



Meeting April 24, 2023

COUNCIL REPORT

**TO:** CHIEF ADMINISTRATIVE OFFICER April 13, 2023

**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT: REZONING REFERENCE #20-32**  
**Kingsway and Edmonds Conceptual Master Plan**  
**Edmonds Town Centre Plan Area**

**ADDRESS:** 7252, 7264, 7282 Kingsway, and 7255 Edmonds Street  
 (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 192 Except: Part Subdivided by Plan 48429; District Lot 95 Group 1 New Westminster District Plan 37840; Lot 201 District Lot 95 Group 1 New Westminster District Plan 48429; Lot 199 District Lot 95, Group 1, New Westminster District Plan 48260; Parcel "2" (Reference Plan 60330) Except: Part Road on Plan LMP44291; District Lot 95 Group 1 New Westminster District

**FROM:** P2 Administration and Assembly District, P3 Park and Public Use District, and Comprehensive Development District

**TO:** CD Comprehensive Development District (based on RM5s Multiple Family Residential District, RM5r Multiple Family Residential District, C3 General Commercial District, P3 Park and Public Use District, and in accordance with master plan entitled "Kingsway & Edmonds Conceptual Master Plan" prepared by Urban Strategies Inc., and the Edmonds Town Centre Plan as guidelines)

**APPLICANT:** Aplin and Martin Consultants Ltd.  
 201-12448 82 Avenue  
 Surrey, BC V3W 3E9  
 Attn: Mike Fujii

**PURPOSE:** To seek Council authorization to forward this application to a future Public Hearing.

#### RECOMMENDATIONS:

1. **THAT** the amendment to the Edmonds Town Centre Plan, as outlined in Section 6.0 of this report be approved, to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.

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2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading and to a Public Hearing at a future date of Council.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of a suitable plan of development.
  - b. The submission of an Engineering Master Plan.
  - c. The submissions of a Master Transportation Impact Assessment.
  - d. The submission of a Master Subdivision Plan and Phasing Plan.
  - e. The consolidation and subdivision of the subject site or Master Plan area into two legal parcels.
  - f. The dedication of any rights-of-way deemed requisite.
  - g. The granting of any necessary statutory rights-of-way, easements, and/or covenants.
  - h. The submission of a Site Disclosure Statement and resolution of any arising requirements.
  - i. The submission of a Construction Management and Access Plan.
  - j. The submission of a Master Comprehensive Sign Plan.
  - k. The submission of a Tree Survey.
4. **THAT** a copy of this report be sent to the property owners at 7188 Kingsway, BC Housing, Pembina, and BC Hydro.

## R E P O R T

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to establish a Conceptual Master Plan and Design Guidelines for the Kingsway and Edmonds Master Plan area, and to specifically apply the Master Plan and Design Guidelines to the subject site through Comprehensive Development zoning. The Conceptual Master Plan and Design Guidelines will guide further site specific rezoning applications for the future construction of a high-density, mixed-use, multi-phased strata, rental, commercial and office development. No specific development is being proposed by the subject rezoning application.

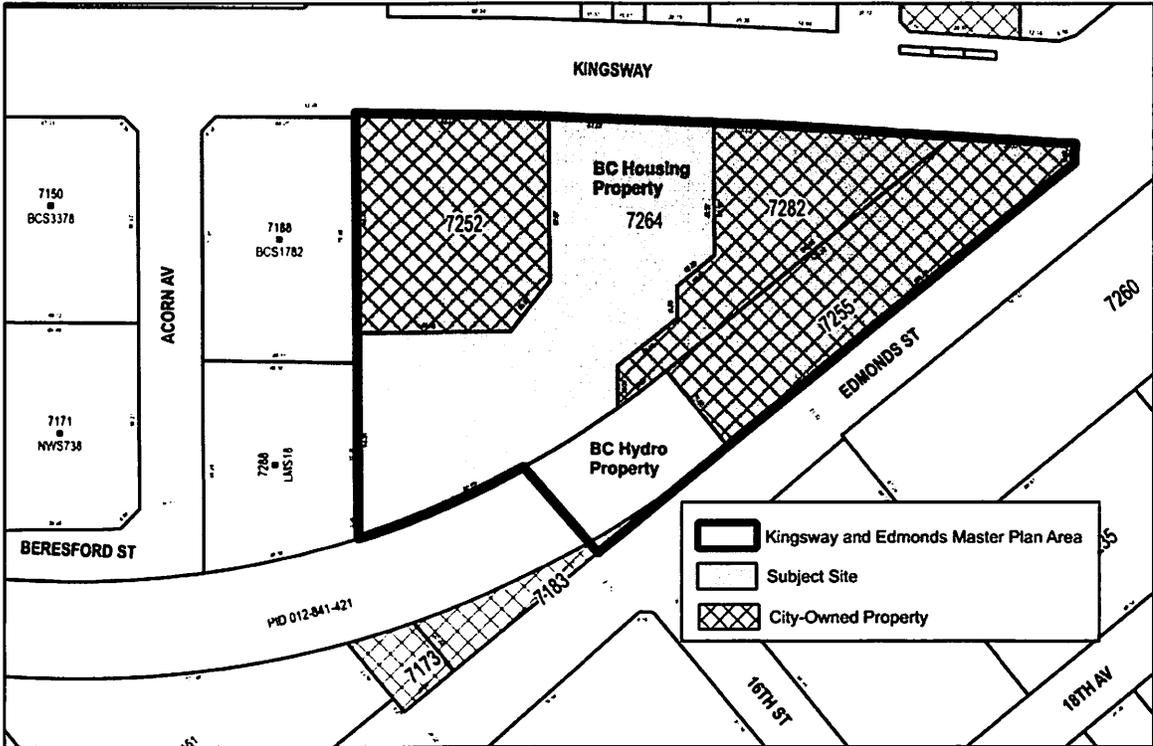
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**2.0 POLICY FRAMEWORK**

The proposed rezoning application is consistent with the following policies and plans adopted by Council: Corporate Strategic Plan (2022), Regional Context Statement (2013), Official Community Plan (1998), Edmonds Town Centre Plan (1994), Economic Development Strategy (2007), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Climate Action Framework (2020), Transportation Plan (2021), Home Strategy (2021); and Rental Use Zoning Policy (2020).

**3.0 BACKGROUND AND CONTEXT**

3.1 The Kingsway and Edmonds Master Plan area includes six publicly owned properties southwest of the Kingsway and Edmonds Street intersection, in an area that the Council-adopted Edmonds Town Centre Plan identifies for higher intensity development, as shown on Figure 1. The proposed Master Plan will provide guidance for the future transformation of these properties with the respect to land use, built form, massing, subdivision pattern, overall site servicing, development phasing, and distribution of applicable development densities. The six properties are referred to throughout this report as the Master Plan area.



**Figure 1: Master Plan Area Parcels and Ownership**

3.2 In 2018 January, recognizing the potential value of a joint venture redevelopment of the subject site, the City and BC Housing (the “Partnership”) entered into a Memorandum of Understanding (“MOU”) that established the basis of facilitating the potential sale, subdivision and comprehensive redevelopment of the subject site to support the

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replacement of Hall Towers, as well as new opportunities for non-market and market housing, supporting amenities, and commercial uses.

- 3.3 On January 29, 2019, the Partnership issued a Request for Expressions of Interest (“RFEOI”) in order to generate and evaluate interest in the comprehensive redevelopment of the subject site, and to facilitate input from the development community on some of the more challenging spatial, financial, and technical aspects of the proposal. Based on input from the RFEOI process, staff developed a new development approach for the site’s advancement, which involves a City of Burnaby and BC Housing led Master Comprehensive Development Rezoning in order to establish a clear framework and guidelines to inform future land tenders and site specific rezoning applications. Subsequently, in July 2020, the City and BC Housing entered into a revised MOU reflecting this new arrangement. Also at that time, BC Housing, in coordination with the City, issued a Request for Proposals for a consultant team to lead the master planning process, and subsequently retained Urban Strategies Inc. to coordinate the planning, economics, and communications scopes of work. The consultant team also includes Aplin and Martin Consultants, who are appointed by the Partnership as the agent for the proposed Comprehensive Development zoning of the subject site.
- 3.4 On February 08, 2021 Council received a report from the Planning and Development Department regarding the rezoning of the subject site and authorize the department to work with the applicant toward the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a future date. Since that time, Urban Strategies, Aplin and Martin and other subject matter consultants have developed the Kingsway and Edmonds Master Plan and Design Guidelines.
- 3.5 On April 04, 2022 Council authorized Staff to undertake a public consultation process to receive input on the preliminary concepts and vision for the proposed Kingsway and Edmonds Master Plan, which involves an Edmonds Town Centre Plan amendment to designate the Master Plan area as High Density Mixed Use.
- 3.6 The subject rezoning application includes four properties within the Master Plan area (see Sketches #1 and 2 *attached*). These four properties, referred to as the subject site throughout this report, include:
- **7252 Kingsway** – City property that previously housed the Kingsway Branch Library;
  - **7282 Kingsway and 7255 Edmonds Street** – City properties that previously accommodated the Edmonds 55+ Community Centre and associated surface parking.
  - **7264 Kingsway** - Provincial Rental Housing Corporation (BC Housing) owns and operates the Hall Towers, two older mid-rise buildings containing 331 non-market housing units.
- 3.7 The subject site is 1.82 hectares (4.5 acres) in size and is currently zoned P2 Administration and Assembly District, P3 Park and Public Use District, and Comprehensive Development District. Under the Edmonds Town Centre Plan, the properties at 7252, 7264, and 7282 Kingsway are identified for high-density multiple-family residential development utilizing

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the CD Comprehensive Development District (based on RM5s and RM5r Multiple Family Residential Districts as guidelines). The property at 7255 Edmonds is designated for Park and Public Use.

