

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: 2022 December 07

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 71130 20

SUBJECT: EDMONDS, ROYAL OAK, AND CASCADE HEIGHTS COMMUNITY PLANS
– PROJECT INITIATION, PROCESS AND NEXT STEPS

PURPOSE: To provide information on three upcoming community plan projects for the Edmonds Town Centre, Royal Oak Urban Village, and Cascade Heights Urban Village.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council receive this report for information.
2. **THAT** the Committee recommend that Council authorize a project budget of \$200,000 to support new Community Plans for the Edmonds Town Centre, Royal Oak Urban Village, and Cascade Heights Urban Village.

REPORT**1.0 INTRODUCTION**

On 2020 January 20, a report to the Planning and Development Committee (PDC) identified the Edmonds Town Centre, Royal Oak Urban Village, and the Cascade Heights Urban Village as three communities in which the development of new community plans would be prioritized, following Council consideration and adoption of the Bainbridge and Lochdale Urban Village Community Plans (adopted 2022 July 25).

The intent of this report is to inform Council of the broader context, general processes and resources that will be required, as well as emerging trends and themes that will be considered, to develop three new community plans. This introductory report will be followed by individual reports specific to each plan area in Winter/Spring 2023, in which the proposed plan boundaries, preliminary policy directions, and land use concepts will be introduced for each community plan. These individual reports will also seek Council authorization to proceed with the initial public consultation phases for each community plan.

2.0 POLICY FRAMEWORK

Community plans are established to guide future land uses and development in neighbourhoods throughout the City. Generally, community plans provide neighbourhood-specific policy directions on topics such as land-use designations, development guidelines, housing targets, climate action and

sustainability goals, resiliency measures, mobility strategies, park and public open space allocations, and broader amenities and services. Community plans are based on detailed planning and land use studies completed in conjunction with comprehensive public consultation with area property owners, residents, and other community partners. All plans are adopted by Council as policy to evaluate the suitability of future proposals, such as land use and development applications, transportation or public realm improvements, or new park acquisitions and community amenities. Overall, the intent of the Plan is to provide more certainty about the vision for this community for existing and future residents, business owners, developers, community partners, and the City. Over time, community plans may be amended by Council to serve the changing needs of the community.

3.0 EDMONDS TOWN CENTRE

The Edmonds Town Centre occupies approximately 371 hectares (908 acres) within the southeast quadrant of the City (see *Attachment #1*). The Edmonds Town Centre Community Plan was originally adopted by Council in 1994 based on the recommendations from the Edmonds Area Advisory Committee, and was further amended in 2014 with the approval of the Southgate Master Plan (Rezoning Reference #14-25). The Edmonds neighbourhood was Burnaby's first downtown, and at its centre was the first municipal hall at Kingsway and Edmonds Street. Connected to the broader City and region by major road, streetcar and interurban networks, Edmonds was and is a major hub of activity in the City. Edmonds is geographically the largest Town Centre and benefits from the greatest complement of open spaces, which range from formally-programmed spaces in Edmonds Park and Community Centre, to naturalized spaces within Byrne Creek Park. Edmonds is also one of the most diverse neighbourhoods in the city, with a dynamic mix of residents of all ages, income levels and backgrounds. This history, diversity and connection to open spaces makes Edmonds a special and unique place in Burnaby, for which continued investment in its future success is essential. The contemporary urban fabric of Edmonds is rooted in three primary high density mixed use nodes located at Kingsway and Edmonds, the Edmonds SkyTrain Station, and Southgate Village. Through this plan amendment process these nodes would be reviewed independently as part of the initial phase, in parallel with the broader Town Centre review to ensure that early investment in housing and commercial revitalization is advanced as early as possible.

