

**TO:** CITY MANAGER **DATE:** 2014 May 22  
**FROM:** DIRECTOR PLANNING AND BUILDING **FILE:** 49500 20  
*Reference:* Southgate Neighbourhood

**SUBJECT: DRAFT CONCEPT PLAN FOR THE PROPOSED SOUTHGATE NEIGHBOURHOOD**

**PURPOSE:** To seek Committee and Council endorsement of the next stage of public consultation on potential amendments to the Edmonds Town Centre Plan to guide the future development of the Southgate neighbourhood.

---

**RECOMMENDATIONS:**

1. **THAT** Council endorse the draft Concept Plan for the proposed Southgate neighbourhood, as a basis for receiving community input, as outlined in this report.
2. **THAT** Council authorize staff to undertake an open house to receive public and community input on the draft Concept Plan for the proposed Southgate neighbourhood, as outlined in this report.

**REPORT**

**1.0 INTRODUCTION**

Over the past year, City staff have developed preliminary concepts for the proposed Southgate neighbourhood. This work has been undertaken with public input and the assistance of the owner, architects and consultant teams. That work has resulted in a draft Concept Plan for the proposed neighbourhood, one that envisions the transformation, over time, of the existing industrial site (formerly Safeway Distribution Complex and Dairy Plant) into several neighbourhoods, each of which contribute to a definitive sense of place and character that defines the community. At the heart of the proposed Southgate neighbourhood is a five-acre central park, which stretches over a quarter mile through the centre of the proposed neighbourhood. This central park is a balance of naturalized open space, park and urban public realm spaces that provide a diversity of community experiences, ranging from contemplative and passive leisure to active urban recreation. One of the more notable aspects of this park is its accessibility and connectivity to the surrounding community and the broader Edmonds Town Centre. The draft Concept Plan sets out to create a truly memorable place where residents and the broader Edmonds Town Centre community will want to live, shop and play.

To: City Manager  
From: Director Planning and Building  
Re: Southgate Neighbourhood Second Open House  
2014 May 22.....Page 2

The purpose of this report is to seek Council endorsement of the draft Concept Plan for the proposed Southgate neighbourhood, as a basis for initiating the second public consultation process – Open House and receiving public input on the work completed to date. This report provides an overview of the site context in relation to the neighbourhood and broader Edmonds Town Centre; a summary of the concepts, visions and guiding principles that are being advanced as part of the draft Concept Plan for the proposed Southgate neighbourhood; a discussion of the key components of the draft Concept Plan, which highlight the public realm features that will contribute to its unique neighbourhood character; and, “next steps” of the process, which will lead to the eventual development of a comprehensive concept plan, land use framework and related Plan amendments for the site.

## **2.0 BACKGROUND INFORMATION**

### **2.1 Preliminary Concepts and Vision for the Proposed Southgate Neighbourhood**

On 2013 March 04, the Community Development Committee and Council endorsed, as a basis for receiving public input, the preliminary concepts and vision for the redevelopment of the Southgate site, the 48 acre industrial site located within the southeast part of the Edmonds Town Centre, from which the former Safeway Distribution Complex, and remaining dairy plant operated for the last 50 years.

The preliminary concepts for the Southgate site were premised on the development of a neighbourhood-scale community node or core of development within the southeast area of the Town Centre, in line with community planning objectives and under the direction of the Burnaby Official Community Plan. The concept was structured around the two existing nodes of core development in Edmonds Town Centre: the primary node centred on Kingsway - Highgate Village; and, a secondary node centred on the Edmonds Skytrain Station – City in the Park – BC Hydro. Redevelopment of the subject industrial site presented an opportunity to create a third node of core development within the Edmonds Town Centre that is connected to the two existing nodes (as noted above) through an enhanced network of streets; transit; cycle and pedestrian linkages; community amenities and open space; well-defined neighbourhood areas; and, a broad range of commercial services that serves the needs of the Edmonds Town Centre.

