

**TO:** CHAIR AND MEMBERS  
COMMUNITY DEVELOPMENT COMMITTEE

**DATE:** 2012 December 05

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** SIXTH STREET COMMUNITY PLAN REVIEW

**PURPOSE:** To present draft proposals for the amendment of the Sixth Street Community Plan, as a basis for public consultation.

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**RECOMMENDATION:**

1. **THAT** the Committee recommend that Council endorse the draft proposals for the amendment of the Sixth Street Community Plan, as a basis for public consultation, as outlined in this report.

**REPORT****1.0 INTRODUCTION**

The current Sixth Street Community Plan was adopted by Council in 1982 (see *attached* Sketch #1). Since that time, there has been relatively little redevelopment in accordance with the adopted Plan. However, arising from City investment and ongoing improvements within the Edmonds Town Centre, staff have more recently received development enquiries within the Sixth Street area that are consistent with the vision for Urban Villages throughout the city. However, given current land use designations identified within the 1982 adopted plan, such enquiries cannot be advanced through the rezoning process without a comprehensive review and amendment of the subject Community Plan and the specific land use designations within the Official Community Plan (OCP). As such, this report presents proposals to update the land use and community plan framework for the Sixth Street area and to expand its Urban Village and residential land use designations within the Official Community Plan. The draft proposals outlined in this report are presented as a basis for public consultation.

**2.0 BACKGROUND OF THE COMMUNITY PLAN**

The Sixth Street Community Plan currently encompasses approximately 204 acres of land in southeast Burnaby to the east of the Edmonds Town Centre. The plan area is bounded by Canada Way to the west, Tenth Avenue to the south, Fourth Street to the east and Wedgewood Street to the north (see *attached* Sketches #1 & #2). The Sixth Street corridor acts as a gateway to Burnaby and the Edmonds Town Centre.

The primary existing elements of the Sixth Street Community Plan include:

## 2.1 Commercial

There are two main commercial zoning districts in the area – the C4 Service Commercial District and the C2 Community Commercial District. The C4 Service Commercial District zoning generally extends on both sides of Edmonds Street between Canada Way and Sixth Street, and on both sides of Sixth Street from Edmonds Street to Graham Avenue. The C4 District permits a wide variety of commercial uses, but is most often associated with auto-oriented commercial uses, and commercial uses which require large areas for the storage and handling of materials, goods and equipment. Specifically, the C4 District does not permit general retail uses. The C2 District zoning generally extends on both sides of Sixth Street from Graham Avenue to Tenth Avenue. The C2 Community Commercial District provides for a broader range of retail uses than are permitted under C4 zoning, and is intended to provide for the daily shopping needs of residents living in and around the neighbourhood.

The 1982 Plan notes a degree of physical and functional deterioration and the lack of new investment in these commercial areas, a situation which has remained relatively unchanged since the plan’s adoption. Many of the properties along Sixth Street have experienced vacancy problems over the years, and while some existing businesses remain and new businesses have opened, there continues to be a general lack of diverse commercial activity and vitality in the area.



Long Standing Vacant Properties

## 2.2 Residential

The adopted 1982 Sixth Street Plan encompasses a significant single and two family residential area. This area is primarily characterized by R5 and R9 zoned properties. This single and two family dwelling area is not proposed to be redesignated under the draft proposals presented in this report. The amended Community Plan would also not include these residential neighbourhoods within the boundaries of the Urban Village plan area which is proposed for multi-family and commercial redevelopment. However, it is noted that thirteen single-family residential properties, adjacent to existing commercial development sites fronting Sixth Street, are included with the proposed assembly areas.



Existing Low Rise Apartment

A few older low-rise apartments on the east side of Sixth Street between Twelfth and Fourteenth Avenues were developed under the guidelines of the 1982 Community Plan. This relatively slow uptake of multiple-family development since the adoption of the 1982 plan may be attributed to the low density RM1 designation of the current plan, which is generally considered to not be economically viable in the current residential marketplace.

