

PART 5

HOUSING AND COMMUNITY BUILDING



5.1 A Comprehensive Approach to Housing

The City of Burnaby supports a range of housing opportunities to meet the diverse needs of its residents, including those without homes, renters, homeowners and those in homes with supports. This is especially important for Edmonds, given its diverse and growing population, which includes seniors and a significant proportion of the City's newcomers, representing two essential household groups experiencing core housing needs.

The Edmonds Plan presents an opportunity to address key housing goals as a focal point of growth in the City, enabling more affordable and diverse forms of housing to be constructed in higher density areas and surrounding neighbourhoods.

Continued demand for future housing also presents an opportunity to advance sustainable, climate-adaptive and resilient

construction methods and technologies that meet or exceed the BC Energy Step Code and Zero Carbon Step Code.

Housing strategies within the Edmonds Plan will be supplemented by existing citywide housing policies and initiatives, including HOME: Housing and Homelessness Strategy, the Mayor's Task Force on Community Housing, the Housing Needs Report, the Rental Use Zoning Policy (RUZP), the Tenant Assistance Policy, as well as the Official Community Plan. These policies provide key direction on housing partnerships, supports for tenants, provision of affordable housing and housing options for all, across the City.



Six-storey residential building in River District, Vancouver

Assuming the Edmonds Plan is fully built-out and developed in accordance with the draft land use designations in the long-term future, the community has the potential to accommodate over 100,000 housing units (including a significant number of non-market rental units).

The following policy directions provide further guidance for the provision of housing specific to the unique community needs of Edmonds:

Housing Near Transit

Encourage transit-oriented multi-family housing near the Edmonds SkyTrain station, with a focus on rental-only developments to support more market and non-market rental housing options close to transit.

Urban Style Townhouses

All future townhouse developments that require or propose parking should have underground parking to maximize useable ground-level space for residents (e.g. common amenity areas, private outdoor spaces). Where possible, lock-off suites should be encouraged in townhouse units and each unit should provide at least 10 sq.m. (107.6 sq.ft.) of private open space.

Missing Middle

Support missing middle housing* forms in existing single- and two-family neighbourhoods to provide additional housing for various groups such as new families, seniors and multi-generational families, and to provide smoother building form and height transitions along the plan area boundary.

Diversity and Options

Enable a full spectrum of housing forms*, partially by limiting where towers may be developed and encouraging ground-oriented housing forms that help foster greater social cohesion particularly for newcomers and seniors (e.g. townhomes, multiplexes*).

Public Lands

Explore opportunities for future non-market rental residential and supportive housing on all publicly owned lands.

Housing in Employment Areas

Through a future amendment to the Metro Vancouver Regional Growth Strategy (RGS), support future supplementary rental residential uses above industrial and creative employment uses in strategic locations close to the Edmonds SkyTrain Station. An RGS amendment can be explored through the site-specific development stage or through wider policy initiatives in the future.

Location

Co-locate housing forms with commercial opportunities, green spaces, employment and access to transit, allowing for the development of a complete resilient community.

Rental Housing Renewal

Where existing purpose-built rental housing stock exists and is proposed for replacement and redevelopment, support strategies for height increases on a case-by-case basis to enable the feasible renewal of rental housing stock, while keeping tenant protections in place for existing residents.

Housing on Institutional Sites

Support residential development on various types of institutional sites that considers adjacent land use context and uses urban design measures to mitigate impacts on neighbouring properties.

Inclusionary Rental Housing

Require all future residential and mixed-use developments (Mid-Rise Apartment 1 or higher) to provide rental units, as stipulated under Zoning Bylaw regulations.

A Full Spectrum of Housing Forms

The Edmonds Plan supports housing diversity by encouraging a full spectrum of housing forms, including the following:

High-rise Residential and Mixed-use Forms

In key locations such as the intersection of Kingsway and Edmonds Street, near the Edmonds SkyTrain Station and in Southgate Village, high-rise multi-family residential and mixed-use tower forms, co-located with employment, transit, major thoroughfares, civic amenities and public open spaces, are supported. These housing types feature the highest building forms.