The proposed Southgate neighbourhood provides an opportunity to bring greater cohesion to the Edmonds Town Centre, and more broadly, the City. The preliminary vision for the Southgate neighbourhood, as presented to Committee and Council, is a pedestrian-oriented, transit-connected neighbourhood that is both diverse and inclusive, and fully integrated with the surrounding community. At its heart, is a memorable gathering place comprised of various unique spaces that are accessible to people of all ages and abilities.

## 2.2 Public Input on the Preliminary Concepts and Vision for the Proposed Southgate Neighbourhood

On 2013 April 18, City staff initiated a public input process for the proposed Southgate neighbourhood which involved an Open House at Byrne Creek Secondary; a static display at the Tommy Douglas Library; an information brochure mailed out to residents within the boundaries of Kingsway (north and east), Griffiths Avenue (west) and Tenth Avenue (south), and made available at City Hall and civic facilities within the Edmonds Town Centre; and a survey questionnaire. The information panels for the Open House and survey were also made available online through the City's website.

Input from the public was sought on the preliminary concepts and vision for the proposed Southgate neighbourhood, as well as the tenets and planning principles which guide them. Approximately 200 people attended the Open House for the proposed Southgate neighbourhood. The City also received 21 written responses to the survey questionnaire. The feedback received at the Open House and survey questionnaires indicated general public support for the concepts and vision for the proposed Southgate neighbourhood, affirming the early work and site investigations City staff had undertaken with Ledingham McAllister (owner) and James KM Cheng Architects Inc. (architect).

Since that time, based on the public input received, City staff have continued to work with the owner towards a refinement of the tenets and principles which guide the concepts and vision for the proposed Southgate neighbourhood. The owner has also since enlisted new architects, IBI Group and PWL Partnership, to continue the work initiated. The results of that work is a draft Concept Plan for the proposed Southgate neighbourhood – a plan which responds to the input received from the public and builds on the tenets and principles that guide the industrial's site's transformation, overtime, into a complete neighbourhood.

### *2.2.1 Tenets and Planning Principles*

Public input received through the above noted public consultation process for the proposed Southgate neighbourhood indicated support for the tenets, below, which articulate the broad vision for the proposed neighbourhood:

- a) Reinforce and enhance the positive characteristics of the surrounding community and the Edmonds Town Centre;
- b) Integrate with the existing neighbourhood and Town Centre;
- c) Bring more cohesion to the Edmonds Town Centre;
- d) Contribute to a diverse and inclusive community;
- e) Contribute to a creative City;
- f) Provide leadership in real sustainable development;
- g) Build a livable community and a unique place;

- h) Deliver exceptional urban design and architecture;
- i) Design a neighbourhood gathering place where people want to be; and
- j) Create a beautiful and memorable place.

As such, these tenets have continued to guide the development of the Concept Plan and eventual Master Plan that are being advanced through this report.

The planning principles, which guide the detailed site concepts for the proposed Southgate neighbourhood, have been refined in order to respond to the input received through the public consultation process and build on the work completed to date. The refined planning principles are summarized below:

*Circulation and Movement* – Site circulation and movement within the proposed Southgate neighbourhood is based on a transportation hierarchy that gives priority to pedestrian movement (walking), followed by cycling, public transit and vehicular movement. Spatial clarity and orientation, and simple and clear way-finding, with special attention to safe and pedestrian-oriented connections are key criteria of the transportation hierarchy. The provision of extensive recreational trails, and pedestrian and cycle networks to enhance the pedestrian and cyclist experience within the neighbourhood is also a key.

*Edges and Connections* – The seamless integration of the proposed Southgate Neighbourhood with the surrounding neighbourhood, and more broadly the Edmonds Town Centre, is a key planning principle. The intent is to develop a neighbourhood community that is accessible and permeable, both visually and physically, to the surrounding neighbourhood with existing streets extending into and through the proposed Southgate Neighbourhood. The entrances to the proposed neighbourhood, pedestrian and vehicular, are to be inviting and compelling, with key gateway entries to provide a great sense of arrival. Building forms are intended to be respectful of the varied adjacent land uses.

*Transit-Oriented Development* - The concept is for a transit-oriented neighbourhood, one with linkages to the Edmonds SkyTrain Station and bus transit system.