## 2.3 Institutional

There are several institutional sites within the plan area including three places of public worship and one Assisted Living development (see *attached* Sketches #1 and #2). These institutional sites are not intended to be redesignated under the proposed plan. However, if redevelopment is requested in the future, staff would seek Council’s consideration for the advancement of compatible rezoning applications consistent with adjacent designations.

## 2.4 Transportation

### 2.4.1 Road Network

The main roads within the Sixth Street plan area are Edmonds Street and Sixth Street. Edmonds Street and Sixth Street are both intended to provide mobility and access between areas of significant development. Edmonds Street and Sixth Street are currently developed to a four lane standard (one travel lane in each direction) with abutting sidewalks and permanent on-street parking. Consistent with City standards, proposed developments would be required to provide separated sidewalks with street trees across the frontage of development sites. Where appropriate, the consideration of widened sidewalks and enhanced boulevards with rain gardens in line with future development should be pursued along Edmonds and Sixth Street to further enhance the pedestrian experience.

There are several other major road connections adjacent to and through the area that help to connect Sixth Street with the broader city network. Canada Way to the west of the plan area connects Burnaby to Vancouver and New Westminister. Tenth Avenue, located to the south of the plan area, connects to Big Bend and to North Road and the Lougheed Town Centre beyond. Sixteenth Avenue connects with the East Burnaby, George Derby and Cariboo Heights neighbourhoods.

### 2.4.2 Bikeways/Urban Trails



Midtown Bikeway

The Southeast Bikeway was officially opened in June of 2005, which intersects Sixth Street, running primarily along Twelfth Avenue and Thirteenth Avenue from Griffiths Avenue in the Edmonds Town Centre to Cariboo Road. The Midtown Bikeway along Fourth Street in this area was completed in 2009, which connects west Burnaby and the Deer Lake Civic Complex Area with southeast Burnaby and beyond.

The OCP also designates 16<sup>th</sup> Avenue for an Urban Trail to provide for an extended greenway between Edmonds Town Centre and East Burnaby.

### 2.4.3 Transit

The Sixth Street area is well served by transit. The #106 Metrotown Station travels along Edmonds and Sixth Streets at roughly fifteen minute intervals, while the #23 (Stanley Park/New Westminster Station) and the #123 (Burrard Station/Stanley Park/New Westminster Station) provides service along Canada Way on the western edge of the plan area.

## 2.5 Area Park and Community Facilities

The Sixth Street Community Plan is closely connected to a number of parks, schools and community services including Edmonds Park, Robert Burnaby Park, the Edmonds Community Resource Centre, Fire Hall No. 2, Edmonds Community Centre and Pool (under construction), Edmonds Community School, Second Street Community School and Twelfth Avenue Elementary school. The Sixth Street area also includes two neighbourhood parks, Graham Park, and Eastburn Park. Below is a brief description of the Park and Community Facilities that serve the Sixth Street area.

### 2.5.1 Graham Park



Graham Park – Sixteenth Avenue

Graham Park, located east of Fourth Street between Sixteenth Avenue and Graham Avenue, is the larger of the two neighbourhood parks and acts as a focal point within the northern portion of the Sixth Street area. The proposed 0.97 hectare (2.4 acre) park site currently accommodates several seating areas, an open playfield and a children’s play structure located off Graham Avenue. One privately-owned parcel at 7987 Graham Avenue remains within the approved parkland acquisition area, which once acquired

would be demolished along with two city-owned residences within the park boundary. The expanded park could be programmed to meet the broader needs of the neighbourhood.

### 2.5.2 Eastburn Park

Eastburn Park, located on the south side of Thirteenth Avenue between Sixth Street and Fourth Street, currently encompasses five lots fronting Thirteenth Avenue measuring approximately 0.37 hectares (0.92 acres) in area. The park currently accommodates a number of Children’s play structures set within a grassed area. Located within the southern portion of the plan area, Eastburn Park provides quiet, passive recreational space for current and future residents.



Eastburn Park – Thirteenth Avenue

The Eastburn Park site provides the opportunity for a minor future expansion in order to serve the increased population in the southern area of the Community Plan. It is proposed that the one isolated residential parcel at 7960 Thirteenth Avenue located between the established park and Normanna Rest Home be included in the Park Acquisition Program to normalize the park boundary and provide additional passive park and recreation space.

