C2 is proposed, with commercial uses limited to the Kingsway frontage. This adjustment is considered appropriate and supportable given the significance of the view, and the experience of residents and visitors of this significant public open space in the Metrotown Town Centre. This will also support clear and equally distributed densities across sites fronting Kingsway within the Central Park North Neighbourhood. As previously noted in the Maywood Neighbourhood, the local Commercial Opportunity adjacent George McLean Park has also been removed. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.



To: City Manager  
 From: Director Planning and Building  
 Re: Metrotown Downtown Plan – Finalized Plan  
 2017 July 11 ..... Page 15



Central Park North - Draft Land Use Map



Central Park North – Finalized Land Use Map

To: City Manager  
 From: Director Planning and Building  
 Re: Metrotown Downtown Plan – Finalized Plan  
 2017 July 11 ..... Page 16

Central Park East Neighbourhood:

As previously noted in the Maywood Neighbourhood, as a result of public input, the Neighbourhood Commercial Opportunity adjacent Central Park at Patterson and Maywood Avenue has been removed. The land use adjustment is demonstrated in **Figures #1 and #2** and highlighted below.



Central Park East - Draft Land Use Map

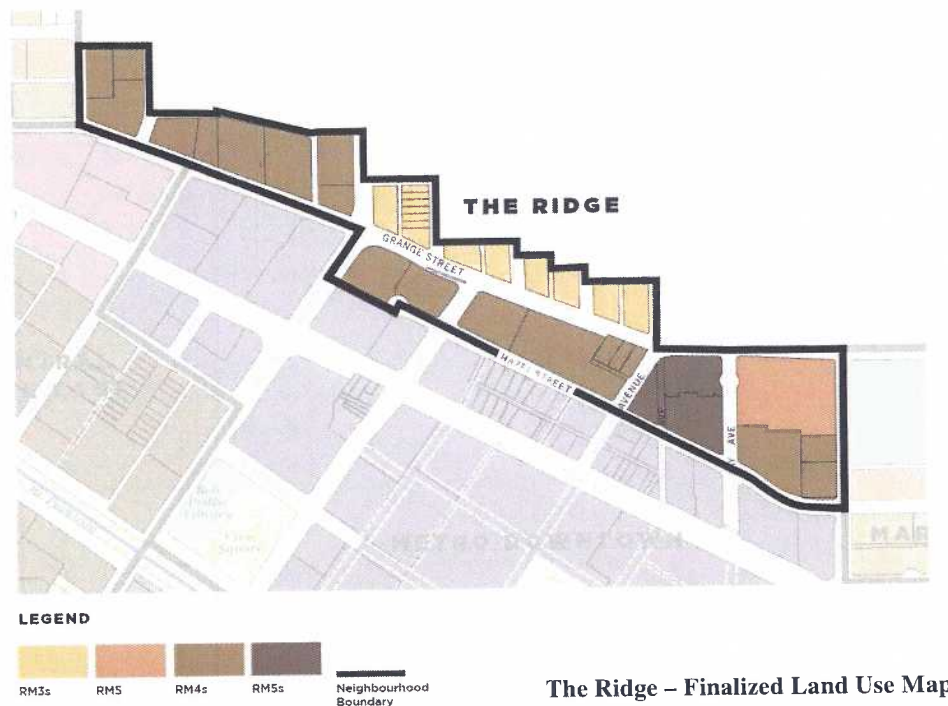
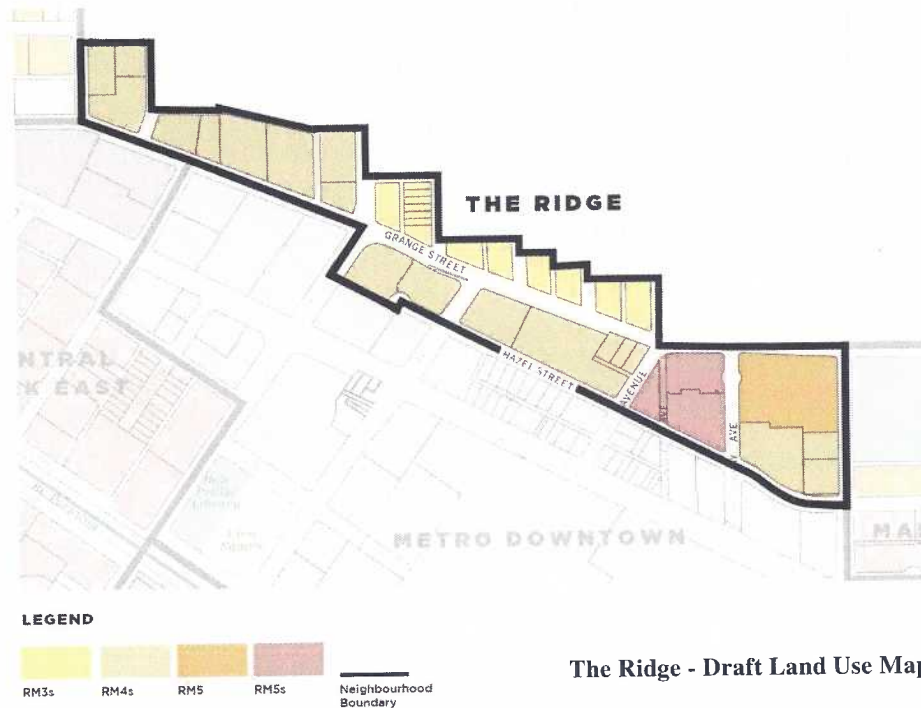