*Environment* – A key principle for the proposed development is for it to demonstrate leadership in environmental sustainability and stewardship by committing to achieve Leadership in Energy and Environmental Design Neighbourhood Development (LEED ND) Gold rating or equivalent; provide a variety of parks and street trees to improve the urban environment; enhance and improve water quality of Byrne Creek; and, other green best practices

*Public Realm and Community Heart* - Part of the place-making ingredients of a truly special place/neighbourhood is a public realm that invites people to gather and spend time within the place, thereby contributing to a strong sense of place and community. Given the large size of the site, the concept is to develop a variety of public and semi-public spaces,

each with its own purpose, but important parts to a whole that creates a distinct overall character. These spaces are intended to create vibrancy and serendipity for all ages and physical abilities. Attention is to be given to ensuring that these spaces are activated throughout the day/evening throughout the year.

*Distinct Neighbourhoods* - The concept is to create distinct neighbourhood areas, each defined by the character of their surrounding public realm and architectural and landscape expression, in order to create a sense of identity. These neighbourhood areas are to be supported by accessible community-oriented services and amenities so as to meet the diverse needs of the community.

### 2.2.2 Sustainability Goals

In line with the City's Economic Development (2007), Social Sustainability (2011), and Environmental Sustainability Strategies (under development), a significant component of the proposed Southgate neighbourhood is the delivery of social, economic, and environmental sustainability in a meaningful way. Below is a summary of the sustainability goals which would be pursued as part of the site's proposed redevelopment:

*Economic Sustainability Goals* - The concept is to create a vibrant neighbourhood-scale commercial area, providing opportunities for locally-based businesses within commercial and mixed-use buildings that are simple and cost effective to maintain.

*Social Sustainability Goals (Public Realm)* - The concept is to create a "heart" for the neighbourhood. The public realm is to provide a variety of active and contemplative public and semi-public spaces and community buildings which are flexible for a variety of community uses (i.e. child care, youth centres, seniors' centres, and space for other hobbies and interests). The incorporation of passive and interactive water features is proposed as a major component of the public realm, and is identified as a key element in defining (semi-public and public) spaces within the proposed Southgate community.

*Social Sustainability Goals (Housing Diversity)* - The concept is to provide a variety of affordable home ownership and rental choices.

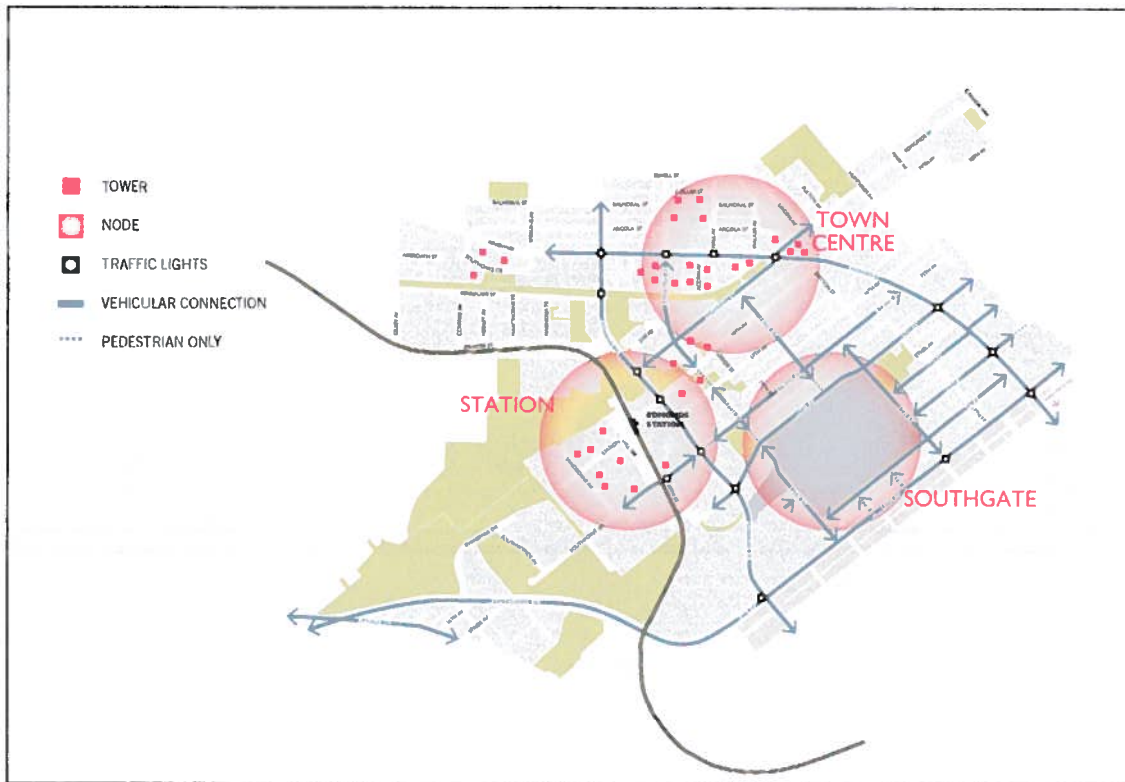
*Environmental Sustainability Goals* - The concept is based on the development of higher density, transit-oriented neighbourhoods in which key goals are to minimize building footprint, promote green buildings, and support and enhance watershed hydrology and biodiversity, including the incorporation of water features which provide an environmental enhancement function.