### 2.5.3 Robert Burnaby Park



Robert Burnaby Park Disc Golf Course

Robert Burnaby Park is located northeast of the Sixth Street Community Plan, but plays an important role as the area’s district park in providing the necessary passive and active greenspace. The park, measuring approximately 48 hectares (118 acres) is generally located between 4<sup>th</sup> Avenue/Lakefield Drive, Hill Avenue, Wedgewood Street and the Trans Canada Highway. Robert Burnaby Park provides a multitude of recreational opportunities with extensive walking trails, children’s play areas, baseball diamond, outdoor swimming pool and disc golf course.

### 2.5.4 Area Amenities

In addition to the Parks and Open Spaces noted above, the Sixth Street area is served by three elementary schools and their adjoining playground spaces, which are situated adjacent to the plan area including Edmonds Community School, Twelfth Avenue Elementary and Second Street Elementary. The area is also served by Cariboo Hill Senior Secondary School.

Other recreation and community amenities within close proximity to the Sixth Street Plan area include Edmonds Park and the new Edmonds Community Centre, which are currently under construction. This new state-of-the-art facility will serve as the community center for the area and will provide a broad array of social, recreational and athletic programs. The facility includes an indoor six lane pool and leisure pool area, gym and fitness facility, and space for youth and seniors. To assist in meeting the social needs of the community, the Edmonds Resource Centre, located at the southeast corner of Edmonds Street and Canada Way, provides office space and public programs from dedicated social service providers.

## 3.0 PRINCIPLES OF THE NEW COMMUNITY PLAN

The proposals for a revised and updated Sixth Street Community Plan are based upon broad principles which are intended to give direction in implementing the overall redevelopment approach. These principles include:

- improving the commercial viability of Edmonds Street and Sixth Street through the concentration of commercial uses;
- providing greater opportunities for multiple-family residential development, in order to support local commercial areas and provide opportunities to create a more pedestrian and transit oriented neighborhood;

- minimizing land use conflicts to ensure greater compatibility within mixed-use areas;
- promoting a dynamic streetscape with a strong urban design through quality architecture and a vibrant public realm which will assist in fostering a stronger community identity;
- preventing transportation conflicts by calming traffic on residential streets, promoting transit usage through the installation of bus shelters and encouraging cycling and pedestrian movements;
- facilitating a greater balance of local residential and employment opportunities; and,
- expanding neighbourhood parks and recreational opportunities.

#### 4.0 LAND USE CONCEPT

The overall approach for the Sixth Street Community Plan acknowledges the need to achieve a balance of low-rise mixed-use and medium density multiple-family residential development, as well as community oriented commercial opportunities to complement surrounding single and two family neighborhoods. In order not to replicate Town Centre oriented commercial and residential uses, the revised Sixth Street plan proposals seek to recognize and strengthen successful commercial areas, establishing each with its own character defined by their permitted uses and overall function within the neighbourhood and wider city. As such, the Sixth Street Land Use Concept (see *attached* Sketch #3) is comprised of four distinct components to create a new Urban Village Plan:

- The Village Street,
- The Neighbourhood Commercial Hub,
- The Multiple-Family District, and
- The Commercial Gateway.

Each component is intended to play a vital role in supporting the growth and revitalization of the Sixth Street Area. The various elements consisting of the proposed land use framework are discussed in detail below and shown on Sketch #4 (*attached*).

#### 4.1 The Village Street



C9 Development – Edmonds Street

Edmonds Street between Canada Way and Sixth Street is the proposed village street (see *attached* Sketch #3), connecting the lower scaled Sixth Street neighbourhood with the more urban Edmonds Town Centre. Characterized by four storey buildings with retail, restaurants and pedestrian oriented commercial units at the ground level and apartments above, the intent is for residents of the surrounding area to have a place of their own to stroll, enjoy sidewalk cafes and support local businesses. It also acts as a linkage to the core of the Edmonds Town Centre at Kingsway and Edmonds Street

which provides a broader range of retail and supporting services such as food stores, medical and dental offices, restaurants and fashion retail. To respond to the existing single family context, residential uses would be permitted at ground level on Wedgewood Street, with commercial uses

fronting Edmonds with residential above. Although the mixed use redevelopment of the Village Street under the C9 Urban Village Commercial District as a guideline is the preferred option, redevelopment under the C2 Neighbourhood District as a guideline in a one to two storey form is also considered supportable. This area currently has one newer mixed-use development approved under this framework on the south side of Edmonds Street north of Canada Way, and one site currently awaiting advancement through the rezoning process based on a revised plan at the southeast corner of Edmonds Street and Canada Way.