Mid-rise Residential and Mixed-use Forms

In many areas, mid-rise multi-family residential and mixed-use forms are supported in varying scales, heights and sizes depending on surrounding context. Generally, taller forms would be supported closest to key locations near transit and along major thoroughfares, while lower forms are more appropriate adjacent to lower-density areas.



Low-rise Housing

In strategic locations, low-rise multi-family residential apartment forms are supported. These housing forms are often smaller in scale and provide an effective transition in urban form between higher and lower density neighbourhoods.



Ground-oriented Townhouse and Multiplex Housing

Townhouses as well as multiplex forms (eg. triplexes, fourplexes and rowhouses) provide ground-oriented housing forms that may be supported in many contexts within and surrounding lower density neighbourhoods in the City.



5.2 Civic and Community Uses in Edmonds

As Edmonds continues to accommodate existing residents while welcoming new ones in the future, it's important to ensure that a variety of services and amenities are readily available to serve the population. Complete communities, which offer access to civic and community amenities, play an important role in boosting social connections and enhancing neighbourhood health and resilience.

The provision of civic and community amenities and facilities in Edmonds aligns with existing citywide policies and initiatives such as the Social Sustainability Strategy and the Child Care Action Plan. Through the update of Burnaby's Official Community Plan, the City is also undergoing a Community and Social Infrastructure Needs Assessment that will help to plan for and identify gaps in the need for future civic facilities such as community centres, recreation facilities, cultural spaces and libraries. This assessment will inform the need for civic amenities and facilities within the Edmonds community. The Edmonds Plan will facilitate any such civic and community uses that are proposed through this assessment. In addition, the following policy directions support the development of a broad range of services and amenities in Edmonds as it continues to grow:

Child Care

Support child care uses in all residential districts, commercial districts and select institutional districts across all neighbourhood character areas to address the citywide gap in the provision of child care.

Ensure that all high-density mixed-use development applications, especially those that anticipate generating child care demand, consider co-locating child care facilities.

Assuming the Edmonds Plan is fully built-out and developed in accordance with the land use designations in the long-term future, the community will have a potential projected demand of over 7,000 childcare spaces.

Schools and Education

Work with the Burnaby School District to consider expanding existing school resources where needed and to secure new school sites within the community to support the needs of children and families in Edmonds.

Basic Commercial Services and Needs

Beyond key commercial streets, districts and areas (e.g. Kingsway, Edmonds Street), support the provision of local shops and services (e.g. convenience stores, neighbourhood cafes, cultural spaces) within residential neighbourhoods at strategic locations.



Edmonds Community Centre

5.3 Sense of Place and Community Identity

The Edmonds Plan supports strategies to ensure that existing and future residents continue to feel a unique sense of place in where they live, work and recreate in Edmonds. The following policy directions provide strategies for placemaking and community building specifically within Edmonds:

Food Security

Prioritize food access and security by encouraging a balanced and equitable distribution of food retail outlets in mixed-use developments. Encourage a variety of sizes and types of commercial outlets to accommodate different food access and affordability options. Encourage food production on private lands and expand community gardens on public lands. The city-wide Food System Strategy provides more detailed direction on ensuring food security and sustainability.

Heritage Buildings* and Landmarks*

Work with the community to update the inventory of heritage buildings and landmarks in Edmonds.

Provide property owners with incentives to retain heritage buildings and encourage the inclusion of heritage buildings and landmarks into new developments.

Transportation History

Recognize historic transportation routes in Edmonds by using signs, banners and other artistic or educational elements along key streets and paths.

Indigenous Histories

Engage with the host Nations and members of Burnaby's urban Indigenous communities to identify opportunities to incorporate Indigenous histories of the lands into public art, wayfinding elements, place naming and public realm design.

Character Streets and Plazas

Develop new character streets and plazas that act as landmarks and special places that people can identify with and are excited to be in.

Public Art and Public Spaces

Promote public art that appropriately reflects the history, heritage and diverse cultural history of Edmonds for developments such as medium to high-rise residential and mixed-use projects. This approach is in line with the City's public art policy.