- 3.8 To the north of the subject site, across Kingsway, are low-rise commercial buildings that are designated in the Edmonds Town Centre Plan for CD (RM5s/RM5r, C3) District. Also, across Kingsway, further east, is Tommy Douglas Library and adjacent mixed-use commercial and multi-family towers which were developed under Rezoning Reference #05-13. To the northeast, across the intersection of Kingsway and Edmonds, are mixed-use, commercial and multi-family towers which were redeveloped under Rezoning Reference #12-26. To the southeast, across Edmonds Street, are low-rise townhouses built in 1988 and low-rise commercial buildings currently occupied by a building supply business. Immediately adjacent the site, to the west, is one mixed-use tower with commercial fronting Kingsway, built in 2005 and zoned CD (RM5, C3) District and a second residential tower fronting Acorn Avenue, built in 1990. The Highland Park Line Trail flanks the south side of the subject site.
- 3.9 The proposed Plan amendment applies to the entire Master Plan area as shown in Figure 1, including portions of two properties adjacent to the subject site that are not being rezoned at this time. These two properties include a portion of a BC Hydro owned corridor and greenway, and a small abutting parcel owned by the City. Incorporating these lands into the larger Master Plan area improves site and underground parking efficiency, facilitates public realm enhancements, and allows for optimal tower placement. These two properties, while part of the Master Plan Area are not being rezoned with this application, and should the BC Hydro owned land be acquired by the City, these two properties would be included as part of a future site specific rezoning application.
- 3.10 The proposed Plan amendment is consistent with the ongoing planning process to comprehensively review and update of the Edmonds Town Centre Plan, as endorsed by Council on January 23, 2023. Phase 1 of the Town Centre Plan review will detail existing and future planning for three mixed-use nodes in the community plan area: Edmonds Street and Kingsway, Edmonds SkyTrain Station Area, and Southgate Village. These three Mixed-Use Nodes provide opportunities for near term housing and commercial revitalization opportunities, which is in line with the Kingsway and Edmonds Master Plan. The full review and update of the Edmonds Town Centre Plan is anticipated to be completed by the Fall of 2024.
- 3.11 After considerable design development and public consultation, the applicant has now submitted a Conceptual Master Plan for presentation at a Public Hearing.

## **4.0 MASTER PLAN CONCEPT**

### **4.1 Scope of the Rezoning**

The subject Master Plan is seeking to establish the general built form, maximum building heights and development densities, design guidelines, permitted uses, initial subdivision and phasing for the Master Plan area. The scope of the Master Plan rezoning application is

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to apply the Master Plan guidance to the subject site through Comprehensive Development zoning. To note, no specific development is being pursued at this time. Subsequent to Second Reading of the Master Plan Bylaw, site specific rezoning applications may be received in order to redevelop individual phases. As a component of the Master Plan, a set of detailed development and design guidelines have been established to assist in the review and approval of the site-specific rezoning applications.

#### 4.2 Vision and Development Objectives

The vision statement for the site is:

*The Kingsway and Edmonds site maximizes economic and social potential by fostering a safe, inclusive and integrated community that realizes high quality design and a strong sense of place, contributing to a complete and healthy city.*

Specific development objectives, shared by both the City and BC Housing, are:

1. Realizing maximum development potential through the lens of a self-sustaining development model that achieves the highest overall value in meeting corporate objectives and fulfilling the public missions of the Partnership.
2. Committing to affordable housing to ensure the plan increases the supply, diversity and affordability of housing in the Edmonds Town Centre.
3. Putting tenants at the forefront to ensure success for the housing provider, surrounding community, and tenants themselves.
4. Developing a clear and flexible implementation strategy that utilizes an adaptable and achievable phasing plan by applying a diverse set of planning and financial tools.
5. Achieving high standards of sustainability and innovation through an integrated approach to urban design, built form, landscape and community infrastructure.

#### 4.3 Urban Design Principles

The following urban design principles complement the vision and development objectives, guide the conceptual development of Lands, and position it within the broader Burnaby context both physically and in terms of community building. These principles ensure that key public objectives are realized while providing flexibility in implementation.

1. Kingsway is a grand urban boulevard.
2. Edmonds Street is a community connector and main street.
3. The Highland Park Line Trail is a regional green link that recalls the inter-urban train line.

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4. These three distinct corridors merge to create a site of landmark significance within Burnaby and the Metro Vancouver area.
5. The site has the critical mass and profile to re-knit the Edmonds Town Centre into a location and destination within Burnaby – recalling its role as historic heart of the City.
6. The landmark development strengthens and redefines the heart of the Edmonds Town Centre.
7. Existing tenants and new neighbours are supported with spaces that feel like home.

#### **4.4 Structuring Moves**

Structuring moves that establish the overall physical rationale for the integration of development, open space, and patterns of land use and movement on the site are:

1. Create a new landmark place at Kingsway and Edmonds.
2. Augment the Highland Park Trail with a new Garden and Park.
3. Create a new “Heart” for the local and larger communities.
4. Connect places in Burnaby.
5. Deliver a built form that is both achievable and compelling.
6. Balance and improve all modes of movement.

#### **5.0 CONCEPTUAL MASTER PLAN**

The vision, development objectives, urban design principles, and structuring moves come together as the conceptual master plan for the site, as shown in Figure 2. The main components of the plan are summarized in the following sections.

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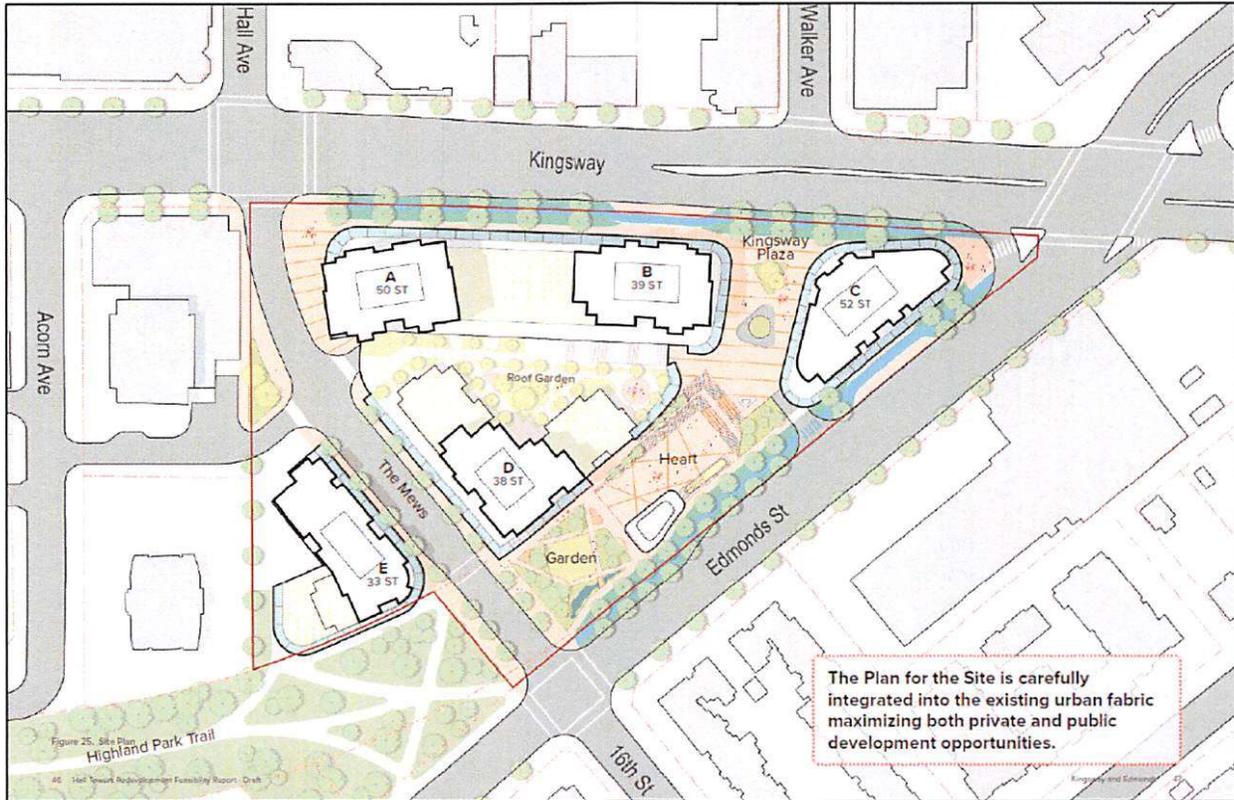