#### 4.2 The Neighbourhood Commercial Hub

The Neighbourhood Commercial Hub is the proposed central component of the Sixth Street Community Plan (see *attached* Sketch #3). This area will have a concentrated local commercial focus, and is proposed to be located on Sixth Street between Sixteenth Avenue and Fourteenth Avenue. Restricting the Neighbourhood Commercial Hub to these blocks will focus commercial development on Sixth Street, resulting in a scale appropriate for the surrounding area given existing and proposed residential land uses and densities.



C1/RM3 Mixed-Use on Sixth Street

The proposed land use in the Neighbourhood Hub would be mixed-use commercial/multiple-family residential utilizing the Comprehensive Development district with the C1 Neighbourhood Commercial District and RM3 Medium-Density Multiple Family Residential District as guidelines. This would encourage the development of one or two levels of commercial development such as ground level commercial retail, personal service establishments, café's and restaurants in conjunction with potential second level business and professional offices. Multiple-family development above street commercial uses to a total maximum height of four storeys is permitted. The intent of the Neighbourhood Hub is to serve the daily needs of the surrounding single- and two-family dwellings as well as nearby low rise apartment and townhouse development, with the goal of being easily walkable for all surrounding residents who may not wish to make their way to Edmonds Street to access daily services. Automobile-oriented uses, including gasoline service stations, would not be permitted in the Neighbourhood Commercial Hub. This area currently has one newer mixed-use development on the southeast corner of Graham Avenue and Sixth Street approved under this framework, and one site currently awaiting advancement through the rezoning process, based on a revised plan, at the southeast corner of Fifteenth Avenue and Sixth Street.

#### 4.3 Multiple-Family District

To complement the existing single and two-family dwellings in the area, as well as to provide a sufficient population base to support the Village Street and Neighbourhood Commercial Hub, two low-scaled multiple-family areas are proposed fronting Sixth Street. The first area is between Nineteenth Avenue and Sixteenth Avenue, and the second area is between Fourteenth Avenue and Twelfth Avenue, both of which are intended to accommodate a variety of medium density ground-oriented housing forms including rowhouses, stacked townhouses and low-rise apartments, (see *attached* Sketch #3). As there are some established commercial uses in this area

which will likely continue for some time, it is acknowledged that the transition to residential may be a long term objective. Consideration will also be given to a local area rezoning initiative for the designation of residential lots located south of the lane behind Edmonds Street to Eighteenth Avenue, to allow for low-scaled townhouse infill development. Advancement of this opportunity to provide for a suitable transitional development form between the mix-use development on Edmonds Street and the balance of the single and two-family area to the south, would be dependent on achieving support through a local area designation process similar to that established under the City’s Area Rezoning guidelines.



RM3 Townhouse

Medium density multiple-family development, in line with RM3 District densities (maximum 1.1 FAR), is a vital component of the plan, insofar that appropriate residential densities are felt to be the necessary catalyst for new development and provide the critical mass to support the continued viability of the plan’s commercial components. This is particularly significant for the retail and personal service establishments associated with the Neighbourhood Commercial Hub. Particular attention to the pedestrian environment must be considered, and a

more human scale form of development is desirable, including separated sidewalks and boulevard trees. High quality architecture and lesser front yard setbacks will be key design features of a much more intimate streetscape.

As the existing commercial properties in this area have relatively shallow lots and in consideration of the absence of lanes separating the stable single-family neighbourhood to the west, suitable consolidations to enable underground parking and vehicular access off of side streets would be required for all multiple-family residential developments. The area currently has one site currently awaiting advancement through the rezoning process, based on a revised plan, at the northwest corner of Sixteenth Avenue and Sixth Street.