Central Park East – Finalized Land Use Map

To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 ..... Page 17

The Ridge Neighbourhood:

Other than the previously noted colour scheme changes, there have been no land use amendments to the Ridge Neighbourhood between the Draft Plan and the Final Plan. The colour scheme change is demonstrated in **Figures #1 and #2** and highlighted below.





## 5.0 METROTOWN DOWNTOWN PLAN SUMMARY

- 5.1 The Metrotown Town Centre is designated in the Metro Vancouver Regional Growth Strategy as a Regional City Centre. The region as a whole is projected to grow by an additional 1,000,000 new residents by 2041, with Burnaby projected to accommodate an additional 125,000 people in that time. As a regional City Centre Metrotown is anticipated to accept a significant portion of the City's growth, as it provides a broad spectrum of housing, employment, amenity and leisure options for residents. Within Burnaby's Official Community Plan (OCP) Metrotown is designated as a Town Centre which accommodates the highest intensity residential and commercial uses within the City. Anticipating the form and character of town centre development being primarily in mid to high-rise forms, the Burnaby OCP also designates a number of Neighbourhood Plans and Urban Villages which accommodate low-rise and ground oriented development as their primary form. One such area is the Royal Oak Urban Village, which is situated just east of Metrotown, with the Royal Oak SkyTrain Station at its centre. Adopted in 1996, it allowed for the orderly transition from service industrial uses to low-rise townhouse, apartment and mixed use development to accommodate the ground-oriented "family" housing that may be affected through future high-density development within the Metrotown Town Centre. As Urban Villages like Royal Oak continue to accommodate a growing stock of low rise housing and mixed-use forms in support of Town Centre development, the advancement of the Metrotown Downtown Plan is secure in the fact that all housing and employment types will be supported into the future.
- 5.2 The Final Metrotown Downtown Plan is provided to Council under separate cover, and will be posted on the City's website following Council's adoption of this report. The following is a brief Summary of the Plan, including its vision, principles, contents and neighbourhood profiles for Council's information.

The vision for the Metrotown Downtown Plan is:

*To establish an exciting, inclusive, and sustainable downtown for Burnaby; one comprised of well-connected neighbourhoods that provide a sense of place and community identity; provide major office, business, tourism and employment opportunities; provide a variety of housing choices; provide civic, recreational, and cultural amenities and facilities that serve the needs of the Metrotown community and Burnaby as a whole; is supported by a comprehensive transportation network that promotes a more walkable, healthier, and active community; and provide a high quality public realm that evokes a sense of beauty, creativity, excitement and vibrancy.*

The principles for the Metrotown Downtown Plan are:

- Principle #1 – Metrotown is Burnaby's downtown*
- Principle #2 – Metrotown is an exciting downtown*
- Principle #3 – Metrotown is an inclusive downtown*
- Principle #4 – Metrotown is a sustainable downtown*

The adopted land use framework, which formed the basis for the land use review, reinforces Metrotown’s role as the City’s “downtown” as focus for growth, employment, housing, arts, culture and entertainment, community services, and amenities. The intent is to create a high density mixed-use core area, surrounded by high-density residential uses, with ground oriented residential uses along the periphery of the plan area.