In parks and other public spaces, add educational features to share the stories of Burnaby's diverse communities and Indigenous histories of the land.

Newcomers to Burnaby

Encourage the provision of immigrant and multi-cultural services for newcomers to Canada through collaboration with non-profit hubs.

Families

Support family-friendly housing unit types with three or more bedrooms in greater numbers than what is typically delivered, and with amenities for families, children and multi-generational families.

Diversity and People

Celebrate cultural diversity in Edmonds and continue to focus on cultivating a community where people from all cultures and backgrounds feel at home.

Small Local Businesses

Through the site-specific development stage, encourage developers to work with local businesses and business groups to promote and encourage smaller local businesses on mixed-use development sites.

Aging in Place

Support an age-friendly community by ensuring access to a variety of affordable housing forms, designing public spaces and mobility networks that are accessible and safe for all participants, and by enabling clear and legible wayfinding.

5.4 Employment and Local Economy

Assuming the Edmonds Plan is fully built-out and developed in accordance with the land use designations in the long-term future, the community has the potential to accommodate a significant number of additional jobs in Edmonds.

Edmonds serves as a key employment hub, particularly in the transportation and utility industries, along with management, business services, and science and technology occupations that provide a regional advantage. As Edmonds continues to grow, and as new industries emerge, it will be essential to ensure that there are employment opportunities for all as part of a complete community. This includes having designated spaces for employment and ensuring existing businesses are supported.

The City's Economic Development Strategy provides city-wide direction on enhancing Burnaby's local economy. The following policy directions provide specific strategies to strengthen local economic growth in Edmonds:

Appropriate CRU Sizing

Work with developers during the site-specific development stage to support retention and growth of smaller local businesses through, for example, constructing smaller commercial retail unit (CRU) sizes particularly along Edmonds Street.

Commercial Cores

Establish vibrant commercial cores with ground-level retail or service uses that are welcoming and that enhance pedestrian interest, particularly along key high streets like Kingsway, Edmonds Street and near the Edmonds SkyTrain Station.

Office and Hospitality

Promote office and hospitality uses in key areas to diversify and strengthen the local economic base and enhance Edmond's position as a regional community.

Creative Employment

Allow creative employment uses within the existing industrial area along Beresford Street. This will allow for emerging industries such as arts and craft studios, workshops, galleries, small-batch manufacturers and flex-industrial spaces, that are compatible with nearby residential development. Where creative employment uses are not feasible, light industrial uses geared towards food manufacturing and production, that have minimal impacts on residential development, would be permitted.

Live-work Units

Support opportunities for live-work units throughout the community, including along quieter parts of Kingsway east of the Town Centre Node. Live-work units combine residential and non-residential uses to allow flexibility for business owners and operators.



West 6th Avenue, Vancouver



Mount Pleasant, Vancouver



King's Crossing, Edmonds

PART 6

PLAN IMPLEMENTATION AND MONITORING



6.1 Implementing the Edmonds Plan

The Edmonds Plan will be implemented through a combination of future development, partnerships (e.g. between the City and various private/public organizations), city-led initiatives, and continual collaboration with residents, property owners, community partners and host Nations. From time to time, amendments to the plan may be required to align with shifting priorities and trends. Outlined below are further key considerations for the implementation of the Edmonds Plan:

Burnaby 2050 Official Community Plan (OCP) Update: The completion of the new OCP (anticipated 2025) will assist with the future implementation of the Edmonds Plan through, for example, the establishment of development permit area guidelines for future development and re-envisioning the overall role that community plans play within the broader citywide policy framework. Amendments to the Edmonds Plan will be introduced, where necessary, to align with the new OCP framework.

Zoning Bylaw Rewrite: The Zoning Bylaw rewrite (completion anticipated 2025) will play an important role in establishing the specific densities, uses, and development controls for each redevelopment site.

continued on next page >



Rendering of the Hall Towers Master Plan development

Development Application Requirements: During the site-specific development stage, applicants will be required to submit a Community Plan Consistency Statement which outlines how their specific proposed development aligns with the following key aspects of the Edmonds Plan:

Housing Diversity and Rental Housing

How is the proposed development contributing to providing a variety of housing forms, typologies and tenures in Edmonds?