#### 4.4 The Commercial Gateway

A “Commercial Gateway” was originally identified in the 1982 plan between Tenth Avenue and Twelfth Avenue (see *attached* Sketch #3). The proposed plan retains the current commercial designation utilizing the Comprehensive Development district with the C2 Community Commercial District as a guideline.



Commercial Office – Sixth Street

The primary purpose of this area is to provide for commercial uses distinct from the Neighbourhood Commercial Hub in terms of scale, providing for greater commercial office opportunities and to serve the daily and occasional commercial needs of a wider market than the immediate area, given its prominent location on Tenth Avenue and Sixth Street, and the availability of bus service from surrounding apartment and town centre areas. This commercial node acts as a gateway into Burnaby from New Westminster and its form

would be commensurate with two to four storey commercial buildings already built following these guidelines. At present four sites have been developed which have established the commercial character of this gateway.

**5.0 PLAN SUMMARY**

The following table outlines and compares the approximate multiple-family, population, dwelling units and commercial floor area of existing development both under the current plan and under the proposed plan.

	<b>Existing</b>	<b>Current Plan (1982)</b>	<b>Proposed Plan</b>
<b>Population Estimate</b>	236	634	3,300
<b>Multiple-Family</b>	106 units	288 units	1,500 units
<b>Commercial Area</b>	420,000 sq.ft.	730,000 sq.ft.	620,000 sq.ft.

As noted above, the proposed plan indicates significant growth over the long-term in residential population while maintaining a suitable component of commercial area in support of the plan’s goals.

**6.0 PUBLIC CONSULTATION PROCESS**

In light of Land Use Concept changes being proposed, which would alter the form of future development in the Sixth Street area, a consultation process which involves residents and businesses is required. It is recommended that the Draft Plan proposals, as outlined in this report, be distributed to local businesses and area residents (see *attached* Sketch #3), followed by an Open House, whereby individuals can obtain further information as well as provide input on the proposed amendments. The Open House would be held on a weekday evening in early 2013 at Edmonds Community School, located at the southeast corner of Edmonds Street and Canada Way. The plan and a supplementary public brochure would be circulated to area residences, property owners and businesses within the precinct outlined in *attached* Sketch #4, as bounded by Canada Way, Second Street, Tenth Avenue and the properties on Wedgewood Street. Notices would also be placed on the City’s website inviting comment on the Community Plan and attendance at the proposed Open House.

Following the Open House, a review of comments received on the Draft Plan would be undertaken. Based on this review, a finalized Sixth Street Community Plan and recommendations for amendment of the OCP would be forwarded to the Community Development Committee and Council for consideration and approval.

**7.0 SUMMARY**

The primary objectives of the Sixth Street Community Plan are to improve and revive economic activity in the area, promote engaging commercial and residential redevelopment and provide a community focus for the Sixth Street area, with the goal achieving a more complete community.