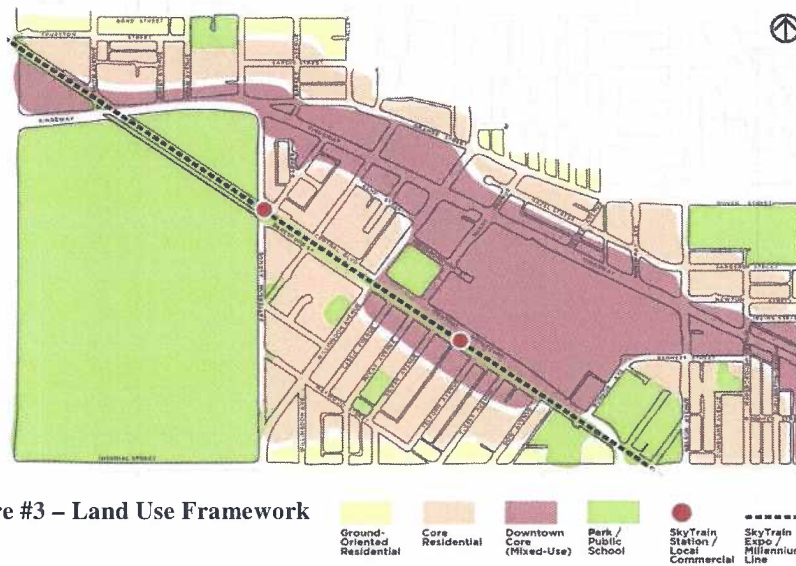


Figure #3 – Land Use Framework

- 5.3 The Metrotown Downtown Plan is organized into 11 parts, a brief description of each sections is provided below.

**Part 1: Metrotown’s Future – A Downtown Plan**

This section establishes the purpose of the Plan, describes the importance of a successful downtown, and outlines how the Plan fits within the broader context of other adopted policies.

**Part 2: Metrotown Context**

This section provides an overview of Metrotown’s historical, demographic, and physical characteristics.

**Part 3: Vision and Principles**

This section articulates the vision, principles and goals of this Metrotown Downtown Plan.

**Part 4: Land Use**

This section details the General Land Use Map and policy framework to guide future development in Metrotown.

### ***Part 5: Public Realm and Open Space***

This section provides policy guidance on the enhancement of the public realm to achieve a successful downtown.

### ***Part 6: Transportation and Mobility***

This section builds on the existing City-adopted transportation policies to provide policy guidance on Metrotown specific transportation and mobility objectives.

### ***Part 7: Sustainability***

This section provides an overview of the City's Economic Development Strategy (2007), Social Sustainability Strategy (2011), and Environmental Sustainability Strategy (2016), and how they influence growth and development in Metrotown.

### ***Part 8: Civic Facilities and Community Amenities***

This section describes the civic facilities and community amenities within Metrotown and outlines the Community Benefit Bonus Policy opportunities for future community benefits.

### ***Part 9: Urban Design Guidelines***

This section provides urban design guidelines for site specific developments to achieve a cohesive downtown character and identity.

### ***Part 10: Rezoning Application Requirements***

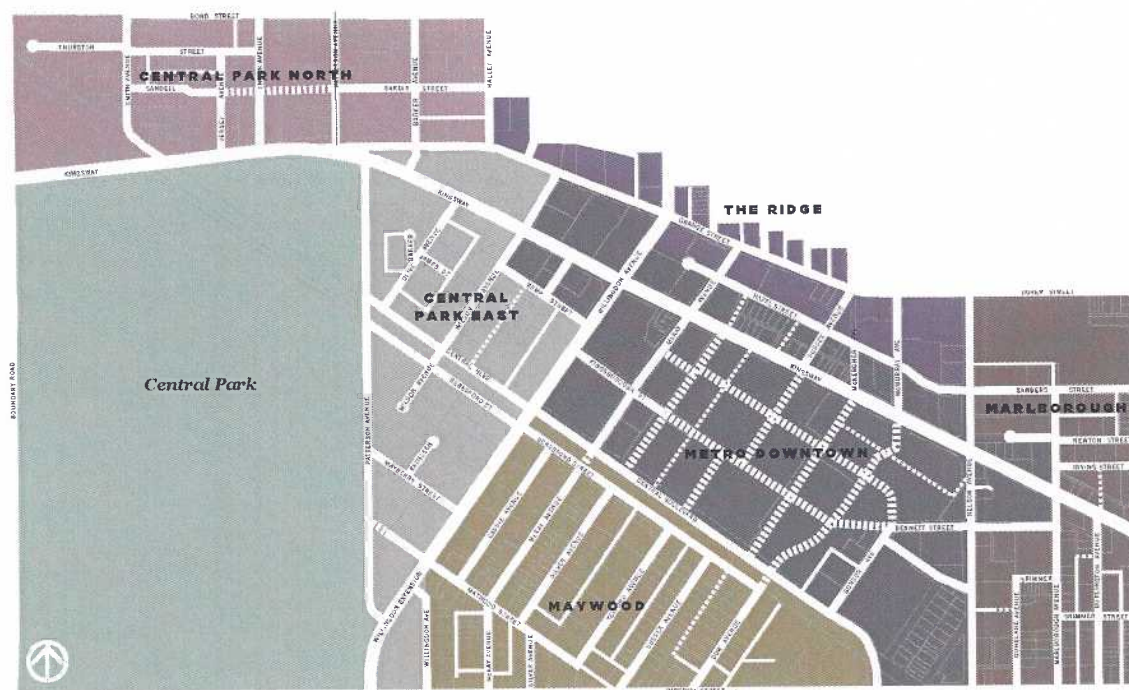
This section provides guidance on the rezoning requirements for rezoning applications within Metrotown.