Figure 2: Conceptual Site Plan

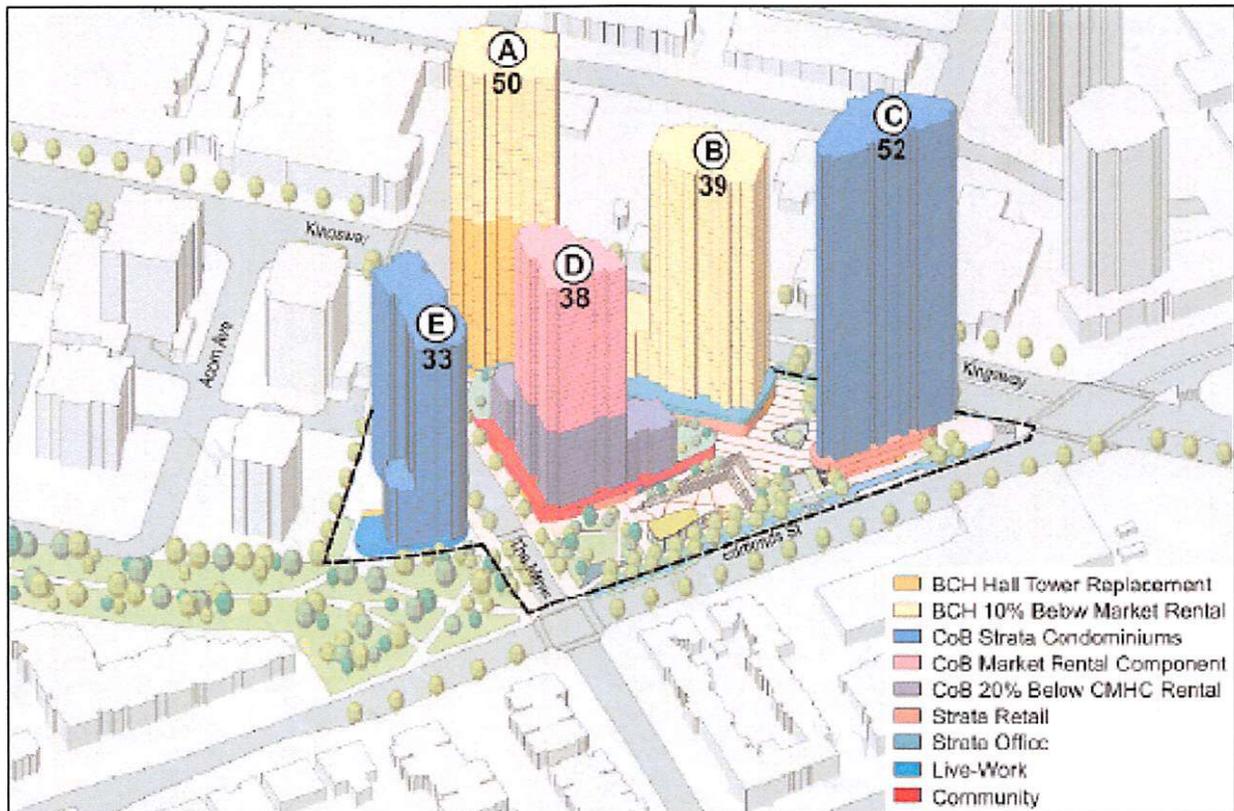


Figure 3: Land Use

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## 5.1 Land Use

The Kingsway and Edmonds development will be a complete, mixed-use community. As illustrated in Figure 3, various employment uses are proposed near the ground levels, such as live-work units, office space, social amenities, retail and commercial uses and community services. Residential towers featuring a mix of tenancies and affordability levels will extend above. Extensive landscaping, particularly in courtyards and on rooftops, will be provided to contribute to social wellbeing. Although Figure 3 proposes an initial mix of residential tenures, the final determination of tenure will be determined at the site specific rezoning stage. The final tenure is to be in line with the intent of the Rental Use Zoning Policy.

## 5.2 Original and Proposed Parcel Sites and Ownership

A priority of the Partnership is to ensure that the Master Plan permits clear and fair severance of the parent parcels into new parcels, with associated structure and infrastructure that can be individually owned and operated. As such, the Master Plan proposes a realignment of existing parcel boundaries. Figures 4a, 4b and 4c illustrate existing and proposed site ownership.

Figure 4a, shows BC Housing (77,412 sq.ft.) and the City's (118,764 sq.ft.) existing land holdings combined for a total site area of 196,176 sq.ft. The Master Plan details the advantages of including an adjacent 18,554 sq.ft. into the Master Plan area, which is comprised of 17,704 sq.ft. owned by BC Hydro and 850 sq.ft. owned by the City as shown in Figure 4b. Inclusion of this additional land would allow for the creation of the Garden (10,405 sq.ft.) and the Mews (7,299 sq.ft.), both of which are discussed in more detail in subsequent sections of this report. Ultimately, including this land would improve site and underground parking efficiency, facilitate road construction, and allow for optimal tower placement.

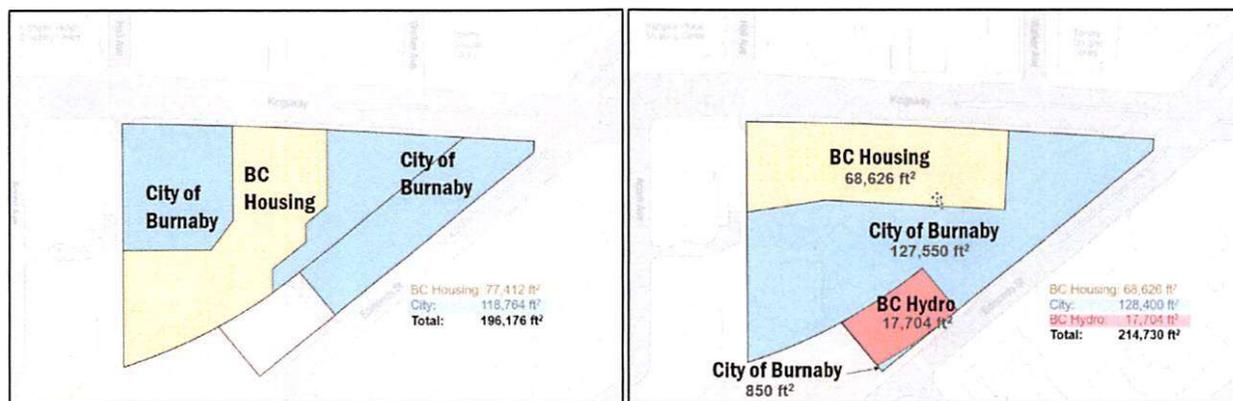
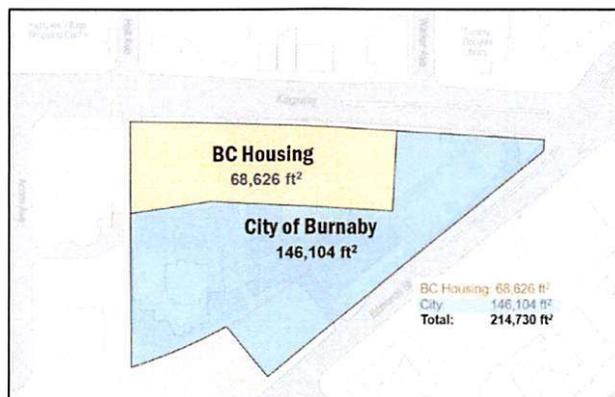


Figure 4a: Existing Parcels and Ownership      Figure 4b: Proposed Site Ownership

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**Figure 4c – Final Site Ownership**

Figure 4c shows the total gross site area of 214,730 sq.ft., which would be reallocated between the partners, with BC Housing's new site area amounting to 68,626 sq.ft. and the City's new site area totaling 146,104 sq.ft. Although BC Housing's final parcel size is reduced, it will have an overall increase in density through a surplus density transfer from the City's parcels, maximizing the built form potential for BC Housing for delivery of non-market and low end of market rental, as further discussed in Section 8.2. The result would be that BC Housing's proposed parcel would support Towers A and B, while the City's proposed parcel would support Towers C, D, and E, as shown on Figure 3.

### 5.3 Built Form

Although not prescriptive in nature, the conceptual master plan anticipates the building program to be delivered in five high rise towers atop podiums, as illustrated in Figure 5.



**Figure 5: Proposed Building Massing**

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Towers “A” (up to 50 storeys) and “C” (up to 52 storeys) are the two tallest buildings in the plan. They are both early phase developments, delivering the Hall Towers replacement rental units (Tower A) for BC Housing and market strata units (Tower C) for the City. As the two tallest buildings in the plan, they will also substantively contribute to the identity and character of the redevelopment and become landmark buildings within the Edmonds Town Centre and on the Burnaby skyline. Tower “C”, in particular, is seen as having a distinctive “flatiron” form and presence at the intersection of Kingsway and Edmonds.