To: Community Development Committee  
From: Director Planning and Building  
Re: Sixth Street Community Plan Review  
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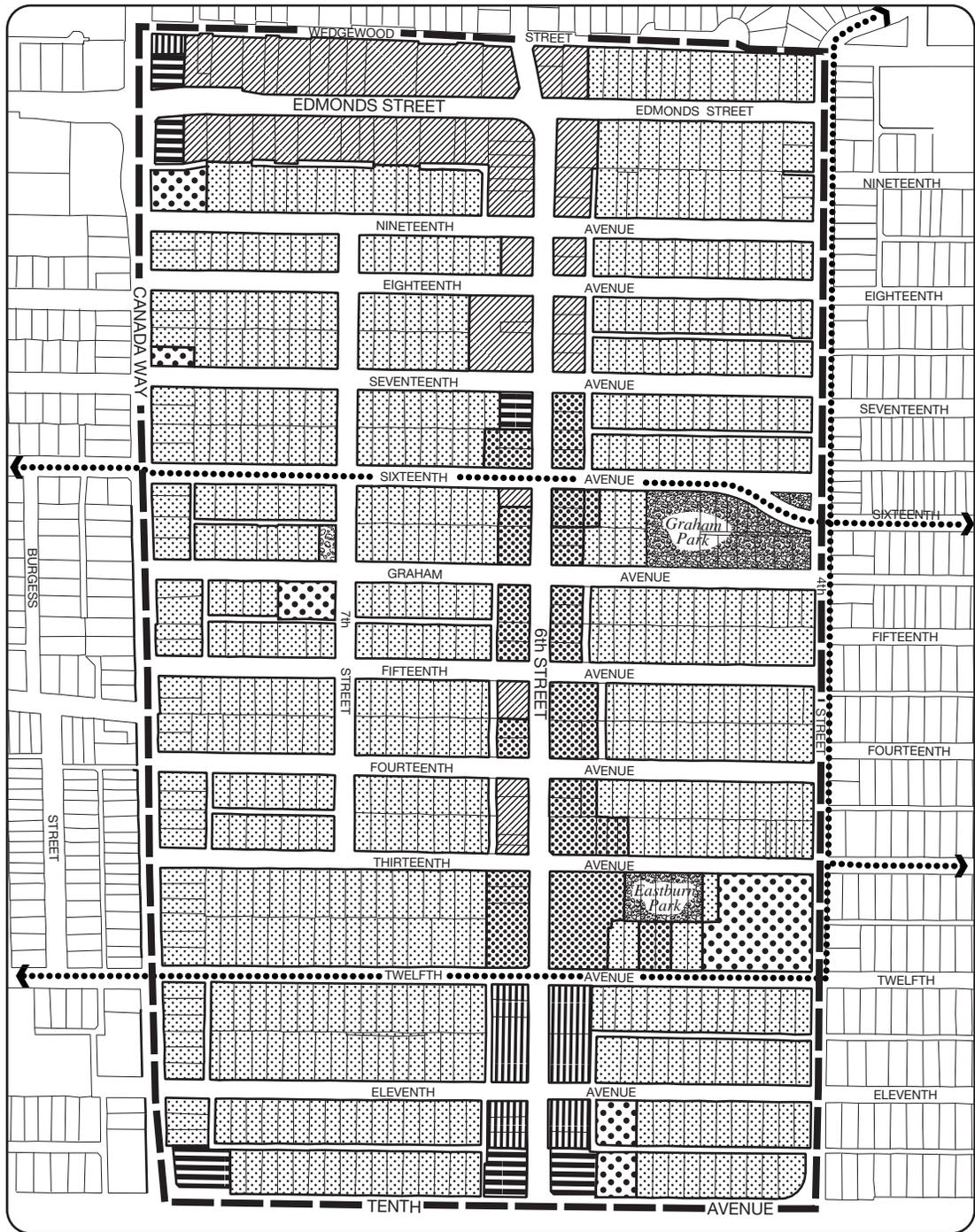
The land use initiatives outlined above are supported by the plan's principles and help to encourage a diversity of housing options and commercial activities that create a vibrant walkable neighbourhood, as well as to serve the established surrounding residential neighbourhoods. The goal is to foster a strong sense of community identity, commercial viability, and Urban Village redevelopment for Sixth Street, set within the larger context of southeast Burnaby.



Lou Pelletier, Director  
PLANNING AND BUILDING

JBS:sla:sa  
**Attachments**

cc: City Manager  
Deputy City Managers  
Acting Director Engineering  
Director Parks, Recreation and Cultural Services  
Fire Chief  
Acting City Clerk