### ***Part 11: Moving Forward***

This section highlights how the vision will be achieved and how the Plan will be implemented.

- 5.4 The Land Use component of the plan firmly establishes Metrotown as the Downtown for Burnaby. The Downtown is intended to support the highest densities and the broadest mix of land uses, supported by social, recreational, entertainment, and cultural amenities. The basis for creating a successful downtown is to foster the establishment of unique and clearly defined neighbourhoods, to differentiate land uses, and the form and scale of development. As such, six medium to high density neighbourhoods are identified, each distinct in character and identity, but highly interrelated and well-connected via a comprehensive transportation network and robust public realm. The neighbourhoods include: *Metro Downtown, Maywood, Central Park East, Marlborough and The Ridge.*





Metrotown  
 NEIGHBOURHOODS

Figure #4 – Neighbourhood Map

### Metro Downtown

Metro Downtown is the downtown core, and primary centre for business, commerce and employment within the City; a place of urban activity, and excitement; and a destination for leisure, employment, retail and entertainment. The future of the Metro Downtown neighbourhood depends in part on the deliberate concentration of major commercial office, entertainment and hotel facilities. Civic facilities, amenities and parks that provide space for active and passive recreation, learning and public gathering are also essential. In this regard, it is anticipated that new amenities would be developed to continue to enhance the livability of the Metro Downtown Neighbourhood, including a major Metrotown Performance / Event Centre and a new Metro Downtown open space. The intended form of development within the Metro Downtown neighbourhood consists of commercial retail podiums with office and/or residential high-rise buildings above.

### Maywood

Where the Metro Downtown neighbourhood is intended to be the downtown core and centre of urban activity, the Maywood neighbourhood is intended to be the residential heart of Metrotown, proving a residential transition from the mixed-use high-density Metro Downtown core to the single and two-family neighbourhood south of Imperial Street. At its centre is Maywood Park, which provides a focus for community leisure, gatherings and celebration. Although Maywood is intended to be primarily residential,

the mixed-use Beresford “Art Walk” provides a relationship and interface with the commercial focus and high activity of Central Boulevard and the Metrotown SkyTrain Station to the north. The intended form of development ranges from low-rise ground oriented residential along the southern edge of the neighbourhood terracing toward mid- to high-rise development in the centre, with high-rise residential and mixed-used development to the north and northeast of the neighbourhood.

### **Central Park North**

Similar in scale and form to Maywood, the Central Park North neighbourhood provides a transition from the high-density mixed-use Metro Downtown Core toward the established single- and two-family neighbourhood north of Bond Street. However, a key difference is its relationship to Central Park. Although a mixed-use frontage on Kingsway is desired, the scale of development is intended to be lower than that within Metro Downtown in order to maintain views to and from Central Park on the south side of Kingsway. The intended form of development ranges from mid- to high-rise mixed-use development fronting Kingsway, terracing downward to mid-rise residential development in the centre and low-rise ground oriented development along the northern edge of the neighbourhood.

### **Central Park East**

Central Park east is a high-density neighbourhood within a garden like setting that is defined by its relationship to Central Park, Kingsway, the BC Parkway, and Patterson SkyTrain station. As a contrast to Central Park North, mixed-use options are limited to the Patterson SkyTrain station area, resulting in a scale of development that is respectful of its relationship with Central Park, creating a transition between Central Park and the Metro Downtown neighbourhood. The intended form of development consists of high-rise residential development, with ground oriented low rise residential podiums. Gracious landscaped setbacks on Patterson Avenue and Beresford Street are required to mirror Central Park and the BC Parkway.

### **Marlborough**

Marlborough is the eastern gateway into the Downtown, and is the only neighbourhood that spans both the northern and southern borders of the Town Centre. The Marlborough neighbourhood is also directly adjacent the Royal Oak Urban Village to the east and south. As a result of its geography, the Marlborough neighbourhood is one of the most diverse in regards to its proposed form of development and land uses. Other key influences include its relationship with the future expanded Bonsor Park to the southeast, and Marlborough Elementary School to the north. Respecting these influences, the intended form of development consists of mid- to high-rise mixed-use development along the Kingsway and Royal Oak Avenue frontages, mid- to high-rise residential development with live/work along Imperial Street, mid to high-rise residential development with ground oriented low-rise residential podiums on the internal residential streets, and high-rise residential uses adjacent the Metro Downtown neighbourhood.