For developments on properties with a “Mid-Rise Apartment 1” residential designation and above, does the proposal meet or exceed the provision of required rental units as stipulated under Zoning Bylaw regulations?

For multi-family residential developments, does the unit mix reflect the projected unit type requirements under the Housing Needs Report?

Climate Action and Resiliency

What type of sustainability and/or green building practices and technologies does the proposed development incorporate, above and beyond standard requirements (e.g. BCBC requirements, District Energy Utility [DEU] requirements)?

Local Economy and Employment

Where ground-level commercial uses are considered as part of a proposed development, has the applicant considered an appropriate variety of commercial retail unit (CRU) sizes, including smaller units to encourage more affordable and locally-oriented types of future businesses?

What research has the applicant conducted to determine the most appropriate mix of CRU sizes and types for the surrounding neighbourhood, and how has this been reflected in the development proposal?

Where a proposed redevelopment site has active business(es) in operation, has the applicant tried to work with the business-owner(s) to explore opportunities for the business(es) to return and operate in the new development?

Urban Design and Architecture

What is the design rationale for the proposed development, and how does it fit in with the specific Neighbourhood Character Area that it is located in?

Child Care Demand

Is the proposed development expected to generate significant childcare demand? If so, can on-site or co-located childcare facilities be considered as part of the development?

Public Art and Placemaking

Where public art is required, how can the applicant encourage installations that the community can enjoy, resonate with and/or interact with?

How can the proposed development contribute overall to placemaking in the Edmonds community, particularly where a development is adjacent to or includes existing or future public spaces (e.g. plaza, character street, green street, green corridor, park)?

Streets, Public Space and Infrastructure

Has the applicant taken into full consideration dedications and/or right-of-ways that will be required for new streets, lanes, green corridors, park space or other public infrastructure that is indicated as part of the future vision for Edmonds, as outlined in the community plan?

Other Considerations

How will the proposed development enhance and further other goals of the Edmonds Plan?

6.2 Monitoring the Edmonds Plan

Staff will use various measures as the Edmonds Plan is implemented to monitor and track its progress and success every 5 years through the OCP review, including the following:

- » Number of residential dwelling units developed, tracked by housing form, unit type and size (i.e. number of bedrooms) and tenure.
- » Consistency between the types of residential dwelling units being developed and projected housing needs according to the Housing Needs Report.
- » Ground-level retail/service floor space developed, tracked by number and size range of commercial retail units (CRUs), occupancy rates, as well as office and other commercial floor space developed.
- » Number, type and age range of child care facilities and child care spaces created, as well as other types of community amenities and services.
- » Active transportation enhancements implemented, including amount of new sidewalks, cycling lanes and facilities, green corridors and street upgrades, and new street connections.
- » Opportunities through site-specific development to further explore potential strategies to daylight Powerhouse Creek in specific sections.
- » Amount of new park space acquired and implemented.
- » Amount of new plaza or character street space acquired and implemented.
- » Land acquisition for new school sites by the Burnaby School District, as identified in the Plan.

Appendix: Glossary

The following terms are used in the Edmonds Plan and are described here for your reference.