4.0 ROYAL OAK URBAN VILLAGE

The Royal Oak neighbourhood occupies approximately 224 hectares (554 acres) in between the Metrotown Downtown to the northwest, and Edmonds Town Centre to the southeast (see *Attachment #2*). The original Royal Oak Community Plan was established in 1999, based on the deliberation of the citizen-based Royal Oak Advisory Committee. The plan was amended twice in 2022 to accommodate changes in use and form near the Royal Oak SkyTrain Station, and institutional uses at the intersection of Gilley Avenue and Beresford Street. The Royal Oak area similarly to the Edmonds Town Centre was developed around the Royal Oak Interurban Station and is connected to north and south Burnaby via Royal Oak Avenue and historically to Vancouver, Edmonds and New Westminster via Kingsway. The Royal Oak area is also an area of transition with traditionally industrial and commercial uses north of the SkyTrain guideway/BC Parkway, and residential uses to the south. The Royal Oak Community Plan has also not been comprehensively updated since its original adoption in 1999, and with the recent adoption of the Lochdale and Banbridge Urban Village Plans (2022), advancing Royal Oak to align more closely with these more contemporary Urban Village concepts is considered appropriate to elevate this strategically located Urban Village within the city.

5.0 CASCADE HEIGHTS URBAN VILLAGE

The Cascade Heights neighbourhood is designated in the current OCP as an Urban Village, and covers a small two-block area along Sunset Street between Ingleton Avenue and Smith Avenue, directly to the west of the Burnaby Hospital campus (see *Attachment #3*). While the 1969 Apartment Study designated properties in Cascade Heights under Apartment Study Area I for a mix of Medium Density Apartments and Commercial Centre, a comprehensive community plan has never been developed for this neighbourhood. As such, a new community plan for this neighbourhood would consider new housing options, employment opportunities, neighbourhood services, and public spaces as part of the renewal of the aging commercial and residential building stock, and in support of the ongoing redevelopment and future expansion of the Burnaby Hospital.

6.0 GENERAL COMMUNITY PLAN DEVELOPMENT PROCESS

Staff will undertake separate community plan review processes for the Edmonds and Royal Oak Plans, though these two plans would generally follow a concurrent timeline. Given Cascade Heights neighbourhood is much smaller relative to Edmonds and Royal Oak, staff expect to implement a more simplified and expedited community plan development process for this neighbourhood. Further details on the community planning and public consultation process for the Cascade Heights Plan will be provided in a follow-up report, including a potential expansion of the Plan area to include the Burnaby Hospital campus and adjacent residential areas.

The community planning process for the Edmonds and Royal Oak Plans will be advanced in three phases as outlined in *Figure 1*.

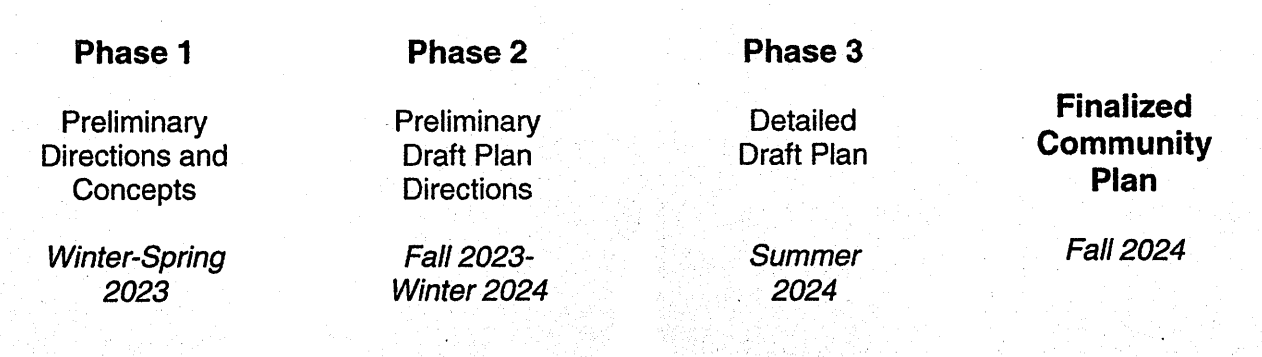


Figure 1. General Community Plan Development Process for Edmonds and Royal Oak Plans

Each phase of the community planning process will involve extensive public consultation with area residents, property owners, local First Nations groups, and other community partners. Given the scale and population of the Edmonds neighbourhood and its classification as a Town Centre, it is anticipated that public consultation for the Edmonds Plan will be the most extensive, and involve a higher number of community engagement events and public input opportunities. It is also noted that citizen-led advisory groups played a significant role in developing both the original Edmonds and Royal Oak

Plans and as such, each public consultation phase for the new community plans will involve referrals to applicable community-based groups and resident groups that are active in each community.