To: City Manager  
 From: Director Planning and Building  
 Re: Metrotown Downtown Plan – Finalized Plan  
 2017 July 11 ..... Page 23

## The Ridge

The Ridge neighbourhood provides a respectful relationship and transition between the Metro Downtown neighbourhood and the established adjacent single and two-family neighbourhood to the north. Land uses are to be residential in character with a broad mix of unit types and sizes with larger ground oriented units encouraged. The intended form of development ranges from low-rise multiple-family residential north of Grange Street between Sussex Avenue and Willingdon Avenue, with the remaining residential designations being mid- to high-rise in scale. Consideration of building height and massing will be taken into account for development within proximity to Marlborough Elementary and Chaffey Burke Elementary, and their respective outdoor spaces.

- 5.5 The final general land use map shown in **Figure #5** below and as *attached Sketch #1*, is identical in its land use designations indicated in **Figure #2**. As noted, with the advancement of the Metrotown Downtown Plan for adoption by Council, it has been determined that the colour scheme of the General Land Use Map should be aligned with the general land use maps for other plan areas throughout the City. As such, Metrotown will be the first plan to implement the revised land use colour scheme for the City's land use maps.

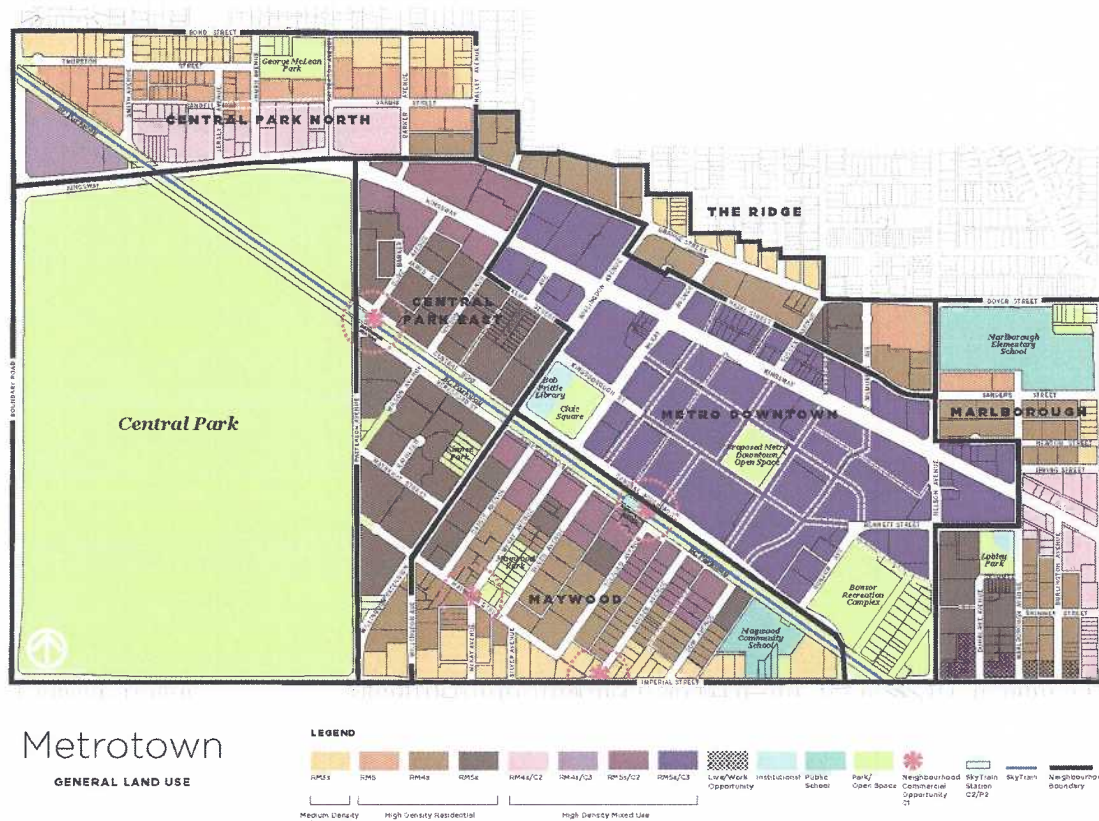


Figure #5 – General Land Use Map



To: City Manager  
From: Director Planning and Building  
Re: Metrotown Downtown Plan – Finalized Plan  
2017 July 11 .....Page 24

## 6.0 CONCLUSION

In 1977, the first comprehensive Metrotown Development Plan was adopted by Council, which established Metrotown as the primary Town Centre in the city, with the broadest mix of uses and opportunities to live, work, and play. In 1996 Metro Vancouver's Livable Region Strategic Plan identified Metrotown as a Regional City Centre, reinforcing its significance as the de facto downtown for Burnaby. Since the 1977 Plan's adoption, Burnaby and Metrotown have evolved in areas such as urban design, mixed-use development, community amenities, public art, and sustainability. With recent policies and standards in these areas having been established, the need to undertake a comprehensive review of the Metrotown Development Plan was necessary.