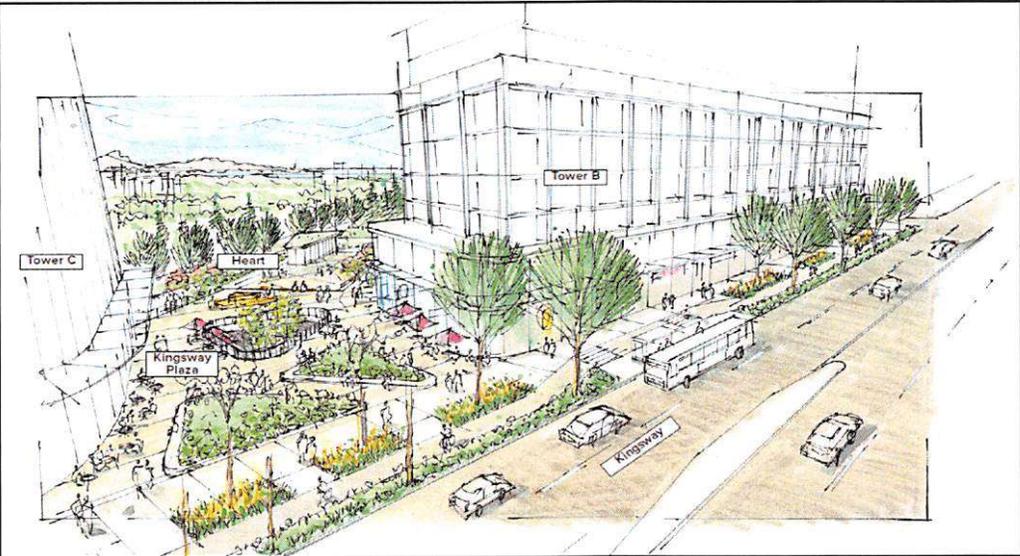
It is anticipated that Tower “A” will be constructed at or before the City of Burnaby’s Tower “C”. Through the site specific rezoning stage, changes may be proposed to the specific phasing, timing, or delivery of tenures on the subject site, subject to meeting the intent of the Rental Use Zoning Policy through the site specific rezoning phase.

Towers “B”, “D” and “E” form a trio of smaller towers arranged in an arc from the northern edge of the site. They step down in height from the tallest Tower “B” on the north to tower “E” on the southwest. Their heights range from approximately 30 to 40 storeys.

As noted, the Master Plan envisions a mix of tenures and affordability levels to reflect a balanced and inclusive community. As such, tenure (i.e. strata, rental or co-op) and affordability levels for the City’s sites would be determined at the time of a site specific rezoning application. Further, commercial uses could accommodate commercial retail and office uses, as well as commercial rental and childcare opportunities.

**5.4 Public Realm**

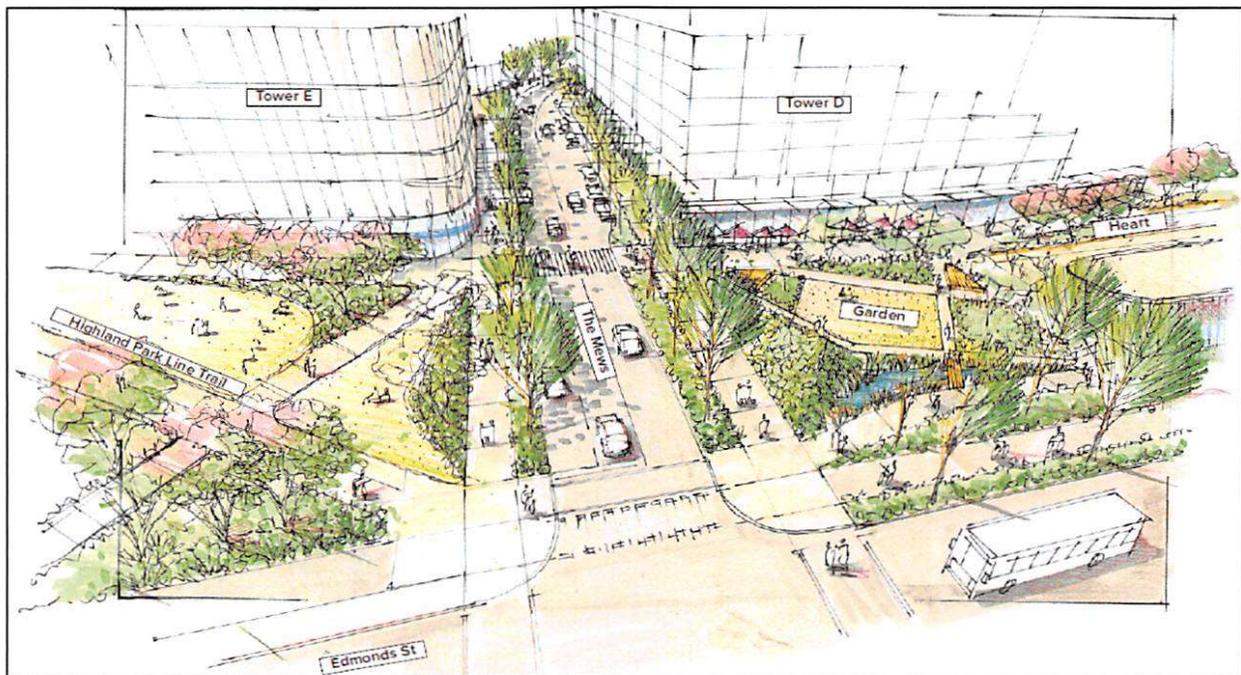
The Master Plan proposes an active and vibrant public realm that helps define the character of the area and establish an urban sense of place. The public realm is designed in an adaptable manner to accommodate a range of uses such as a farmers market, performance spaces, opportunities for passive enjoyment, and public art. The main public realm areas are described and illustrated below.



**Figure 6: Kingsway Plaza**

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- **The Kingsway Plaza** (Figure 6), together with the adjacent iconic Tower “C”, will create a profile and prominence to the Kingsway and Edmonds intersection and further develop a sense of place for the Edmonds community. The creation of this ensemble will reinforce view corridors along Edmonds Street, reinforce social and community amenities, and become a visual gateway for the Lands.
- **The Mews** (Figure 7) will create north-south connections across the Lands, connecting Edmonds Street with Kingsway, knitting together the broader community, and providing local access and circulation. All modes of movement will be carefully balanced and integrated within a robust landscape. The Mews will also support retail and community amenities while providing access and entrance to the proposed buildings.
- **The Garden** (Figure 7) is a continuation of the Highland Park Line Trail. The Trail transitions from a green corridor through to the Garden and a more urban space before terminating at the landmark building at the intersection of Kingsway and Edmonds. The Garden will serve as a key connector within the larger green network of the city and support both active and passive uses, while defining the southern face of the Kingsway and Edmonds development.

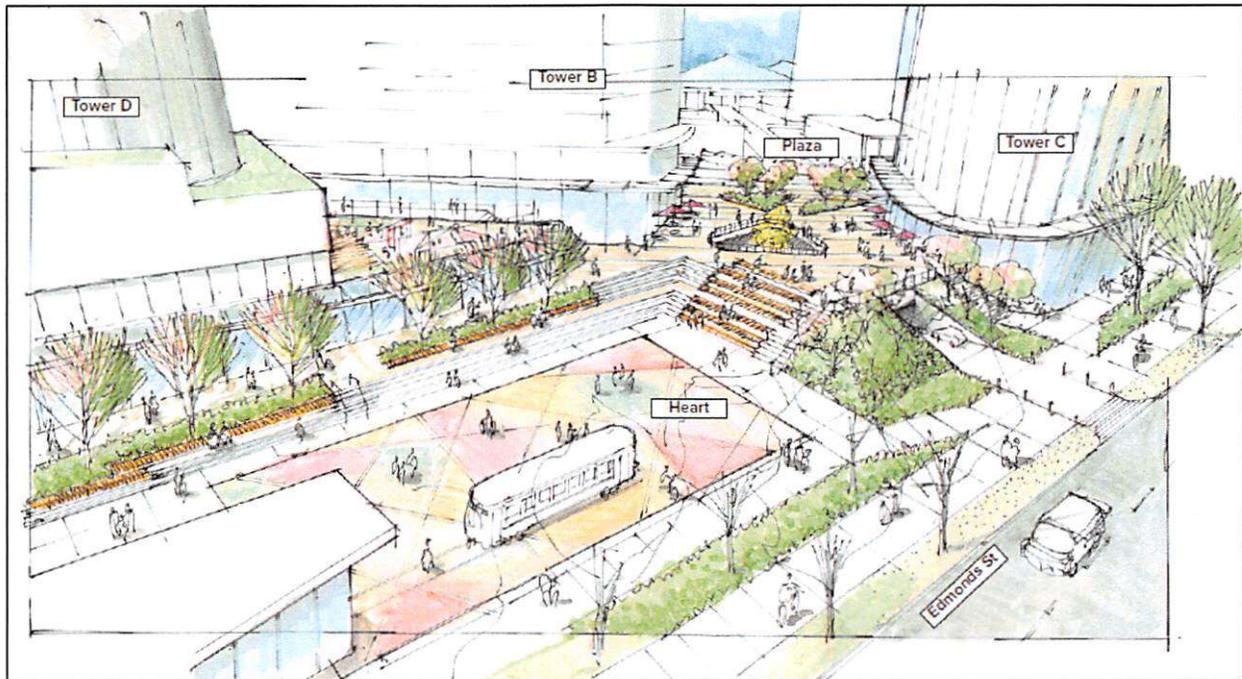


**Figure 7: The Mews, the Garden to the east and the Highland Park Line Trail to the west**

- **The Heart** (Figure 8) is the area where the Kingsway Plaza and the Garden come together to create a new public place. This area will be a place for both local and city-wide community activities and have a distinct identity. The Heart will be a key address for new public services and amenities, and uses around the Heart will support social amenities and retail. The Heart will be a place for people to gather, linger and meet. The design and public art program will recall the history of the Lands with a focus on transit, considering the history of the Interurban railroad nearby. A pavilion will support programming and contribute to public art and historic

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displays. Changes in grade will help create a diversity of spaces while accommodating public accessibility, through grade sensitive ramps and linkages.



