

TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE

DATE: April 27, 2023

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 71130 20

SUBJECT: **CASCADE HEIGHTS URBAN VILLAGE COMMUNITY PLAN PHASE 1
PUBLIC CONSULTATION: PRELIMINARY VISIONING, GOALS, AND PLAN
DIRECTIONS**

PURPOSE: To seek endorsement of the preliminary visioning, goals, and plan directions for the Cascade Heights Urban Village Community Plan and to initiate the Phase 1 public consultation process.

RECOMMENDATIONS:

1. **THAT** the Committee recommend that Council endorse the preliminary visioning, goals, and plan directions for the Cascade Heights Urban Village Community Plan, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee recommend that Council authorize staff to undertake the Phase 1 public consultation process as outlined in this report.
3. **THAT** this report be advanced to Council's open agenda.

REPORT**1.0 INTRODUCTION**

On December 13, 2022, the Planning and Development Committee (PDC) received an introductory report which outlined the upcoming community planning processes for the Edmonds Town Centre, Royal Oak Urban Village, and the Cascade Heights Urban Village. This report, specific to the Cascade Heights neighbourhood, outlines the content that will be used as a basis for Phase 1 public consultation. With Committee and Council approval of this report, staff would formally launch the Phase 1 public consultation process in the summer of 2023 to engage the public and solicit input on these preliminary visioning, goals, and plan directions for the new Cascade Heights Urban Village community. Feedback received during Phase 1 public consultation will help guide the development of the draft community plan for the Cascade Heights Urban Village area.

2.0 POLICY FRAMEWORK

The development of the new Cascade Heights Plan is consistent with direction provided by Council adopted plans and policies, including: Corporate Strategic Plan (2022), Regional Context Statement (2013), Official Community Plan (1998), Social Sustainability Strategy (2011), Environmental

Sustainability Strategy (2016), Economic Development Strategy (2007), Climate Action Framework (2020), Burnaby Safety Plan (2020), Burnaby Transportation Plan (2021), Home Strategy (2021), and Rental Use Zoning Policy.

The 1998 Burnaby Official Community Plan (OCP) identifies 14 Urban Villages within the City, including Cascade Heights that are intended to provide moderate multi-family residential densities near locally-serving commercial uses, employment, recreation, schools and other everyday needs. The recently-adopted Bainbridge and Lochdale Urban Village Community Plans, as well as the Burnaby Urban Village Design Guidelines, serve as guidance for how to plan the mid to long-term future for other Urban Villages, under the foundational themes of climate action, sustainable placemaking, and resiliency.

3.0 PLAN AREA CONTEXT AND BACKGROUND

The Cascade Heights neighbourhood is designated in the 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 #1*). Further west of the neighbourhood is Boundary Road, which marks the boundary between the City of Burnaby and City of Vancouver. To the east is the Discovery Place neighbourhood and the Willingdon Lands, which recently underwent a rezoning and OCP amendment process to establish a master plan to develop into a complete, mixed-use Urban Village (Rezoning Reference #17-03). 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. The neighbourhood is characterized primarily by single-family and two-family dwellings, as well as several low-rise multi-family residential buildings, and commercial uses along Sunset Street between Smith Avenue and Ingleton Avenue.

4.0 PURPOSE OF THE NEW CASCADE HEIGHTS PLAN

A new community plan for Cascade Heights would be beneficial to consider new housing options, employment opportunities, services and amenities, and public spaces as part of the renewal of the aging commercial and residential building stock, and in support of the ongoing refurbishment and expansion of the Burnaby Hospital. A new community plan also presents an opportunity to establish an up-to-date framework for the strategic and well-managed growth of the Cascade Heights neighbourhood, in line with recent emerging neighbourhood and City-wide themes, initiatives and trends, including the following:

- Climate Action and Community Resiliency
- Official Community Plan Update (ongoing)
- Truth and Reconciliation
- Housing Choices and Employment Options
- Placemaking and neighbourhood identity
- Smart Cities Technology

5.0 OVERVIEW OF THE COMMUNITY PLAN PROCESS

The development of the new Cascade Heights Plan will involve a multi-phased public consultation process, with each phase involving extensive engagement with area residents, property owners, Host

Nation groups, and community partners. Phase 1 public consultation is anticipated for spring and summer of 2023 and will focus on raising awareness about the community planning process and inviting the public to engage and learn more about the project. Initial engagement will also solicit feedback on the preliminary visioning, goals, and plan directions for the new Cascade Heights Plan.