A summary of the anticipated phases for Edmonds and Royal Oak is outlined below. The planning process for Cascade Heights, as a much smaller neighbourhood, may be condensed into two phases focusing on preliminary directions and concepts, and then a draft plan. The planning process for each community plan will be further customized and detailed in the three separate Phase 1 reports to Council in 2023.

- **Phase 1 – Preliminary Directions and Concepts (Winter-Spring 2023):** This phase focuses on raising awareness about the community planning process and inviting the public to engage and learn more about the project. Initial engagement will invite the public to provide general feedback on broad-level visioning and concepts for the community plan moving forward, and input on proposed plan area boundary expansions. The public consultation material will be highly visual with graphic display boards and open house material.

Phase 1 - Mixed Use Node Study (Winter-Spring 2023): Concurrent with the first phase of the broader Edmonds planning process, the three primary mixed use nodes of the plan including Edmonds Street and Kingsway, Edmonds SkyTrain Station Area, and Southgate Village, will be analyzed to propose initial land use designations in order to provide near term housing and commercial revitalization opportunities for these key areas of the plan, should those opportunities present. As such, public consultation for this initial phase will include more detailed land use concepts for early implementation.

- **Phase 2 - Preliminary Draft Plan Directions (Fall 2023-Winter 2024):** This phase seeks general input on a preliminary draft of the new community plan. The preliminary draft plan will introduce the general plan structure, outline the vision and guiding principles behind the plan, and introduce policy directions for key topics such as land use, mobility and public realm, housing, and community amenities and services. It will also present any revisions to the plan area boundary in draft form, based on input received during Phase 1. This document may act as a much more concise and digestible version of the more detailed draft plan (see Phase 3), with a focus on visuals and graphics.
- **Phase 3 – Detailed Draft Plan (Summer 2024):** The final public consultation phase will seek input on the detailed draft plan, which will have been refined and developed based on feedback received from previous project phases.
- **Plan Adoption (Fall 2024):** Staff will revise and finalize the plan as necessary based on input received on the detailed draft plan during Phase 3, and present it to Committee and Council for adoption.

Each of the community plan phases would include a robust public consultation strategy with, at a minimum, neighbourhood mail outs, newspaper and online advertising, project websites, online surveys, public open houses, event participation, and community meetings. Further, staff would seek Committee and Council endorsement prior to initiating each of the three phases.

7.0 RESOURCING

The community planning process for all three neighbourhoods will be advanced through the Planning and Development Department with support from multiple City divisions and consultants, where necessary. At various stages, staff from several internal divisions and departments will be asked to provide technical assistance and to provide expertise on topic areas that will be crucial in shaping policy directions within the community plans, including transportation, engineering, climate action, housing, and other long-range planning issues. With respect to consultant support, up to \$200,000 is requested to support the potential need for public consultation and engagement services, architectural testing, financial analyses of land use designations, technical studies, and capacity funding for local First Nations partners' referral fees.

8.0 EMERGING THEMES AND CONSIDERATIONS

Preparing new community plans for Edmonds, Royal Oak, and Cascade Heights presents an opportunity to incorporate innovative and forward-thinking directions that guide the long term future of these neighbourhoods in line with the key topic areas below:

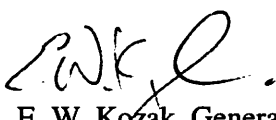
- **Climate Action and Community Resiliency:** The new plans will seek ways to implement the Council-adopted Climate Action Framework at a local scale, and build upon the City's ongoing work to establish resilient neighbourhoods and communities. This includes key priorities such as watershed management and other aspects of environmental preservation and enhancement in Edmonds and Royal Oak, as well as community resiliency priorities such as food security, physical accessibility, and adaptability to seasonal weather events such as extreme heat, cold, flooding and air quality.
- **Official Community Plan Update (ongoing):** Development of the new community plans will coincide with the ongoing OCP update. As such, it is expected that staff will work closely together to ensure that the progress of the new community plans is completely aligned with ongoing OCP update.
- **Truth and Reconciliation:** Previous major projects such as the Burnaby Transportation Plan and the Bainbridge and Lochdale Urban Village Community Plans began to consider ways to advance the City's ongoing efforts to work toward Truth and Reconciliation. The Edmonds, Royal Oak, and Cascade Heights Plans will continue to build upon and enhance these efforts in line with the City's commitment to work towards truth and reconciliation.
- **Sustainable Transportation:** The new plans will take direction from the recently-adopted Burnaby Transportation Plan (BTP), which emphasizes the importance of planning for sustainable transportation and prioritizing walking, cycling and public transit, for all of Burnaby's neighbourhoods.
- **Housing:** The City continues to implement directions from the Mayor's Task Force for Community Housing in order to address various housing challenges, with policies such as the Rental Use Zoning Policy (RUZP) and Tenant Assistance Policy (TAP) making a tangible impact to protect tenants and to provide non-market rental housing in the City. Housing will be a key topic as policy directions for the Edmonds, Royal Oak, and Cascade Heights Plans are developed through the community planning process.

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- **Employment:** Considering the preservation and enhancement of existing employment options that are valued in the community, as well as expanding the range, type and scales of employment options that are appropriate for the future Town Centre or Urban Village context, will be a key focus of the new plans.
- **Placemaking, Public Space and Urban Design:** The recently-adopted Bainbridge and Lochdale Plans and the Burnaby Urban Village Design Guidelines emphasize the importance of high-quality placemaking, public space, and urban design in creating resilient, diverse, and active neighbourhoods. These principles will continue to be developed upon as the Edmonds, Royal Oak, and Cascade Heights Plans are developed.
- **Corridor Planning:** Planning for the Edmonds and Royal Oak neighbourhoods, which abut each other and are both located along the Expo SkyTrain line in South Burnaby, in a generally concurrent timeline presents a unique opportunity to consider the future of these neighbourhoods through the lens of corridor planning and transit-oriented development, which has proven to be a success for other municipalities in Metro Vancouver (e.g. Cambie Corridor, Vancouver).