## Current Land Use Concept (Adopted 1982)

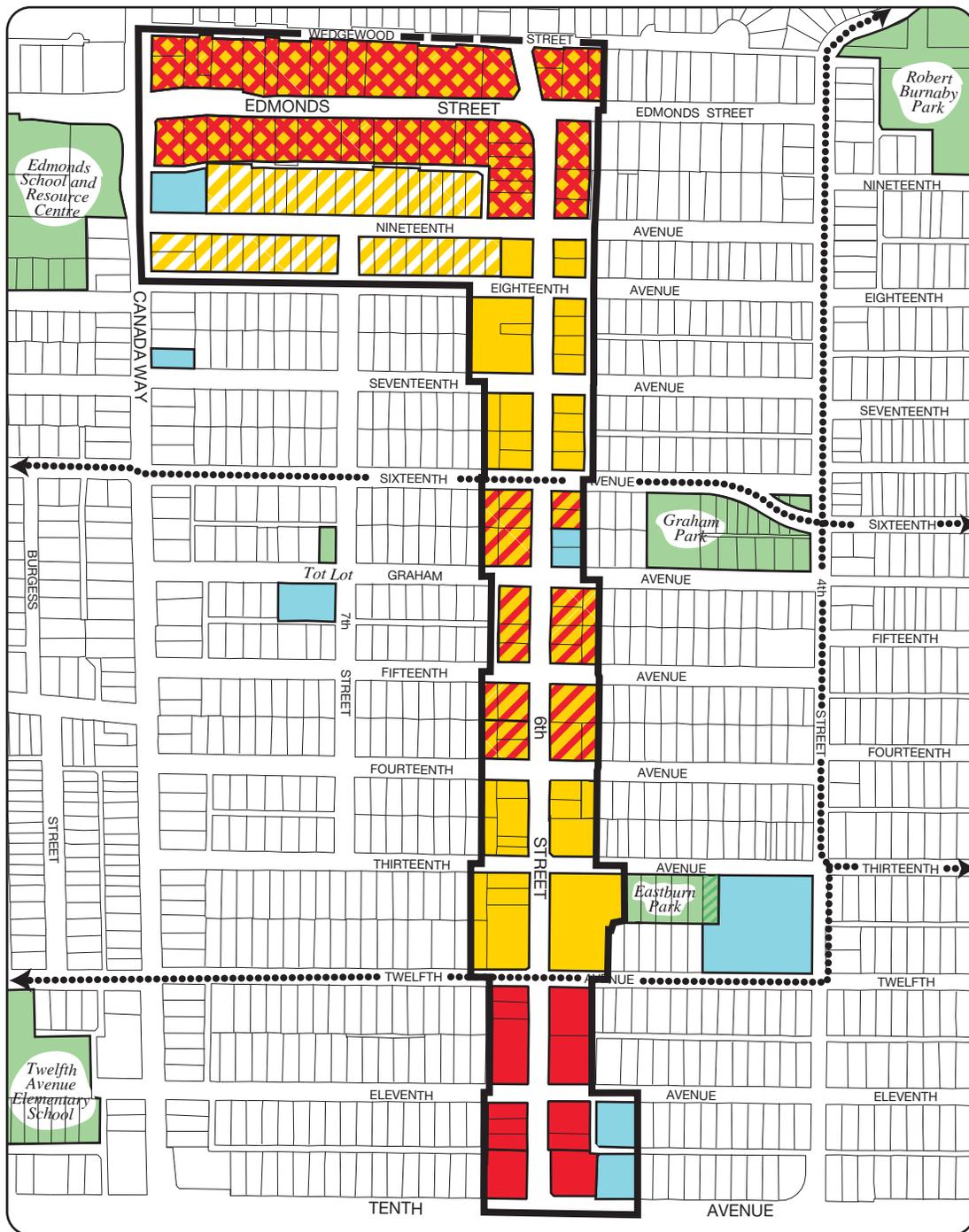
-  Commercial C-1
-  Commercial C-2
-  Commercial (Gas Station)
-  Low Density Group Housing RM1
-  Single- and Two-Family
-  Institutional
-  Park
-  Primary Cycle/Pedestrian Routes
-  Sixth Street Community Plan boundary



