

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **EDMONDS, ROYAL OAK AND CASCADE HEIGHTS DRAFT COMMUNITY PLANS AND PHASE 3 ENGAGEMENT**
PURPOSE: To seek Council endorsement of the Edmonds, Royal Oak and Cascade Heights Draft Community Plans as a basis for conducting a final Phase 3 informative engagement period prior to Council consideration and adoption of the community plans.

RECOMMENDATION

THAT the Edmonds, Royal Oak, and Cascade Heights Draft Community Plans be endorsed as a basis for conducting Phase 3 engagement as outlined in the report titled, “Edmonds, Royal Oak and Cascade Heights Draft Community Plans and Phase 3 Engagement”, dated October 17, of the Open Planning and Development Committee meeting;

THAT staff be authorized to undertake the Phase 3 informative engagement process for the three community plans, as outlined in this report; and

THAT staff be authorized to work with rezoning applicants in accordance with the draft Plans on the basis that the Plans are adopted prior to Third Reading of the rezoning applications.

EXECUTIVE SUMMARY

Phase 2 public consultation for the Edmonds, Royal Oak and Cascade Heights Community Plans was completed during spring 2024 to receive public input on the detailed draft plan directions. Based on feedback received, draft community plans have now been developed for the three communities. Subject to Council authorization, staff will present the draft community plans to the public for a final round of comment and feedback as part of Phase 3 engagement prior to Council consideration and adoption of the community plans.

1.0 POLICY SECTION

The development of the new Edmonds, Royal Oak and Cascade Heights Community Plans 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: Burnaby’s Housing and Homelessness Strategy (2021), and Rental Use Zoning Policy (2020).

The new community plans are aligned with the ongoing *Burnaby 2050* Official Community Plan (OCP) update and Zoning Bylaw Rewrite project. This includes directions for Edmonds to remain as a regionally-designated Municipal Town Centre along with Brentwood and Lougheed, while Royal Oak and Cascade Heights will continue to evolve as smaller-scale and more locally-focused neighbourhoods that continue to offer a wide variety of multi-family housing options, commercial and employment opportunities and basic needs and services for existing and future residents.

2.0 BACKGROUND

On April 15, 2024, Council authorized staff to proceed with the Phase 2 public consultation processes to seek public input on the detailed draft plan directions for the new Edmonds, Royal Oak and Cascade Heights Community Plans. The detailed draft plan directions for the three communities included draft land use designations for properties within the proposed plan area boundaries, as well as policy directions on other topics such as public space and mobility, and housing and community building. During Phase 2, staff continued to implement Gender-Based Analysis Plus (GBA+) strategies to reach out to as many people as possible as part of the public consultation process, and to support an inclusive approach to engagement.

The results of Phase 2 public consultation, summarized in this report, were used to develop the draft community plans for Edmonds, Royal Oak and Cascade Heights. The draft plans will be presented to the public for a final round of comment and feedback as part of Phase 3 engagement, prior to Council consideration and adoption of the community plans.

3.0 GENERAL INFORMATION

3.1 Overview of the Community Plan Process

Phase 3 marks the final phase for the three community plans, which are being developed concurrently (see **Figure 1** below) and focuses on presenting the draft community plans to the public for comment. Based on feedback received during Phase 3, any necessary minor revisions will be made to the plans before they are presented to Council for adoption. The draft community plans are presented as **Attachment 1** (Edmonds), **Attachment 2** (Royal Oak) **and Attachment 3** (Cascade Heights) of this report.

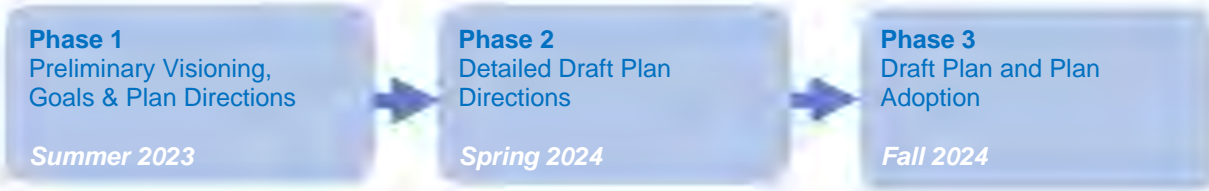


Figure 1. Community Plan Development Process for the Edmonds, Royal Oak and Cascade Heights Plans

3.2 Phase 2 Public Consultation Results

The results of Phase 2 public consultation for the three community plans, including participation numbers for the online survey and open houses, level of support for draft policy directions in key topic areas, as well as key themes and issues identified in each community, are summarized in **Attachment 4**. Across the three community planning processes, a total of 915 individuals completed the online survey, 99 individuals provided digital short-form comments (as an alternative to completing the survey), and approximately 354 individuals attended the four open houses that were held through spring 2024. Staff also met with members of the public, property owners, community partners and representatives of host Nations upon request. Summarized below are some of the most prominent key themes and issues that emerged from each of the community planning processes, that were raised by multiple community members through Phase 2.