**Figure 8: The Heart**

### 5.5 Connectivity and Movement

The Master Plan area will be highly integrated with the surrounding neighbourhood, with active transportation and transit use prioritized. Notably, the Mews will improve north-south connectivity from Kingsway and Hall Avenue to the south Edmonds area, including the emerging Southgate community, via 16<sup>th</sup> Street. Kingsway and Edmonds Street abutting the Lands will be upgraded to the Town Centre Street standard and integrated with the Highland Park Trail, which will be augmented and have a new terminus at the Heart. The design will also provide seamless, car-free permeability at the eastern portion of the Lands, with a direct connection between Kingsway Plaza and the Heart. The Lands will accommodate the efficient transfer between transit routes, with proposed adjustments to bus stop locations to align better with the proposed site design. The master plan will introduce a new east-west laneway that will connect to the Mews to the west and Edmonds Street to the east. This laneway will provide all vehicular access to underground parking, loading bays, and pick-up / drop-off locations for short term parking needs.

### 6.0 PROPOSED TOWN CENTRE PLAN AMENDMENT

The Master Plan area is currently designated in the Edmonds Town Centre Plan as High Density Residential, and Park and Public Use (see Figure 9). The Plan amendment proposes to change these designations to a High Density Mixed Use Designation, which would support the RM5s/RM5r Multiple Family Districts, the C3 General Commercial District, and the P3 Park and Public Use District. This amendment is required to introduce commercial uses and to increase the amount of rental housing the site can achieve. In addition to high density mixed-use development,

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the Master Plan proposes high quality park and public use areas within this High Density Mixed Use Designation, including the garden, heart and Kingsway plazas described in Section 5.4 of this report, which, combined, reconfigures the park/green space in a compelling and meaningful way.

In terms of the governing allowable density, a maximum RM5s Multiple-Family Residential density of 5.0 FAR (inclusive of a 1.6 FAR density bonus), a density offset of 1.1 FAR, a RM5r Multiple-Family residential density of 2.2 FAR, and a C3 General Commercial density of 6.0 FAR would be applicable to the site, for a total of 14.3 FAR. Use of the P3 Park and Public Use District would also be utilized for publicly owned open spaces within this urban mixed-use community.



**Figure 9: Edmonds Town Centre Plan current and proposed land use**

Given the area’s important location within Edmonds as a mixed-use node, redevelopment presents an opportunity to accommodate market and non-market housing that is supported by commercial uses, employment opportunities, recreational activities, and other day-to-day services. The proposed designation is also consistent with the surrounding designations that support mixed-use development (across Kingsway to the north, across the intersection of Kingsway and Edmonds Street to the east, across Edmonds Street to the south, and immediately adjacent the subject site). As such, the proposed Plan amendment is in line with the surrounding context and the intent of the Edmonds Town Centre Plan. Further, the redevelopment of the subject site provides the City with

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a unique opportunity to work with BC Housing through a meaningful and collaborative planning process that allows for the Hall Towers redevelopment without displacement of existing tenants.

## **7.0 PUBLIC CONSULTATION**

7.1 On 2022 March 07, Council authorized Staff to undertake a public consultation process to receive public input on the preliminary vision, guiding principles, and development concept for the Kingsway and Edmonds Master Plan, which requires the proposed community plan amendment. As part of this consultation effort, City Staff, in partnership with BC Housing, and in coordination with Urban Strategies, carried out an extensive round of public consultation that included the below components.

### **7.2 Information Sessions**

Two information sessions were held to gather feedback on the proposed concept. Due to the COVID-19 pandemic, the information sessions were hosted virtually with a total of approximately 100 attendees. At each session, City Staff, BC Housing, and Urban Strategies presented an overview of the proposed Master Plan which included the site layout, form, land uses, phasing, public realm, programming, and movement. The presentation was followed by a Q&A session and then smaller break-out rooms where feedback on the proposal was gathered from the public. The information sessions were held at the following times:

- Tuesday June 21, 2022 from 5:30 p.m. to 7:30 p.m.
- Thursday June 23, 2022 from 5:30 p.m. to 7:30 p.m.

### **7.3 Survey**

Between June 21, 2022 and July 21, 2022, a public survey was available for completion on the City's dedicated project webpage, to invite interested parties to express their opinions on the preliminary visions and concepts for the proposed Master Plan. In total, the City received 50 responses to the survey.

### **7.4 Community Engagement**

City Staff engaged with additional members of the public who were unable to attend the virtual sessions and/or wanted some additional time to share their thoughts. This included phone call meetings and email correspondence.

To raise awareness of the project and public consultation events, City Staff mailed 5,360 postcards to residences and businesses in the area, placed advertisements in local newspapers, created social media posts, and a dedicated project webpage.

To note, BC Housing hosted their own engagement sessions with only existing Hall Towers residents in attendance in order to discuss the project and gather their feedback.

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## 7.5 Consultation Results

Feedback on a variety of topics was received in both open houses and the online survey. Six key themes were identified in the feedback received, which are summarized below:

### ***Public Plaza Space***

As discussed in Section 5.4, the Master Plan identifies two key public plaza spaces within the site; the Kingsway Plaza and The Heart. The Kingsway Plaza adjacent to Tower “C,” provides a visual gateway into the site. The Heart, located at the intersection of the Kingsway Plaza and the Garden, is envisioned as a gathering place that provides programming opportunities, public services, amenities, public art and historic displays. Detailed designs for these spaces will be established through site specific rezoning applications.

Public comments emphasized the importance of community gathering spaces and suggested the Heart considers natural elements (community gardens, increase in tree canopy), arts and gathering spaces (performances, cultural and community events and gathering), local commerce opportunities (farmers markets), historical connections, weather protection, reconciliation opportunities, and safety (CPTED) and accessibility designs.

The programming and design suggestions for the Heart align with the Master Plan concept. Specifically, the Master Plan concept proposes an accessible public realm with ramps and street furniture to accommodate all ages and abilities, covered pedestrian routes and public spaces to provide seasonal shelter, green spaces and vegetation to provide relief from global warming effects and to provide connections to nature, and public art opportunities to foster community and cultural appreciation. As a result of public comments, the Master Plan book was updated to include illustrative imagery of the above noted suggestions.

### ***Housing***

The public was supportive of the replacement of the Hall Towers and of the proposed mixed housing ownership and affordability options. However, there were a few responses that indicated the need for further additional non-market and below-market rental options.

The Master Plan proposes to replace the existing, aging Hall Towers’ non-market rental stock, without displacing current tenants, and deliver new non-market rental, market rental, and market strata units. The proposal, which exceeds Burnaby’s Rental Use Zoning Policy, would deliver a range of housing to meet the varying needs of residents with different levels of income, while increasing housing supply. While tower designs will be established through site specific rezoning applications, each tower will include variations in unit mix and size to serve a range of ages, income levels, and household sizes. Therefore, the proposed housing ownership and affordability options align with the public’s interest in creating inclusive communities. And, as noted, the form of tenure and affordability levels for the City’s sites would be determined at the time of a site specific rezoning application.

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### ***Green Spaces***

Comments were very supportive of integrating natural elements into the site design. Specific support was provided for the Garden and its extension of the Highland Park Trail, the rooftop garden opportunities, as well as the amount of open space throughout the development. There were however several responses indicating the need for even more green space noting the loss of existing trees on site. To address the loss of trees, the *Burnaby Tree Bylaw, 1996* which regulates the removal of trees, would apply to the Lands to ensure replacement and/or retention of trees. Further, the City is committed to providing as many trees as possible to meet the Climate Action Plan goal of becoming carbon-neutral by 2050.

While it would be challenging to provide additional open space on the site, it is important to note that there are several parks and green spaces within the vicinity including Edmonds Park, Poplar Park, Ron McLean Park, Byrne Creek Ravine Park, Byrne Creek Urban Trail, Burnaby Parkway, Burnaby South Memorial Park, Ernie Winch Park, Stride Avenue School Park and Rene Memorial Park. The Site is also adjacent the Highland Park Trail which connects into the BC Parkway Trail. It is further noted that a broader review of the Edmonds Town Center Plan is currently underway, which with the community will determine the current and future open will space needs for the area. Opportunities to provide natural elements and greenery will continue to be pursued through each site specific rezoning application. Therefore, nature will be accessible nearby and will continue to be considered onsite as much as possible through both the master plan and future site specific rezoning applications.

### ***Density and Heights***

Comments were varied with regards to the density and heights proposed in the Master Plan. While some felt that the area would benefit from additional density and heights to encourage economic investment and support the increase in population, many were concerned about the lack of infrastructure and community services to support this density. With respect to height specifically, some responses indicated that the proposed heights do not align with the Edmonds character and expressed concern that they may impact views.

As noted earlier, five towers are proposed with a range of potential heights from 33 up to 52 storeys, stepping down in height from Kingsway. The Master Plan balances densities and heights with the provision of housing options, community oriented uses, office and commercial space and social amenities and services. While the detailed massing of the proposed towers is yet to be finalized, the intent is to ensure integration into the broader urban fabric and respect view corridors, orientation, and design while maximizing residential and community building opportunities.