- » **“Blue-green spaces”** refers to an integrated network of parks, trails, greenways, natural forested areas, streams, riparian habitats, watercourses and other green or blue spaces that enhance the community’s public realm, improve urban water systems and access to nature, and addresses various climate action goals.
- » **“Character street”** refers to a street or section of a street that creates a unique sense of place or destination. This is achieved through the use of unique materials, paving, street furniture and landscaping features, and/or through regular space programming (e.g. street closures for pedestrian-only access to host farmers’ markets, festivals or other community gathering events). While these streets may still accommodate vehicle traffic, their design prioritizes the pedestrian experience both in terms of safety and accessibility. Character streets are not only a place to travel through, but also a unique place to gather, shop, relax, eat or engage in recreational activities.
- » **“Creative employment”** refers to places like live-work units, arts and craft studios, workshops, galleries, small-batch manufacturers and flex-industrial spaces. Unlike more traditional industrial or manufacturing uses, these uses are expected to be environmentally friendly and non-disruptive to surrounding land uses including residential uses.
- » **“Complete communities”** refer to communities or neighbourhoods that bundle residential development with key amenities such as local shops and personal services, recreation, green spaces, culture and entertainment, and neighbourhood meeting hubs.
- » **“Daylighting”** refers to efforts to expose and restore urban streams, creeks and other watercourses to their natural condition, in cases where they have been buried, piped or otherwise impacted by human activity over time. These efforts may be done in conjunction with new development, streetscape upgrades or other public realm improvements. While in some cases daylighting may result in opportunities for people to interact more closely with nature (e.g. pedestrian trail next to a stream), the priority is to preserve and enhance natural watercourses and riparian habitat to their fullest extent possible.
- » **“Forms”** or building forms/built forms/housing forms refer to different typologies of buildings, ranging from smaller types (e.g. single-family houses, multiplexes) to medium-sized types (e.g. mid-rise apartment or mixed-use buildings) to larger types (e.g. towers).
- » **“Gender Based Analysis Plus (GBA+)”** is a systematic method employed by the federal and provincial governments of Canada (and other entities globally) to evaluate systemic inequalities and understand how policies, programs, and initiatives may affect diverse groups of women, men, and gender-diverse individuals from an intersectional lens.
- » **“Green corridor”** refers to a narrower (~8 metre right-of-way) pedestrian and cyclist orientated landscaped path. In many cases, these corridors provide mid-block connections to improve overall pedestrian and cyclist movement through the neighbourhood.

- » **“Green street”** is a street or section of a street that has unique design features (e.g. heavy landscaping, denser street tree plantings, enhanced rainwater management amenities and boulevards, curbless design) to provide enhanced pedestrian and cyclist linkages to a larger system of parks, trails or green spaces in the neighbourhood. While green streets may still accommodate vehicle traffic, they are designed to slow-down vehicle traffic as much as possible and to prioritize the pedestrian and cyclist experience even more so than standard streetscape designs.
- » **“Hardscape”** refers to hard, non-living and often non-porous surface materials in outdoor public or private spaces, including concrete, asphalt, brick, gravel and stone. Hardscape materials are the opposite of softscape materials, which include softer, living surface materials and elements such as grass, soil, shrubbery and other plant material.
- » **“Heritage buildings”** are houses or other types of buildings that have heritage value because of their age, architecture, or history.
- » **“High street”** is a general term used to refer to any major busy street or street section that facilitates multiple functions and travel modes (e.g. walking, cycling, public transit, driving, relaxing, gathering) and is commonly flanked and activated by ground-level retail or commercial uses.
- » **“Landmarks”** are objects or features that are considered important to the community. They could be a monument (like a cenotaph), a landscape feature (such as a tree), or a site where an important activity happens or used to happen.
- » **“Massing”** in the architectural and urban design context refers to the general size, scale, bulk and height of a building, in relation to nearby buildings and public spaces.
- » **“Missing middle housing”** in the Burnaby context commonly refers to any lower to medium-density multi-family housing form that represents a transition between the lowest density housing forms (e.g. single-family houses and duplexes) and the highest density forms (e.g. residential and mixed-use towers). These may include multiplex forms (e.g. townhouses, rowhouses) as well as low to mid-rise apartment and mixed-use forms. These forms are sometimes referred to as the “missing middle” as they are currently less common across the City and represent a gap between the lowest and highest density forms seen in Burnaby.
- » **“Mixed-use nodes”** are key areas within a neighbourhood that serve as a focal gathering point and/or gateway to the community, where a diverse mix of higher-density residential, commercial and civic land uses and public spaces are envisioned compared to other areas of the community. These nodes serve as unique landmarks for the community and are often located along key corridors, intersections or public transit connections (e.g. SkyTrain stations).
- » **“Multi-modal”** means two or more modes of transport. It typically describes the pattern of travel of an individual during a single trip (i.e. walking to transit); characteristics of a corridor or streets that accommodates more than one mode of transport; and/or a transport hub that enables people to connect and transfer between different modes of transport.
- » **“Multiplex”** refers to a range of smaller-scaled, ground-oriented and attached multi-family housing forms characterized by individual ground-level unit entries. These forms include triplexes, fourplexes and rowhouses which accommodate more individual dwelling units than a traditional single-family home or duplex, but generally fewer units than a townhouse complex. Multiplex forms are generally 3-4 storeys in height, are considered a form of infill or missing middle housing and may accommodate various housing tenures including rental tenures, market strata unit ownership or fee-simple ownership (e.g. fee-simple rowhouses).