Edmonds

Land Use, Built Form and Development – Discussions continued about:

- The appropriate future distribution of towers vs. low and mid-rise building forms in the community, and ensuring good urban design for new developments
- The impact of future development on infrastructure and services
- Support for more future height and density in strategic areas (e.g. areas close to transit and along key corridors)

Local Economy and Employment – Many community members expressed support for:

- A healthy local and regional economy, including office, hospitality and general commercial uses in higher-density areas (e.g. along Kingsway and near the Edmonds SkyTrain station) and neighbourhood commercial uses in other areas
- A local economy that continues to allow for smaller businesses, including ethnic and culturally-based businesses, to operate and thrive

Transportation and Mobility, Parks and Public Spaces – Discussions continue about:

- The need for additional park spaces, especially actively programmed recreation parks where people can gather and socialize
- Finding ways to improve accessible active transportation throughout Edmonds, with measures such as wayfinding, infrastructure enhancements and signage
- The need for a safer, more cohesive cycling network

Housing, Community Amenities and Community Building – Many respondents supported:

- Continuing to provide more diverse housing options in Edmonds, including a variety of housing forms, typologies and tenures, with an emphasis on rental housing
- Continuing to explore opportunities to establish more outdoor and indoor public cultural spaces and amenities for existing and future residents

Royal Oak

Land Use, Built Form and Development – Many community members supported:

- Lower-density future land uses and building forms compared to those seen in Metrotown and the City’s Town Centres, including low and mid-rise apartment and mixed-use forms
- Building forms that are context-specific and that respond well to surrounding land uses

Local Economy and Employment – Many community members continued to support:

- Strategies to enhance the local economy, especially along Kingsway, Royal Oak Avenue, and other key corridors
- Strategies to encourage neighbourhood commercial opportunities, including corner stores
- Efforts to preserve and enhance light industrial and creative employment land uses/opportunities, including the establishment of a brewery row or district along Beresford Street near the Buller Park Site

Transportation and Mobility, Parks and Public Spaces – Discussion continued about:

- Opportunities to provide more parks, trails and green spaces in Royal Oak, and strategies to enhance safe, comfortable and accessible usability of the BC Parkway
- Prioritizing the construction of Buller-Beresford Park
- Opportunities to improve the cycling network
- Ensuring that the provision of infrastructure and services (especially streets, traffic safety measures, public transit service, etc.) are able to keep pace with future development to properly serve a growing population

Housing, Community Amenities and Community Building – Discussions continued about:

- The general need for more community services and amenities in the Royal Oak neighbourhood, including accessible parks and public spaces, as well as basic everyday needs and services (e.g. childcare, grocery stores, convenience stores, local businesses and services)

Cascade Heights

Land Use, Built Form and Development – Discussions continued about:

- Whether the 4-6 storey building height profile proposed in the Phase 2 detailed draft plan directions was appropriate, or whether building heights should be increased in certain locations
- Potential to attract employment opportunities, especially those related to the health, medicine and wellness sectors, that would benefit from proximity to Burnaby Hospital

Local Economy and Employment – Many community members supported policy directions to:

- Explore synergies between Burnaby Hospital operations and nearby future land uses (e.g. in the form of hospital staff housing, family and specialist doctors and medical offices, pharmacies, child care, health and wellness services)
- Establish a village centre along Sunset Street where different types of businesses (including cafes, bakeries etc.) would be concentrated.

Transportation and Mobility, Parks and Public Spaces – Discussions continued about:

- Challenges related to traffic and parking congestion, safety, and how the community plan proposes to deal with these issues to make Cascade Heights a safe and convenient place to get around, especially for pedestrians, cyclists and public transit users
- Enhancing parks and green spaces, especially incorporating more active recreational programming to existing spaces like Avondale Park

Housing, Community Amenities and Community Building – Many expressed support for:

- Continuing to explore more diverse housing options in Cascade Heights, along with better access to different types of community services and amenities (e.g. daycares, medical offices, basic retail and personal service establishments)

Attachment 4 provides further detailed commentary on these key themes and issues raised during the Phase 2 public consultation process.

3.3 Phase 3 Draft Community Plans

The draft community plans (**Attachments 1, 2 and 3**) are structured similarly and mirror the general format of the Phase 2 public consultation discussion guides that were used as the basis for earlier consultation. Summarized below are the key components of the three draft plans:

- **Part 1: Overview** outlines the big moves and opportunities for the plan and describes the vision, key values and goals for the community. Each plan strategizes for the long-term future of their respective community, looking forward 30+ years into the future.
- **Part 2: Context and History** provides information on the context, heritage and history, and current demographics of the community. It also discusses the plan area boundary, or the geographical scope of the plan.
- **Part 3: Land Use and Development** outlines the future land use framework for each community, featuring the land use designations map and table, and detailed discussion on future potential building height ranges around the community. The land use designations for all community plans align with ongoing policy updates, including the *Burnaby 2050: Official Community Plan* update and the Zoning Bylaw Rewrite. The Edmonds and Royal Oak plans continue to identify and describe distinct neighbourhood character areas within their respective communities, given these are both geographically larger communities.