Depending on the nature of feedback and input received during Phase 1, staff will recommend that Committee and Council proceed with either Option 1 or Option 2 for future phasing of the community plan as depicted in **Figure 1** below. This recommendation will be made in a subsequent report after the completion of Phase 1 public consultation, with further details regarding recommended next steps for each of the future phase(s). Considering the neighbourhood's smaller geographical area relative to other community planning processes that are being developed concurrently (i.e. the Edmonds Town Centre and Royal Oak Urban Village Community Plans), Option 1 (two phases of public consultation) may suffice for the Cascade Heights Plan, and would potentially allow for the finalized plan to be completed on an expedited timeline. However, should the amount and complexity of feedback received during Phase 1 warrant a three-phased process to achieve more in-depth public consultation prior to completing the plan (i.e. Option 2), staff would recommend proceeding with that option.



Figure 1. Public consultation phasing options for the Cascade Heights Community Plan

In Option 1, Phase 2 would involve presenting a draft version of the community plan to the public for their input and feedback through the fall of 2023 to winter of 2024, prior to the plan being finalized in summer of 2024 for Committee and Council consideration. In Option 2, Phase 2 would focus on presenting draft plan directions on various topics (e.g. land use, mobility and public realm, housing, employment, community amenities and services) to the public for further detailed feedback. Input received on the draft plan directions would then help to formulate the draft plan, which would be presented to the public in Phase 3 in summer of 2024, before the plan is finalized in fall of 2024 for Committee and Council consideration.

6.0 PHASE 1 PUBLIC CONSULTATION

As noted, this report seeks Committee and Council approval for staff to proceed with Phase 1 public consultation this summer. This section of the report outlines the Phase 1 content that will be presented to the public, as a basis to receive input on the preliminary visioning, goals and plan directions for the new Cascade Heights Plan. **Attachment #2** provides a comprehensive overview of this content that will be refined and displayed as a discussion guide when Phase 1 public consultation is launched.

6.1 Preliminary Visioning

Vision statements are useful in community plans to establish succinct, broad-level goals and aspirations for the community's future. While a formal vision statement for the Cascade Heights Plan will not be established until later phases, Phase 1 public consultation will start seeking input on important aspects and values that the community believes should be part of the vision for the new plan, including the following:

- Fostering a distinct neighborhood character and identity for the Cascade Heights / Burnaby Hospital area;
- Facilitating the development of additional local housing and employment options;
- Improving Sunset Street, as well as broader street and public space network;
- Enhancing and leveraging connections with Burnaby Hospital, the City of Vancouver and surrounding neighbourhoods;
- Expanding and improving access to parks and green spaces; and,
- Preserving and restoring natural spaces and watercourses.

This preliminary visioning exercise will help guide the development of a formal vision statement that will ultimately be included in the new Cascade Heights Plan.

6.2 Preliminary Goals

Building on the preliminary visioning exercise, Phase 1 public consultation will introduce the following set of preliminary goals and sub-goals that will help inform discussion and garner meaningful input on the future of the Cascade Heights community:

Goal #1 – Flexibility in Housing Options

Provide more flexibility in housing options in the Cascade Heights neighbourhood, including options for infill and missing middle housing that may be integrated within primarily single and two-family dwelling neighbourhoods, as well as low and mid-rise multi-family residential and mixed-use options in the Village Centre along Sunset Street.

Subgoals:

- Focus higher density mid-rise mixed-use forms in the Village Centre along Sunset Street (See **Section 6.3.2**). Facilitate redevelopment of ageing building stock in the Village Centre as opportunities arise, while protecting existing tenants through policies like the Rental Use Zoning Policy and Tenant Assistance Policy.
- Support mid-rise, medium-density residential forms in areas proximate to the Village Centre and along Boundary Road. These residential forms may also be supported in strategic locations where other priorities, such as the protection and daylighting of Spring Brook necessitate more creative options in site layout and design for new development.
- Other residential areas may facilitate infill and missing middle forms such as townhouses and rowhouses with heights and forms varying to form sensitive transitions towards lower density residential neighbourhoods beyond the plan area.