### ***Traffic & Congestion***

Concerns were raised related to increased traffic and congestion as a result of the proposed development. Specifically, comments expressed concerns that the Mews would result in increased traffic, pollution, and noise while jeopardizing pedestrian safety. As such, a preference for the Mews to be pedestrian and cyclist only or limited to local traffic was indicated. Comments also focused on parking, whereby some felt there should be a

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reduction in the parking requirements to discourage vehicle use, while others were concerned that insufficient parking would be available.

The applicant is undertaking a Transportation Impact Assessment (TIA) which provides an analysis of existing transportation conditions, anticipated future road network demands, site design, and Transportation Demand Management (TDM) measures to encourage residents, employees, and site visitors to travel by sustainable modes of transportation.

While increased traffic is to be expected, several measures are recommended within the TIA and by staff to mitigate traffic, including the addition of the Mews, as described in Section 5.4, which are intended to enhance vehicular, pedestrian and cyclist connections within the area and provide tower access; improvements to Edmonds Street and Kingsway to Town Centre Standards which includes the construction of separate sidewalks, cycle tracks, boulevard landscaping, pedestrian lighting, street lighting, rain water amenities, curb bulges and street trees; and the incorporation of TDM measures to lower parking demand.

#### ***Community Amenities***

Comments were supportive of the amenities and uses proposed for the site, which include social amenities, such as daycares and playgrounds, commercial and office uses, community programming space, live-work opportunities, and various plazas and green space. Each tower will also be required to include private amenity spaces as part of their site specific rezoning applications.

While the comments align with the Master Plan many responses also indicated concerns about the existing and future lack of community amenities in the broader area. It should be noted that the site is centrally located within the Edmonds Town Centre and within walking distance of a range of amenities including parks, a library, a community centre, grocery stores, and more.

#### ***Consultation Summary***

The feedback from the public consultations and completed surveys indicate general support for the concepts and visions for the proposed Kingsway and Edmonds Master Plan area. Upon receipt of the public input, staff continued to work with the applicant, the consultants and the partnership to refine the concepts and visions for the proposed Kingsway and Edmonds Site. This work has been compiled into the Master Plan proposed to be brought forward to Public Hearing. To complete the public input process, the updated Master Plan is located on the City's project webpage for public viewing. Consistent with the City's Public Hearing process, the Master Plan will also be made available for viewing at the Planning and Development Department.

## **8.0 GENERAL COMMENTS**

### **8.1 Proposed Development Phasing**

Development of the Master Plan is anticipated to have three development phases (Figure 10), each with multiple steps through the site specific rezoning process. Proposed development would first require the completion of the Master Plan rezoning and the

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reconfiguration of the subject site to create two parcels with individual ownership granted on title to each of the Partners. The creation of these two parcels will involve the registration of encroachment/easement agreements over the City parcel to allow for the continued residential use and operation of the existing Hall Towers. Further, the optimal outcome for the creation of these two development sites involves the City acquisition of the BC Hydro corridor.

***Proposed Development - Phase 1:***

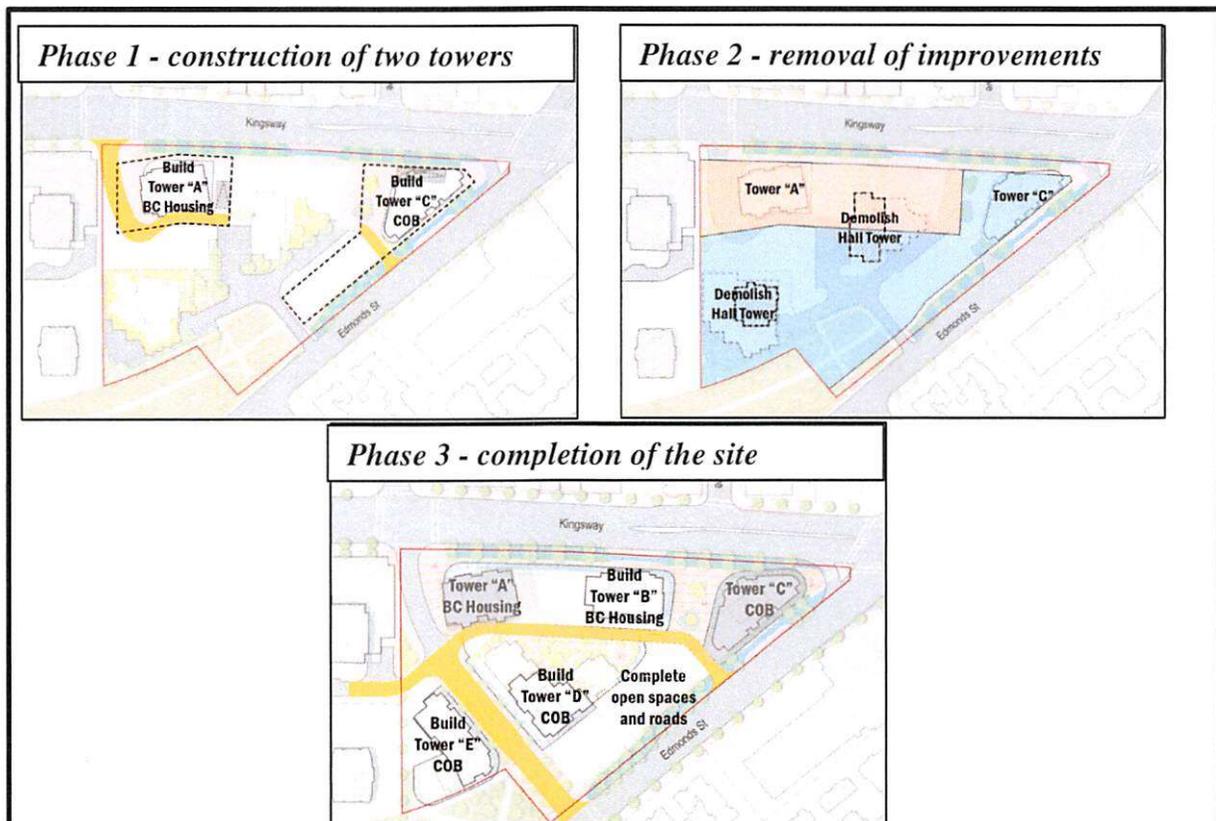
Phase 1 begins with preparing the lands and results in the construction of BC Housing’s Tower “A” (Hall Towers replacement), the City’s Tower “C” and Kingsway plaza, and a portion of the Mews and the east-west laneway.

***Proposed Development - Phase 2:***

The next phase will result in the removal of all improvements, including the demolition of the two Hall Towers, once existing tenants have relocated to the replacement Tower “A”.

***Proposed Development - Phase 3:***

The final phase will result in the completion of the site, including construction of BC Housing’s Tower “B” and the City’s Towers “D” and “E”, internal road and lane connections and public opens spaces.



**Figure 10 – Three phases of development**

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## 8.2 Permitted and Proposed Densities

### *Combined Site*

Based on the earlier noted gross site area of 214,730 sq.ft. (inclusive of the BC Hydro lands) and subject to the proposed Edmonds Town Centre community plan amendment, the Master Plan's proposed zoning would permit a maximum floor area ratio (FAR) of 14.3. However, the analysis has shown that a reduced FAR is more appropriate given the physical constraints of the site, building separation requirements, phasing and construction considerations, and market factors. Permitted and proposed densities for the combined site are shown in Table 1 below, with the exception of the proposed density transfer outlined on Tables 2 and 3.

Zoning District	Permitted Density (FAR)	Permitted GFA (sq.ft.)	Proposed Density (FAR)	Proposed GFA (sq.ft.)
RM5s	5.0	1,073,650	5.0	1,073,650
RM5r	2.2	472,406	1.38	297,081
RM5s Offset	1.1	236,203	1.1	236,203
C3 Rental	2.99	642,043	0.66	139,255
C3 Commercial	3.01	646,337	0.67	144,500
<b>TOTAL</b>	<b>14.3</b>	<b>3,070,639</b>	<b>8.82</b>	<b>1,890,690</b>

### *Density per Partner and Density Transfer between Parcels*

The City, with a larger resultant site area of 146,104 sq.ft. is unable to utilize its full RM5r residential density, while BC Housing, with a smaller resultant site area of 68,626 sq.ft., requires more density than it is allocated. The optimal site plan can be achieved through a transfer of surplus RMr density from the City to BC Housing so that the overall form and character of the project is maintained and project density is within the overall permitted threshold. Therefore, the master plan concept proposes that up to 175,325 sq.ft. of surplus residential gross floor area (GFA) generated by the RM5r District on the City site be transferred to BC Housing. This area will be added to BC Housing's existing GFA of 695,910 sq.ft. to form a total GFA of up to 871,235 sq.ft. for BC Housing.

Tables 2 and 3 below illustrate the overall developmental totals after the density transfer for each partner. In the event that BC Hydro site is not acquired, the subject site would still not exceed the maximum permitted FAR of 14.3 on the remainder site.