On 2016 May 09, Council initiated the formal review of the plan for the Metrotown Town Centre with the adoption of a report that outlined a preliminary vision, principles and land use framework, as a basis for soliciting public input. The first phase of public input occurred between 2016 May 28 and 2016 August 31. Guided by the input received the Draft Metrotown Downtown Plan was endorsed by Council on 2016, November 21, initiating a second phase of community consultation. That public input process occurred between 2016 November 22 and 2017 February 01.

This report conveys and describes the finalized Metrotown Downtown Plan, summarizes the public input received in the second phase of community consultation, and identifies the finalized adjustments made in response to public input. As identified, the Metrotown Downtown Plan is considered well balanced and forward thinking, in terms of the land uses it proposes. It provides for the highest order and mixing of uses that would contribute to the overarching goal of making Metrotown Burnaby's downtown, and in so doing, provides a long-term framework for guiding and managing Burnaby's growth for decades to come. With the adoption of this report by Council, the Metrotown Downtown Plan will officially supersede the 1977 Metrotown Development Plan and all other amendments since its adoption.



Lou Pelletier, Director  
PLANNING AND BUILDING

JBS

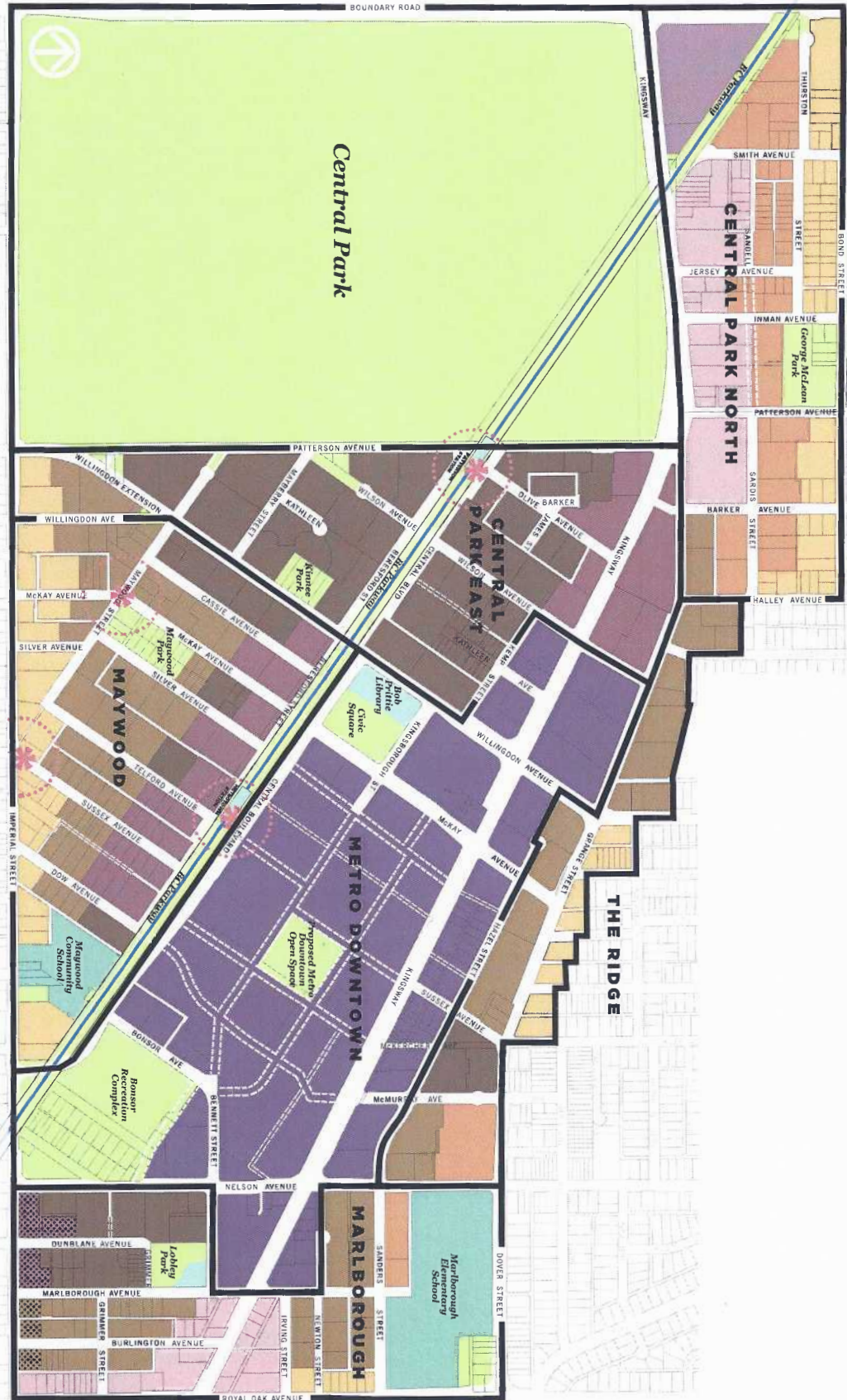
### *Attachments*

cc: Deputy City Manager	Fire Chief
Director Engineering	O.I.C. RCMP
Director Finance	Chief Librarian
Director Parks, Recreation and Cultural Services	City Solicitor
Director Public Safety and Community Services	City Clerk