9.0 CONCLUSION AND NEXT STEPS

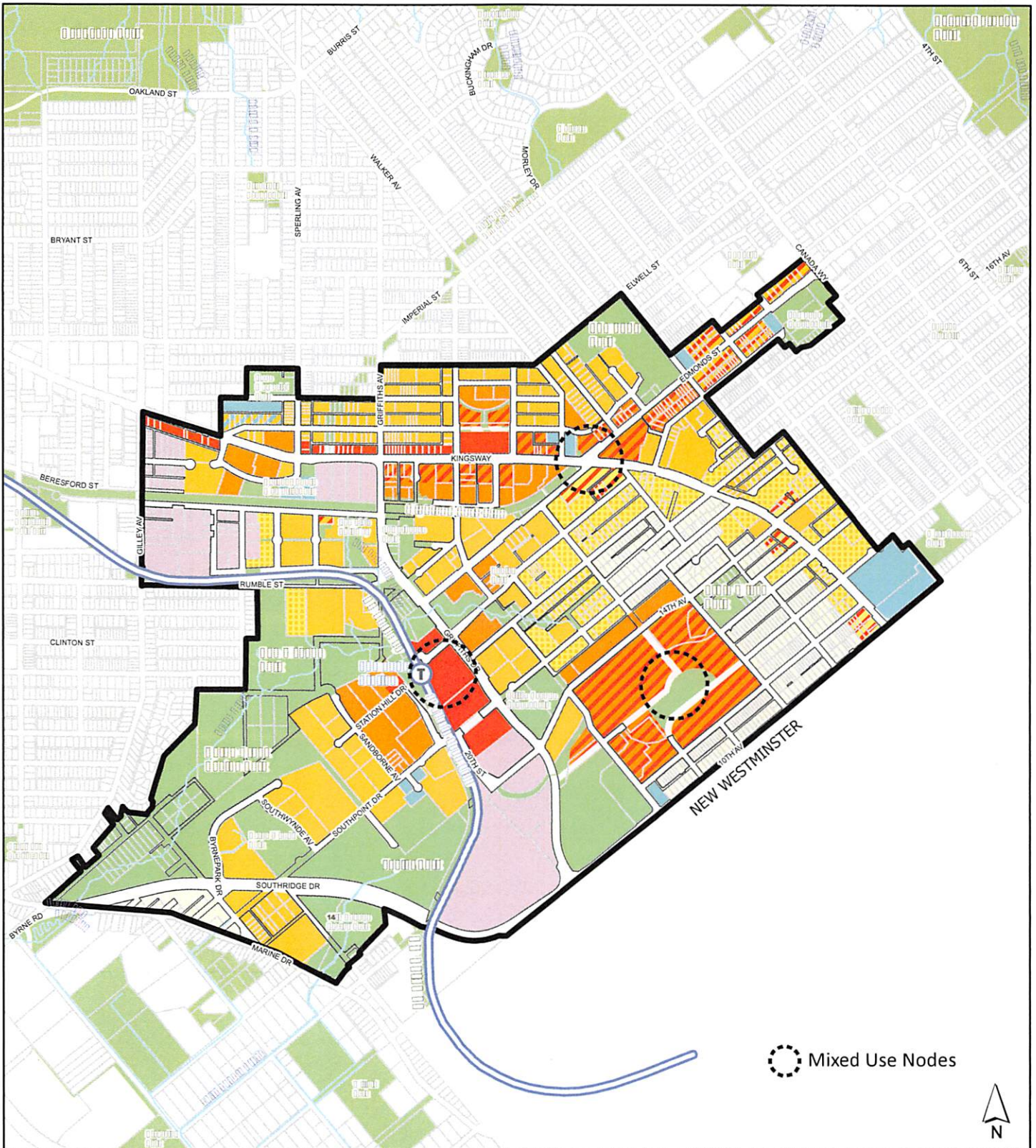
This report introduces the Edmonds, Royal Oak, and Cascade Heights community planning processes, and the general approach to implement each community plan. Staff are requesting up to a \$200,000 budget for consulting support on the three community plans. Further details on the project milestones, consultation approaches, and Phase 1 content will be provided in individual subsequent reports specific to each plan area in Winter – Spring 2023. In advance of Phase 1 for each plan, staff will update the City webpage to briefly introduce the community planning processes and highlight future public engagement opportunities that are forthcoming. This update will include a general “Frequently Asked Questions (FAQ)” section, which will be used to keep the public apprised as staff prepare next steps for each project.



E. W. Kozak, General Manager
PLANNING AND DEVELOPMENT

AY/JD:spf
Attachments

cc: Chief Administrative Officer
Deputy Chief Administrative Officer and CFO
General Manager Corporate Services
General Manager Community Safety
General Manager Parks, Recreation and Cultural Services
Acting General Manager Engineering
Director Legislative Services



○ Mixed Use Nodes



PLANNING & DEVELOPMENT
DEPARTMENT

Existing General Land Use Designations

- | | |
|--|---|
| Single and Two Family Residential | Low or Medium Density Multiple Family Residential (RM1/RM2) |
| Medium Density Multiple Family Residential (RM2/RM3) | Commercial (C2/C3/C4) |
| High Density Multiple Family Residential (RM4/RM5) | Institutional (P1/P2/P5/P6) |
| High Density Mixed Use (RM5, C2/C3) | Industrial (M2/M4) |
| Medium Density Mixed Use (RM3/C2, C9) | Park and Public Use/Public School (P3) |
| Low/Medium Density Mixed Use (RM1/RM2, C1/C2) | Institutional and Medium Density Residential |



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