For reference, **Attachment 5** summarizes revisions that were made to the land use designation maps between Phase 2 public consultation stage and Phase 3 draft plan stage for the three communities, outlining both general changes as well as specific locations where land use designations were adjusted.

- **Part 4: Public Space and Mobility** describes how public spaces (including parks, natural areas, trails, streets and plazas) will be enhanced in the future to keep up with the community’s projected growth and development. This section also includes discussion on how mobility will be improved upon as the community grows, in line with relevant policies like the *Burnaby Transportation Plan*, for various travel modes like walking, cycling, public transit and driving.
- **Part 5: Housing and Community Building** discusses ways to support and encourage a full spectrum of housing typologies and tenures that are close to transit, services and community amenities, that contribute to a complete community. This section also discusses ways to build community identity, participation and stewardship, and a broad diversity of commercial offerings and employment options to cultivate local entrepreneurship.
- **Part 6: Plan Implementation and Monitoring** outlines general short to longer-term steps and methods for how the community plans will be implemented, and how the success of plan implementation will be tracked and monitored.

3.4 GBA+ and Advancing Equity through the Community Planning Process

Following earlier Council direction, the Gender Based Analysis Plus (GBA+) pilot project has continued to be applied to the Edmonds, Royal Oak and Cascade Heights community planning processes. During Phase 1, GBA+ tools and strategies

were implemented during the public consultation process, which were summarized in a previous Committee report dated October 11, 2023. During Phase 2 public consultation and the development of the draft community plans, staff have continued to apply GBA+ strategies during the consultation process and have also applied GBA+ and equity considerations to various policy directions in land use, housing, transportation and other topic areas that will influence the future growth and development of these communities. **Attachment 6** of this report details how this has been achieved, including examples of how GBA+ and equity considerations have informed specific policy directions in the draft community plans.

The completion of the community plans will mark the end of the Council-directed GBA+ pilot project. Recommendations for potential furtherance of GBA+ approaches in future city led projects and initiatives will be directed to Council for consideration in a separate report, anticipated by Q1 2025.

3.5 Next Steps

Subject to Council authorization, staff will present the draft community plans (**Attachments 1, 2 and 3**) to the public as a basis for a final round of informative engagement and feedback prior to presenting them to Council for consideration and adoption, at which time a separate report will be forwarded to Council (anticipated December 2024). Specific informative engagement methods that will be used during Phase 3 are described below in section 4.0 of this report.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

Phases 1 and 2 of the community planning process both involved intensive public consultation efforts to collect, analyze and apply input and feedback on various preliminary elements (Phase 1) and detailed draft policy directions (Phase 2), which have progressively shaped the draft community plans that are now being presented. Given the progress of the *Burnaby 2050* OCP update, there is also a desire to ensure that the community plans are advanced prior to the finalized citywide draft land use plan being presented as part of the OCP update, which is anticipated for early 2025 and will incorporate the land use directions of the community plans. Considering these factors, Phase 3 will differ from previous phases in that it will resemble a more condensed informative engagement period, rather than a longer consultative process, where members of the public may learn more about the draft plans before they are finalized and forwarded for Council adoption.

Upon Council authorization to proceed, staff will launch a final marketing and notification campaign during fall 2024 to inform area residents and members of the public of the draft community plans, along with an invitation to provide final comments during a 2-3 week period. Community members will have the option to provide comments digitally via email or through the project webpages (which will offer a free-form comment option), or through other means such as phone calls, meetings or written letters. However, more intensive consultation methods such as online surveys and open houses will not be conducted during Phase 3. Upon completion of this 2-3 week period, staff will

implement any necessary minor changes to the plans prior to presenting them for Council’s adoption, at which time a separate report will be forwarded (anticipated December 2024).

It is noted that where needed through the *Burnaby 2050* OCP update, further consultation and opportunity to implement minor amendments to land use designations and other elements of the community plans may still be provided after the plans are adopted.

5.0 FINANCIAL CONSIDERATIONS

A one-time funding request for \$110,000.00 to complete the Edmonds, Royal Oak and Cascade Heights Plans, and to initiate further anticipated community plan updates, was included as part of the 2024 - 2028 Financial Plan process for Council's consideration. This includes provisions for the additional resources required to complete the remaining phases of work in 2024.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

ATTACHMENTS

- Attachment 1 – Draft Edmonds Community Plan
- Attachment 2 – Draft Royal Oak Community Plan
- Attachment 3 – Draft Cascade Heights Community Plan
- Attachment 4 – Phase 2 Public Consultation Summary (Spring 2024)
- Attachment 5 – Proposed Land Use Map Revisions
- Attachment 6 – GBA+ and Advancing Equity through the Community Planning Process

Note: Due to large file size of the attachments, please access them via one of the following community plan project webpages on the City of Burnaby website:

- [**Burnaby.ca/YourVoice-Edmonds**](https://burnaby.ca/YourVoice-Edmonds)
- [**Burnaby.ca/YourVoice-RoyalOak**](https://burnaby.ca/YourVoice-RoyalOak)
- [**Burnaby.ca/YourVoice-CascadeHeights**](https://burnaby.ca/YourVoice-CascadeHeights)

REPORT CONTRIBUTORS

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