Goal #2 – Local Employment Opportunities and Synergies with Burnaby Hospital

Establish Sunset Street as the main commercial and mixed-use strip in Cascade Heights, and continue to facilitate and expand upon commercial and local employment opportunities along this street, including those that may create synergies with Burnaby Hospital.

Subgoals:

- Prioritize daycare spaces and community facilities close to the hospital to support hospital staff, visitors, patients, residents and other community members.
- Where feasible, seek opportunities and partnerships through redevelopment to provide specialized housing for hospital staff.
- Explore opportunities to accommodate office and commercial spaces along Sunset Street that may accommodate medical offices, pharmacies, health and wellness clinics, and locally-serving commercial uses (such as small-scale grocery stores, restaurants, cafes etc.).

Goal #3 – Intimate Streets and Public Spaces

Enhance streets, public spaces, and green spaces/connections, especially along Sunset Street, Smith Avenue and Ingleton Avenue, to improve accessibility, walkability, public transit access, and preservation of environmental assets, while maintaining Cascade Heights as a quieter, more locally-focused Urban Village.

Subgoals:

- Apply Streetscape and Urban Village Design Guidelines that were established through the Bainbridge and Lochdale Community Plans to ensure that new and existing streetscapes within Cascade Heights meet the needs of all users, including provisions for landscaping, trees, lighting, sidewalks, and cycling facilities.
- Expand the network of parks and green spaces to provide more opportunities to meet the recreational, social, and cultural needs of the Cascade Heights community, including visitors and employees of Burnaby Hospital.
- Promote public education and stewardship of surrounding environmental assets such as the Discovery Place Conservation Area, Spring Brook Creek, and Sumner Creek.
- Protect, and where feasible daylight existing watercourses, providing green connections within Cascade Heights and beyond to Willingdon Lands and BCIT. New developments and land use policy should consider riparian habitat protection, maintenance, and enhancement as a key priority.
- Identify locations and develop policies that support nature-based solutions (i.e. multi-use water quality/natural wetland facilities) for improving rainwater management, water quality, and overall watershed health.

Goal #4 – Climate Action and Resiliency

Establish Cascade Heights as a neighbourhood that advances the City's Climate Action and Community Resiliency goals.

Subgoals:

- Establish climate action strategies that are specific to the Cascade Heights neighbourhood, in line with citywide strategies, in areas such as land use, transportation, public realm and urban design, and in alignment with Burnaby Hospital's Climate Resilience Strategy.
- Require green buildings that minimize energy use, water use, waste and greenhouse gas emissions.
- Improve biodiversity, enhance forested areas, and remove invasive species around the Burnaby Hospital.

6.3 Preliminary Plan Directions

The preliminary plan directions are separated into three categories, as outlined below, and will be used to garner further discussion and input with residents, community partners, and other members of the public during Phase 1 public consultation.

6.3.1 Plan Area Boundary

The current plan area boundary of Cascade Heights is limited to a two-block area along Sunset Street between Smith Street and Ingleton Avenue. Phase 1 public consultation will explore options to amend this plan area boundary to achieve certain goals and opportunities through the new plan, including the following:

- Establish Sunset Street between Boundary Road and Ingleton Avenue as a main commercial street and a vibrant, distinct Village Centre;
- Enable more seamless mobility, public realm, and land use connections between Cascade Heights and surrounding places like the Burnaby Hospital, the City of Vancouver's Rupert and Renfrew Station Area neighbourhoods, and the Discovery Place and Broadview neighbourhoods;
- Provide a wider variety of housing options, including missing middle housing (e.g. townhouses, row houses, multi-plexes), in coordination with the ongoing Housing Choices Program, to create gradual building form and scale transitions between the Urban Village and the surrounding neighbourhood; and,
- Explore opportunities to protect and daylight Spring Brook in select areas, and to provide additional parks and green spaces for residents and visitors.