### 3.0 DEVELOPMENT SITE CONTEXT

#### 3.1 Expanded Development Site Area

In view of the broad vision and concepts for the proposed Southgate neighbourhood to connect to the two existing nodes of core development within the Edmonds Town Centre, two connections/linkages have been identified as being necessary to achieve this: a north-south connection from the Southgate site to Kingsway and an east-west connection from the site to Griffiths Avenue. Sixteenth Street, which extends from the Southgate site to Edmonds Street and the Highland Park Line, is identified as the desired north-south connection to the civic and commercial node centred around Kingsway and Highgate Village. This connection would be achieved in the future through the property at 7121 Fourteenth Avenue (BC Housing site). The development of a new road (or extension of Twelfth Avenue) through the Southgate site to Griffiths Avenue has been identified as the desired east-west connection from the proposed neighbourhood to the node centred around the Edmonds Skytrain Station – City in the Park – BC Hydro. The desired road connection would be achieved through the dedication of a portion of City-owned property at 7701 Eighteenth Street (see *attached* Sketch #1).

The City-owned property at 7701 Eighteenth Street forms part of a two-lot development assembly with the abutting City-owned property at 7679 Eighteenth Street. It is proposed that the subject City-owned properties be included in the proposed Southgate Neighbourhood development site area in order to facilitate the development of the above noted east-west connection. The inclusion of the subject City-owned properties into the larger redevelopment site would also provide the proposed Southgate neighbourhood a physical presence and connection to this key gateway entry into the southeast area of the Edmonds Town Centre, as well as improved connections to the BC Urban Trail and to the secondary node centred around the Edmonds Skytrain Station. Figure 1, below, illustrates the proposed connections/linkages from the Southgate neighbourhood to the two existing nodes of core development within the Edmonds Town Centre.



**Figure 1.** Two nodes of development have emerged in the Edmonds Town Centre: to the north is the primary node of development that has occurred around Kingsway – Highgate Village. This primary node serves as the civic and commercial core of the Town Centre. To the southwest is a secondary node of development around the Edmonds Skytrain Station – City in the Park – BC Hydro, as a transit-oriented neighbourhood. The two nodes of development within the Edmonds Town Centre are supported by a network road, cycle, urban trail and pedestrian linkages, which strengthen the relationship between the two nodes. The redevelopment of the Southgate Neighbourhood presents an opportunity to strengthen the cohesion of the Edmonds Town Centre as a complete urban center supported by nodes of civic and commercial developments, transit and complete neighbourhood communities.