# Metrotown

## GENERAL LAND USE

LEGEND	
RM3s	High Density Residential
RM5	High Density Residential
RM4s	High Density Residential
RM5s	High Density Residential
RM4s/C2	High Density Mixed Use
RM4s/C3	High Density Mixed Use
RM5s/C2	High Density Mixed Use
RM5s/C3	High Density Mixed Use
Live/Work Opportunity	
Institutional	
Public School	
Park/Open Space	
Neighbourhood Commercial Opportunity	
SkyTrain Station	
SkyTrain	
Neighbourhood Boundary	



Sketch #1

## APPENDIX #1 – METROTOWN PLAN PUBLIC CONSULTATION SUMMARY

### SUMMARY PHASE I PUBLIC CONSULTATION

On 2016 May 9, Council, in addition to endorsing the Preliminary Vision, Principles and Land Use Framework for the Plan update, endorsed the first phase of public input, which included the following components:

- *City Webpage*: A dedicated webpage to provide the public with continued access to the most up-to-date resources and information related to the Plan update, including a Plan summary, information panels, survey, and reports.
- *Newspaper and Digital Notices*: Publish digital and printed advertisements in the Burnaby Now and other media to ensure the public is well advised of the Plan update and to direct the public to the webpage and available methods of providing input.
- *Public Opinion Survey*: Provide both a hard-copy and digital public survey along with the summary brochure at City venues and on the webpage. The purpose of the survey is to invite citizens to express their opinions on the preliminary vision, principles, and land use framework for the Plan update.
- *Consultation*: Attend meetings with stakeholder groups to provide information about the Plan update and to garner input.
- *InfoBurnaby Article*: Publish an InfoBurnaby article to provide information about the Plan update and to encourage citizens to visit the website as well as share their ideas and input.
- *Pop-up Displays*: Set-up information displays at various locations in the city to provide information about the Plan update and to encourage citizens to fill out surveys, visit the webpage, and share their ideas and input.

The above noted public input process was undertaken between **2016 May 28** and **August 31**. The primary medium for outreach and dissemination of information was the City's Webpage devoted to the update ([www.burnaby.ca/metrotownPlan](http://www.burnaby.ca/metrotownPlan)), which received over **3300** unique views, and over **150** digitally submitted Public Opinion Surveys.

Staff also engaged the public through direct stakeholder consultation and pop up displays at local events and libraries, with the goal of reaching residents, property owners and businesses throughout the City. As such, between May and August, staff met with **22** of community groups and interested parties, and attended **15** community events, directly engaging approximately **1,800** people. Below, as noted in *Table 1*, is a list of these various community meetings and events where staff attended to present information and receive input on the preliminary concepts, vision and principles of the Plan update.

A combined total of **229** digital, email and paper submissions of the public opinion survey were received as a result of the community consultation.



DATE	EVENT	LOCATION	ATTENDANCE
16/05/28	Environment Festival	City Hall	45
16/06/04	Hats off Day	Hastings Street	215
16/06/08	Eastburn Interagency	Tommy Douglas Library	18
16/06/14	Homelessness Task Force	Pioneer Community Resource Centre	16
16/06/14	HUB	BCIT	12
16/06/21	Voices of Burnaby Seniors	Bill Copeland	18
16/06/22	Early Childhood Development	Burnaby Neighbourhood House	17
16/07/01	Canada Day Long Weekend	Burnaby Village Museum & Swangard	412
16/07/07	Stop Demovictions	Burnaby Neighbourhood House	55
16/07/11	Burnaby Access Advisory	City Hall	16
16/07/12	Metro Vancouver	Metro Vancouver	9
16/07/14	Newcomers Centre for Children and Families	Kingsway	15
16/07/17	Edmonds City Fair	Edmonds Street - Canada Way to Kingsway	137
16/07/21	Public Library Board	Bob Prittie Library	16
16/17/23	Kensington Community Fair	Kensington Park	64
16/07/24	Civic Square Event	Civic Square	26
16/07/27	Burnaby Neighbourhood House	Burnaby Neighbourhood House	29
16/07/28	Immigrant Advisory Committee	Tommy Douglas Library	9
16/08/01	BC Day Long Weekend	Market Monday @ BVM	43
16/08/03	Bob Prittie Library Display	Bob Prittie Library	72
16/08/04	Burnaby Neighbourhood House	Burnaby Neighbourhood House	36
16/08/05	Fraser Health	City Hall	1
16/08/08	Translink	City Hall	3
16/08/09	Camray Gardens	Camray Gardens	72
16/08/10	Metrotown Planning Charrette	Perkins and Will Studio	9
16/08/10	Metrotown Residents Association	Bob Prittie Library	18
16/08/11	Burnaby Family Life	McKercher	8
16/08/11	Willingdon Community Fair	Willingdon Heights Park	20
16/08/16	BC Acorn	Tommy Douglas Library	22
16/08/17	Newcomers Centre for Children and Families	Kingsway	9
16/08/17	Bob Prittie Library Display	Bob Prittie Library	14
16/08/18	McGill Library Display	McGill Library	28
16/08/20	Bonsor Display	Bonsor Recreation Centre	52
16/08/23	Cameron Library Display	Cameron Library	42
16/08/24	Girl Makers Camp	SFU	18
16/08/25	Tommy Douglas Library Display	Tommy Douglas Library	18
	Call Centre		254
<b>TOTAL</b>			<b>1868</b>