Proposed Use	Density (FAR)	Max. GFA (sq.ft.)
Below Market Rental (C3 Rental, RM5s, RM5r, RM5s offset, plus density transfer)	11.77	807,735
C3 Commercial	0.93	63,500
<b>TOTAL</b>	<b>12.7</b>	<b>871,235</b>

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<b>Table 3: City of Burnaby Overall Density and Development Totals After Density Transfer</b>		
<b>Proposed Use</b>	<b>Density (FAR)</b>	<b>Max. GFA (sq.ft.)</b>
Below Market Rental (RM5r)	1.0	146,104
Market Rental* (C3 Rental and portion of RM5s offset)	1.28	187,227
Market Strata* (RM5s and portion of RM5s offset)	5.34	780,449
C3 Commercial	0.55	81,000
<b>TOTAL</b>	<b>8.18</b>	<b>1,194,780</b>

\*Tenure and affordability to be determined at the time of site specific rezoning application.

### 8.3 Proposed Building Program

The overall proposed building program will replace aging non-market rental housing stock without tenant displacement and deliver new non-market rental, market rental, and market strata units. Units will be designed to suit a range of age cohorts and household sizes. Indoor and outdoor social spaces, such as rooftop community gardens, playgrounds, and courtyards will be integrated into building design.

Specifically, BC Housing's building program is anticipated to include: 331 non-market rental units to replace the existing Hall Towers units; 875 new rental units offered at 10% below market rates<sup>a</sup>; 33,000 sq.ft. of office space; and 30,500 sq.ft. of retail space. The City's building program is anticipated to include: 1,076 market strata units; 233 rental units offered at 20% below CMHC market median rates; 300 market rental units; 53,500 sq.ft. of retail space; and 27,500 sq.ft. of community amenity space intended for non-profit service providers. Tables 4 and 5 summarize the proposed building programs for each partner.

<b>Table 4: Proposed BC Housing Building Program</b>		
<b>Proposed Use</b>	<b>GFA (sq.ft.)</b>	<b># of Units</b>
Hall Towers Replacement Units	220,220	331
10% Below Market Rental	587,515	875
Office	33,000	-
Retail	30,500	-
<b>TOTAL</b>	<b>871,235</b>	<b>1,206</b>

<sup>a</sup> The conceptual master plan, including market and financial assessment, indicates these 875 rental units offered at 10% below market rates. Specific rental rates and tenure of these units will be further assessed as part of BC Housing's future site-specific rezoning application and may also include market rental and/or affordable homeownership units in order to improve the project's financial viability, capitalize on available housing financing programs, and broaden the housing offerings on the overall subject site.

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<b>Table 5: Proposed City of Burnaby Building Program</b>		
<b>Proposed Use</b>	<b>GFA (sq.ft.)</b>	<b># of Units</b>
Market Strata*	780,449	1,076
20% Below CMHC Market Median Rental	146,104	233
Market Rental*	187,227	300
Office	0	-
Retail	53,500	-
Community Space	27,500	-
<b>TOTAL:</b>	<b>1,194,780</b>	<b>1,609</b>

\*Tenure and affordability to be determined at the time of site specific rezoning application.

It is noted that the subject site is appropriately sized under the Edmonds Town Centre Plan to accommodate the total cumulative densities being proposed and is therefore supported by staff.

#### 8.4 Density Bonus

Given the Site's Town Centre location, up to 1.6 FAR density bonus is available as indicated within the Zoning Bylaw. As part of each site specific rezoning application, the Realty and Lands Division will forward a separate report, prior to Third Reading of the site specific rezoning, detailing the value of the bonus density for Council's consideration and approval.

#### 8.5 Inclusionary Rental

In accordance with Council's Rental Use Zoning Policy, Stream 2 Inclusionary Rental is applicable to the subject rezoning application. However, BC Housing has committed to implement Stream 1 – Replacement Rental for the 331 units of non-market housing currently on site. Furthermore, for the City's portion a commitment to provide, additional non-market, median market and market rental housing in accordance with the Rental Use Zoning Policy. Sufficient density for the inclusionary/replacement units would be derived from the addition of the RM5r Multiple Family Residential District and funded through the available 1.1 FAR density offset. The pursuance of non-market rental housing on the subject site will aid in meet the City's housing affordability objectives within the Edmonds Town Centre and across the City.

Under the adopted policy, the RMr density that is surplus to the 20% rental housing obligation is at the discretion of Council. If granted, the units derived from this density would be provided at a 1:1 ratio of market rental units to non-market rental units (at CMHC market median rates). This arrangement would be secured though a Section 219 Covenant and Housing Agreement.

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## 8.6 Market and Financial Assessment

Feasibility of the preferred option was also assessed by understanding the market and financial fundamentals that would ultimately drive the development program, including the amount of residential, commercial, and community amenity floor area; allocation of density between the City and BC Housing; and the mixture of non-market rental, market rental, and market strata housing on the subject site. Overall, the proposed development is considered financially feasible, though BC Housing's development program will rely on a large capital injection by the Province due to the significant amount of non-market housing proposed.

**No specific decision is being requested of Council at this time regarding the tenure of the proposed residential uses, or potential sale or lease of the City parcel. Upon completion of the master rezoning and associated subdivision, the City will have individual ownership of a parcel with clear development rights.**

## 8.7 Site Servicing

An Engineering Master Plan is required to be submitted as part of the Master Plan process, which will outline future steps to address required services, including municipal and third party utilities. Water supply, electrical supply, and the subject site's proximity to third party utilities.

Staff have had discussions with Metro Vancouver about its ongoing plans to remove its existing water main and discharge its statutory right-of-way bisecting the subject site. Metro Vancouver is currently developing a major infrastructure upgrade that will see replacement of this existing water main outside of the project area. Works associated with this major upgrade project are expected to be completed by Metro Vancouver by the end of Summer 2024.

Regarding electrical supply, as aforementioned, the conceptual master plan proposes that redevelopment encompass the full property area of 7255 Edmonds Street, which is currently improved with a surface parking lot. To facilitate design and construction of the proposed concept, existing BC Hydro electrical underground distribution and overhead transmission systems within the 7255 Edmonds Street property and a section of the Highland Park Trail will be relocated outside of the development area, and the City will work with BC Hydro in requesting the discharge of the easement across 7255 Edmonds Street. A feasible relocation option has been identified, and staff will continue discussions with BC Hydro to secure this preferred option.

Finally, it should be noted that redevelopment plans include construction over and in close proximity to an existing jet fuel line. Further discussions with Pembina are anticipated to detail the restrictions, requirements, and/or limitations that may be imposed by the utility owner for constructing in proximity to the pipeline. Site specific rezoning applications may respond to these requirements with further detailed and refined development concepts.

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## **8.8 Design Guidelines**

In addition to the Master Plan for the site, a set of Design Guidelines has been provided, establishing architectural, urban design, landscape, public realm, public art, and environmental guidelines for the overall site. The guidelines help ensure consistency over the multiple phases and the many years it is anticipated to complete the site's redevelopment.

These standards are not intended to restrict the architectural expression of the project as design aesthetics will change over time. It is, however, intended to encourage a language of unifying elements amongst the architecture, landscape architecture, and public realm that will guide individual designs for the site regardless of the designer or applicant in the future.

## **8.9 Easements, Covenants, and Statutory Rights-of-Way**

Necessary easements, covenants and statutory rights-of-way to be provided as part of the Master Plan rezoning include, but are not limited to:

- A Density Allocation Covenant to permit the proposed density, as outlined in Section 8.2, to be assigned over two development parcels;
- Any Easements or Statutory Rights of Way over the subject site that are deemed necessary to protect for infrastructure, access, or road rights-of-way, including the proposed future Mews; and,
- An Encroachment Agreement to permit the existing Hall Towers buildings to remain on the City's future development parcel, which will transact as part of the Master Plan Final Adoption.

There will be additional easements, covenants and statutory rights-of-way required to be provided with each phase of development through the site specific rezoning process.

## **8.10 Road Dedication**

Necessary road dedications will be determined through the Master Plan application process. However, future road dedication may be secured through the registration of Statutory Rights-of-Way, with dedication at the subsequent site-specific rezoning stage.

At the time of each site specific rezoning, the General Manager Engineering will assess the need for any required services to the site, including but not limited to the construction of Kingsway and Edmonds Street to their final Town Centre standard, and the construction of the Mews, a proposed street that traverses the site and that is protected for public passage by a statutory right of way.

## **8.11 Traffic and Transportation Study**

Given the site's size and change of use, a Transportation Impact Assessment (TIA) is required to be submitted and approved by the General Manager Engineering prior to Final

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Adoption of the Master Plan rezoning. The TIA will identify feasible and effective street network requirements for the interim condition and full build-out of the proposed site.

#### **8.12 Parking, Loading, and Active Transportation:**

Utilising the targets in the City's new Transportation Plan and the Climate Action Plan, the preparation of a Master Transportation Impact Assessment (Master TIA) is required. Additional transportation analysis will be prepared as part of each phase of development to further refine the required improvements to surrounding transportation infrastructure, and to determine the optimal level of parking and loading for each development. This will be supported by a package of transportation demand management measures that encourage sustainable forms of transportation and minimize the construction of excess carbon intensive infrastructure and excavation. Furthermore, 100% of the residential parking and 20% of the commercial parking will be equipped with Level 2 Electric Vehicle (EV) charging infrastructure, to assist in meeting the City's climate action goals.

#### **8.13 Adaptable Housing**

The developer is required to provide a minimum of 20% of total number of single-level residential units as accessible suites, in line with the Council-adopted Adaptable Housing policy. Accessible parking stalls in accordance with BC Building Code Requirements will also be required. Residential accessible parking stalls would be protected by a Section 219 Covenant as common property to be administered by the Strata Corporation and/or rental Management Company.