- » **“Placemaking”** refers to building community identity, fostering a unique sense of place that people can identify with, and recognizing the unique character of the places where people live, visit, work or play in their neighbourhood. Placemaking can be achieved through developing, preserving or enhancing physical elements in the built or natural environment (e.g. through the naming and appearance of streets, parks and other public spaces, the development of public art, community amenities or heritage resources, or the enhancement of creeks, forests or other natural features). It can also be achieved through more intangible elements such as a thriving local economy or strong social connections.
- » **“Plaza”** refers to a large, usually hardscaped public open space that is framed, activated and defined by adjacent buildings, streets, green spaces or other urban elements. Plazas often function as a focal point or gathering place for the community and may accommodate various activities depending on their size, location and function. Generally, plazas are reserved for pedestrians or other active transportation users.
- » **“Podium”** refers to the bottom level(s) of a mixed-use or multi-family residential building. In mixed-use buildings, these levels commonly facilitate commercial uses, including ground-level retail and service uses (e.g. grocery stores, retail stores, personal service establishments, restaurants, cafes) and upper-level office uses in higher-density settings. Residential uses are commonly situated above commercial podiums in mixed-use buildings. Podiums in strictly residential buildings may include ground-level dwelling units (e.g. townhome-style units) that are accessible from the street.
- » **“Point-tower and podium form”** refers to a tower form commonly seen in areas such as Brentwood and the Metrotown downtown core, featuring a smaller podium and taller tower form. Point-tower and podium forms contrast with larger podium forms which allow a building to achieve alternative urban design objectives, such as lower building heights, while accommodating similar levels of density.
- » **“Public realm”** refers to any public outdoor space situated between buildings or other structures and may include elements ranging from streets, sidewalks, trails, greenways, parks, plazas and courtyards to streams, forested areas and other natural assets that are publicly accessible.
- » **“Riparian habitat”** refers to natural habitats usually located adjacent to or close to a stream or other watercourse, forming a transition zone between aquatic and dry land habitats.
- » **“Sense of place”** refers to the unique set of qualities (cultural, environmental, architectural, historical etc.) that provide meaning and connection to a place, setting it apart from other neighbourhoods and places and making it a desirable place for residents to spend time in.
- » **“Tenure”** (in reference to housing) refers to different options and arrangements under which people live in their homes, including market and non-market rental and home-ownership options, as well as market and non-market housing options with supports (e.g. group homes, long-term care homes, assisted and supportive housing).
- » **“Townhouse”** refers to a 3-4 storey multi-family housing form characterized by attached, stratified dwelling units, each usually with an individual ground-level entry. In certain circumstances, townhouse forms may be developed for rental-only housing projects as well. Townhouse buildings and complexes vary greatly in size depending on factors such as development lot size, shape and topography. Townhouses differ from rowhouses in that rowhouses usually accommodate fee simple ownership, rather than ownership of a strata lot or in some cases, a rental townhouse building(s)/complex.
- » **“Wayfinding”** is the practice of navigating through urban public spaces to reach certain landmarks or destinations. Urban design elements, ranging from surrounding urban forms, site layouts, signage, street furniture, landscaping, lighting and street paving materials and patterns, heavily influence wayfinding in the public realm. These elements play a key role in determining how safe, easy and comfortable it is to navigate through public spaces.