SIXTH STREET  
COMMUNITY PLAN

**SKETCH #1**





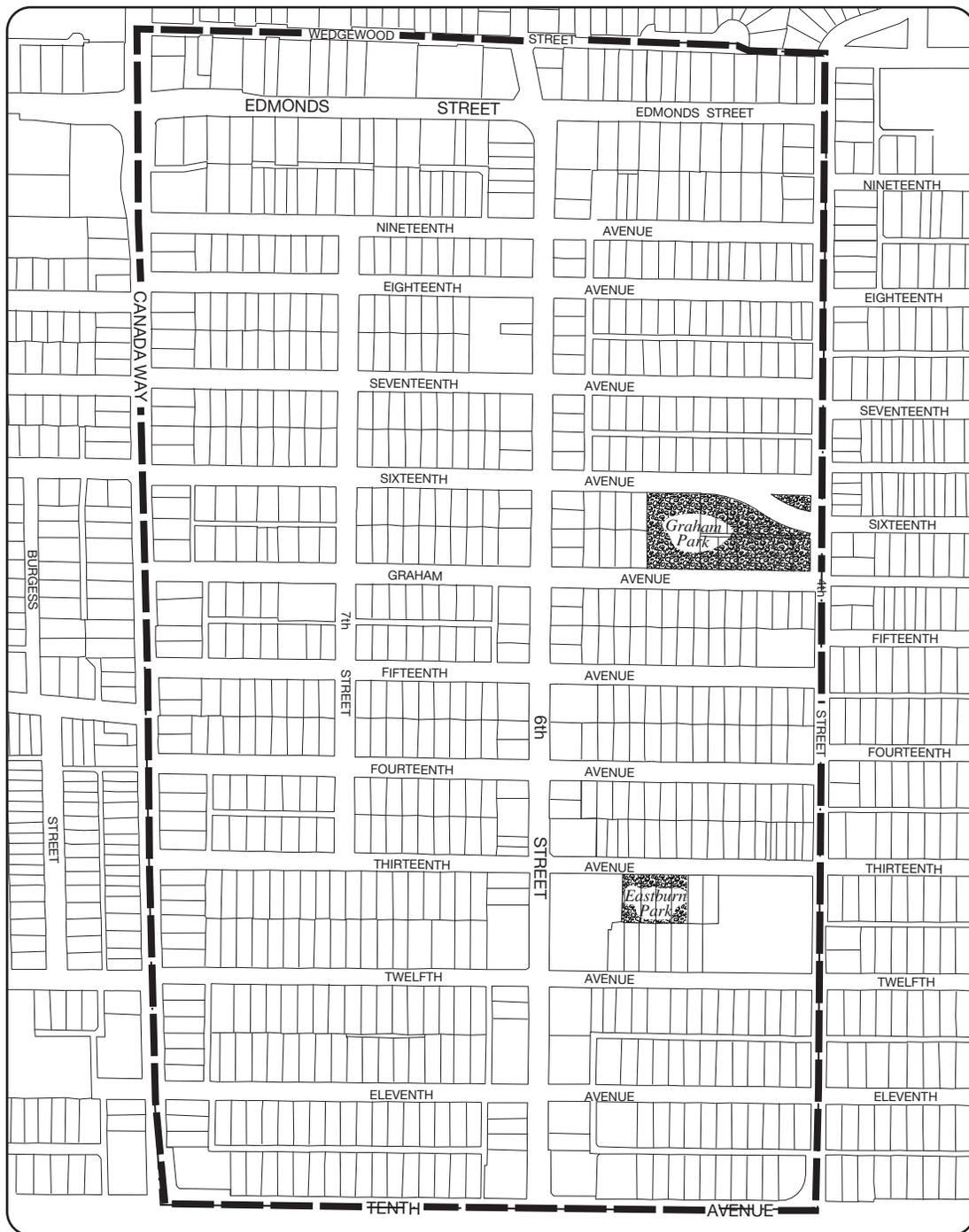
## Proposed Land Use Concept

-  Village Street – CD(C9)
-  Neighbourhood Commercial Hub – CD(RM3/C1)
-  Commercial Gateway – CD(C2)
-  Multi-Family Residential – CD(RM3)
-  Potential Area Rezoning– CD(RM2/RM3)
-  Institutional
-  Parks and Public Open Space
-  Proposed Park Expansion
-  Bikeway/Urban Trail
-  Sixth Street Community Plan Boundary



SIXTH STREET  
COMMUNITY PLAN

**SKETCH #3**



**Proposed Consultation Boundary**



**SIXTH STREET AREA PLAN  
TENTH AVENUE TO EDMONDS STREET**