#### **8.14 Groundwater and Stormwater Management**

A Groundwater and Stormwater Management Plan will be required in conjunction with each phase of development. A suitable engineered design to the approval of the General Manager Engineering will be required for the on-site stormwater management system, the deposit of sufficient monies to guarantee the provision, as well as a Section 219 Covenant to guarantee its provision and continuing operation will be required through each site specific phase of development.

#### **8.15 Acoustical Analysis**

As part of each site specific rezoning application, the applicant will be required to provide an acoustical study due to the proximity of the subject site to Kingsway and Edmonds Street, showing that the proposed development would meet the Council-adopted noise criteria.

#### **8.16 Site Disclosure Statement**

A site disclosure statement and resolution of any resultant conditions is required. Any future road dedication areas must be provided to the City with a numerically based Certificate of Compliance issued by the Ministry of Environment.

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#### **8.17 Master Signage Plan and Comprehensive Sign Plan**

A Master Signage Plan is required identifying maximum sign numbers, locations, and sizes per frontage. The Master Sign Plan will allow for variances to the Burnaby Sign Bylaw in regard to the permitted size, number and types of signage on any given frontage. Comprehensive Sign Plans further detailing sign numbers, locations, sizes and attachment details of proposed signage will be required as part of each site specific rezoning application.

#### **8.18 Sustainability**

The Master Plan concept is rooted in a sustainable development approach. At its core, the concept proposes the transition of this underutilized site into a walkable, animated, mixed-use area with linkages to community amenities and the active transportation network.

The Site will be required to comply with City of Burnaby Step Code requirements that are applicable at the time of site specific rezoning applications. Specific green building initiative include reviewing options for energy sharing and geothermal heating.

The concept also proposes specific economic and social sustainability goals in line with the City's Economic Development and Social Sustainability Strategies, including proposing a broad continuum of housing types and tenures to meet the needs of residents of varying age groups, income levels and family types; ensuring universal access throughout the site for people with mobility challenges; designing safe and comfortable public spaces based on Crime Prevention Through Environmental Design (CPTED) principles; ensuring seamless integration between businesses and residents to improve access to services; and supporting local economic development during both the construction and operating phases of the development.

#### **8.19 Tree Bylaw**

As the site will be extensively excavated for the proposed development and site remediation, an arborist's report and tree survey will be required prior to Final Adoption identifying on-site trees to be removed. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. Any trees to be retained will be protected by Section 219 Covenant. A detailed landscape and tree planting plan will be provided as part of the suitable plan of development to replace existing trees to be removed from the site.

#### **8.20 Construction Management and Access Plan**

A detailed construction management and access plan, to the approval of the General Manager Engineering, is required prior to Final Adoption. This plan will outline crane locations, crane swing areas, excavation access and egress, material delivery and staging areas, concrete pouring areas, and potential temporary road closure areas during construction. The construction management and access plan will assist in minimizing

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traffic disruptions as well as mitigate noise and dust impacts during construction.

## 8.21 Development Cost Charges

Development Cost Charges including, but not limited to the Burnaby School Site Acquisition Charge, Parkland Acquisition Charge, Regional Transportation Development Cost Charge, GVS&DD Sewerage Charge, and Regional Water Charge will be required in conjunction with each individual phase of development.

## 9.0 CONCLUSION

The development concept is being advanced in partnership between the City of Burnaby and BC Housing. The proposal includes five mixed-use towers potentially ranging in height from 33 up to 52 storeys, and includes redevelopment of the aging Hall Towers with zero displacement of existing tenants. The project would provide rental housing at a variety of affordability levels and retail, commercial and offices, along with community services, a public plaza and a garden area. A new street/mews will be created to enable site access from both Edmonds Street and Kingsway.

The Edmonds Town Centre Plan currently designates the Master Plan area for high-density multi-family and parks/public use development. The proposed redevelopment presents an opportunity to create a transit-oriented, mixed-use, walkable development that is integrated within the existing urban fabric. As such, it is proposed that the Edmonds Town Centre Plan be amended to designate the Master Plan area as High Density Mixed-Use in order to align with adjacent properties, the intent of the Edmonds Town Centre Plan, and to support local employment and services and provide job opportunities, including initial construction related employment and long-term retail and office employment.

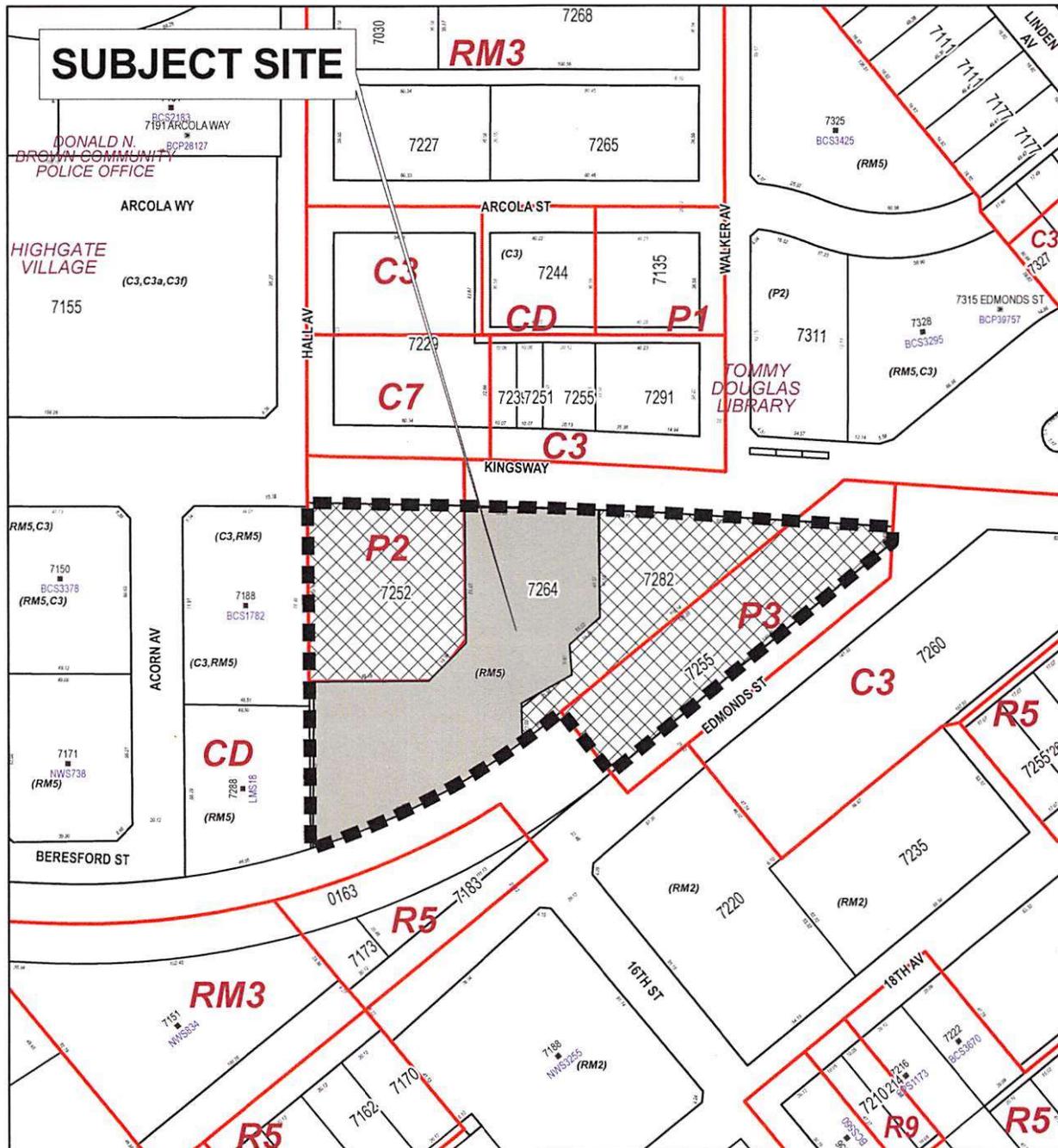
The proposal is considered supportable by staff and is recommended to advance to Public Hearing. As the Master Plan concept is proposing only general development guidelines, no specific development is provided for approval by the subject rezoning application. Upon Council granting Second Reading to the subject rezoning application, the Edmonds Town Centre Plan would be amended to reflect the densities and land use designations presented in the current development proposal. Subsequent approval by Council for specific development proposals in line with the Master Plan is required, including the submission of subsequent site specific rezoning applications.



E.W. Kozak, General Manager  
 PLANNING AND DEVELOPMENT

KL/JS/JD:spf

*Attachment 1 – Sketch 1*  
*Attachment 2 – Sketch 2*



 <p>City of Burnaby</p>	<p>PLANNING AND DEVELOPMENT DEPARTMENT</p>
<p>Date: MAR 28 2023</p>	<p><b>REZONING REFERENCE #20-32</b> <b>7252, 7264, &amp; 7282 KINGSWAY</b> <b>AND 7255 EDMONDS STREET</b></p>
<p>scale: 1:2,500</p>	
<p>Drawn By: JS</p>	<p>  Subject Site               City-Owned Property   Owned by Provincial Rental Housing Corporation       </p>