## SUMMARY PHASE II COMMUNITY CONSULTATION

The Phase II community consultation on the Draft Metrotown Downtown Plan was undertaken between **2016 December 1 and 2017 February 1**, and included the following components:

The second phase of the public input process is proposed to include the following:

- *Updated City Webpage:* The updated dedicated webpage will provide the public with continued access to the most up-to-date resources and information related to the Plan update, including a copy of the Draft Plan, information panels, survey, and reports.
- *Newspaper and Digital Notices:* Publish digital and printed advertisements in the Burnaby Now and other media to ensure the public is well advised of the Draft Plan and to direct the public to the webpage and available methods of providing input.
- *Public Opinion Survey #2:* Provide both a hard-copy and digital public survey. The purpose of the survey is to invite citizens to express their opinions on the Draft Plan.
- *Public Events and Meetings:* Host public viewing sessions at Burnaby Libraries, City Hall, and other locations to provide information about the Draft Plan and to garner input.
- *InfoBurnaby Special Edition:* Publish a special edition of InfoBurnaby specific to the Draft Plan. It will include information advising citizens to visit the website and to share their ideas and input.

During this time, staff attended seven community events, directly engaged over **200** people, including **43** email and telephone conversations, and received **74** public input surveys. To reach as many people as possible, the City prepared a special edition of InfoBurnaby, with a distribution of over **94,000**, which summarized the contents of the Plan and invited community members to several open house/plan review sessions located throughout the city in local libraries and at City Hall; which were scheduled at various times throughout the day and evenings to enable people to participate. An advertisement in the Burnaby Now was also posted inviting interested parties to attend the sessions, or contact the City with any questions they may have regarding the Draft Plan. The City's dedicated Metrotown Downtown Plan website [www.burnaby/metrotownplan](http://www.burnaby/metrotownplan) was also updated with information on the events, a digital copy of the Draft Plan, and copies of the background materials and reports regarding the Plan.

The main focus of the Phase II community consultation was to directly engage local stakeholders by hearing their opinions, obtaining their input, and answering their questions. The review sessions included display boards summarizing the Plan, and copies of the Draft Plan for people to review and provide comment. A minimum of three staff were available for each of the plan review sessions, to provide interested parties with adequate attention and sufficient time to have their questions and comments addressed. *Table 2* below is a summary of the plan review sessions and the number of participants that attended each session.

DATE	EVENT	LOCATION	ATTENDANCE
16/12/01	Open House/Plan Review	Burnaby City Hall	7
16/12/06	Open House/Plan Review	Bob Prittie Metrotown Library	54
16/12/12	Open House/Plan Review	McGill Library	24
17/01/10	Open House/Plan Review	Cameron Library	18
17/01/12	Open House/Plan Review	Tommy Douglas Edmonds Library	26
17/01/16	Open House/Plan Review	Bob Prittie Metrotown Library	36
17/01/19	Open House/Plan Review	Burnaby City Hall	16
<b>TOTAL ATTENDANCE</b>			<b>181</b>

As a component of the Phase II consultation, a second public input survey was made available at City Hall, local libraries, community centres and on the City's website. A total of **74** public input surveys were received for Phase II.

#### SUMMARY OF TOTAL CONSULTATION STATISTICS

14	Month Planning Process
5 ½	Months of Direct Consultation
22	Community Events
22	Community Group Meetings
2000 +	Participants
7100 +	Unique Website Views
303	Public Info Surveys
300	Email and Telephone Calls
188,000	Circulation Copies of Info Burnaby (Article & Special Edition)