The extent of the potential amended plan area boundary is shown in ***Attachment #2 page 4***, with an expanded plan area boundary westward to Boundary Road, eastward to Carleton Avenue, northward to Avondale Street, and southward to Spruce Street. Discussions during Phase 1 on the plan area boundary will include consideration of whether future land uses for the areas not currently included in Cascade Heights should be considered independently, or in the wider context of the Cascade Heights neighbourhood as part of the new plan. While final decisions regarding plan area boundary for the new Cascade Heights Plan will not be made during Phase 1, initial discussions and input received during

Phase 1 on this topic will contribute to the development of the proposed plan area boundary for the new Plan.

6.3.2 Land Use Framework

The Preliminary Land Use Framework for the Cascade Heights Plan is presented in **Attachment #2 pages 6-10** and will form the basis for Phase 1 discussions around future potential land uses and building forms for areas within the existing Cascade Heights plan boundary, as well as for surrounding areas should the plan area boundary be amended as described above. The framework outlines preliminary ideas for developing a Village Centre concentrated along Sunset Street between Boundary Road and Ingleton Avenue. This area provides opportunities to expand upon the ground-level commercial uses along Sunset Street, and further provide for localized community amenities and services for residents. The Burnaby Hospital is envisioned to remain as the major anchor and landmark for the community. The Preliminary Land Use Framework also considers potential future land uses further out from the Village Centre, which would transition from mid-rise residential housing forms in areas closer to the Village Centre and along Boundary Road, towards lower-density missing middle and infill forms further out from the Village Centre. Lastly, the Preliminary Land Use Framework contemplates opportunities to expand upon Avondale Park to the south, and park space adjacent to the hospital, which will be subject to further discussion in Phase 1. Feedback and input received during Phase 1 on the Preliminary Land Use Framework will help to ultimately shape and establish land use designations for the new Cascade Heights Plan.

6.3.3 Mobility and Public Realm/Green Space Connections

Corresponding with Preliminary Goal #3 above, Phase 1 will present initial ideas for how mobility, public realm and green space connections may be enhanced to provide a more interconnected Urban Village that provides safe, easy, accessible and convenient ways to move around in the neighbourhood, to access public transit, and to connect with nature. Various maps showing the long-range transportation network plans for pedestrian, cycling, driving, and public transit movement as identified in the Council-adopted Burnaby Transportation Plan, as well as the neighbourhood's green space network, will be used as a starting point for Phase 1 discussions on how mobility and the public realm in Cascade Heights may be enhanced over the mid to long-term future (see **Attachment #2 pages 11-15**).

7.0 PHASE 1 PUBLIC CONSULTATION METHODOLOGY

Staff are seeking Council approval to proceed with Phase 1 public consultation, which will focus on raising awareness about the community planning process and inviting the public to engage and provide input on the preliminary visioning, goals and plan directions. To notify as many residents, community partners and members of the public as possible about Phase 1, staff will conduct an advertising campaign consisting of both print, online, and social media advertising, as well as postcard mail-outs to area residents, tenants, businesses, and owners. Various methods will be used to engage with the public and obtain input throughout the spring and summer of 2023, including an online survey, an open house event, as well as print and online visual content. Staff will also offer to meet independently with various community groups to obtain more detailed insight on specific topics pertaining to the Phase 1 content. The Planning and Development Department phone line and email account will also be available for people to ask questions and have direct communication with staff about the project.

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Re: Cascade Heights Urban Village Community Plan
Phase 1 Public Consultation
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8.0 CONCLUSION AND RECOMMENDATIONS

This report initiates Phase 1 of the Cascade Heights Urban Village Planning Process, establishing preliminary visioning, goals and plan directions for the Plan, and outlines the Phase 1 consultation methodology. It is recommended that Council endorse the preliminary visioning, goals and plan directions as a basis for receiving community input for the Cascade Heights Plan. It is also recommended that Council authorize staff to undertake Phase 1 of the public consultation process. Results of the first public consultation phase would be the subject of a future report to Council.



E. W. Kozak, General Manager
PLANNING AND DEVELOPMENT

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Attachment 1 – Cascade Heights Urban Village

Attachment 2 – Cascade Heights Phase 1 Preliminary Visioning, Goals and Plan Directions

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