### 3.2 Concept Plan Framework

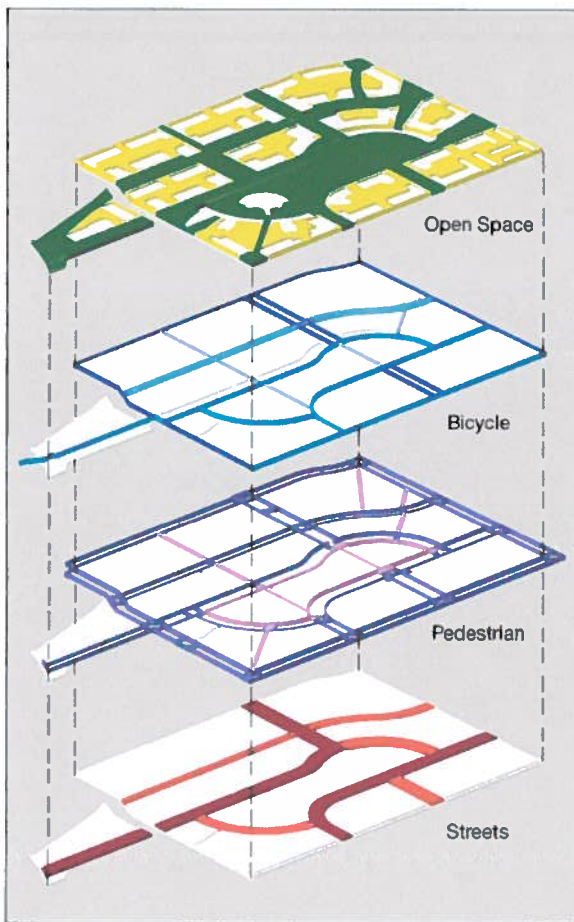
The preliminary concepts for the proposed Southgate neighbourhood is to be further detailed by a comprehensive Concept Plan, which is intended to guide and inform the eventual Master Plan. This Concept Plan being developed is structured upon the following components:

*Networks and Connections* – This component provides the road connections through the proposed Southgate neighbourhood and its connection to the broader Edmonds Town Centre grid network. This component also provides the important pedestrian and cycle networks which link the various neighbourhood areas and public spaces within the proposed neighbourhood to each other and provide access to the surrounding community.

**Building Form** – This component provides guidance regarding built form and its relationship to the street, public realm, and the edge conditions which surround the proposed neighbourhood. It is noted that the proposed dedicated roads, which connect through the site, can be named in future by Council.

**Land Use and Density** – This component provides guidance regarding the appropriate land uses and density, or allowable residential/commercial gross floor area, for the proposed neighbourhood.

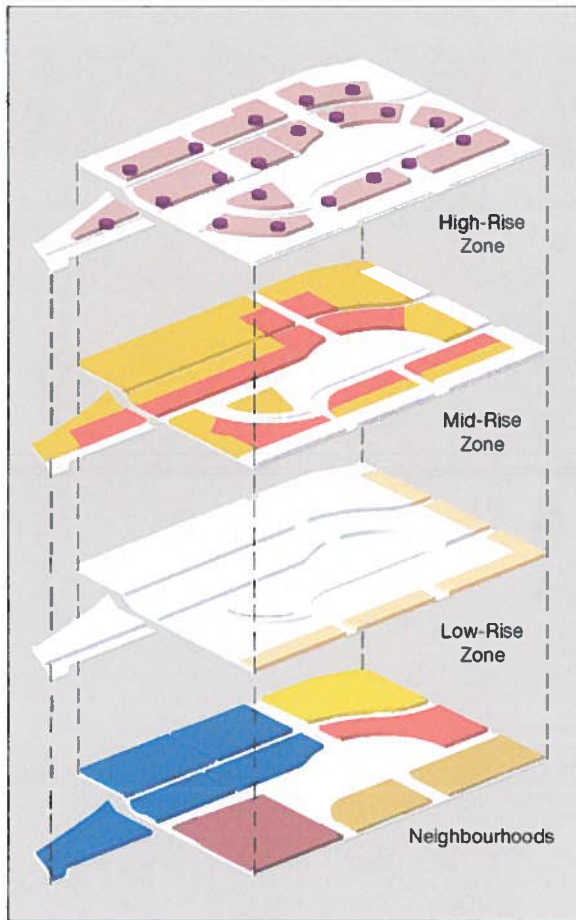
Each component of the Concept Plan is highly integrated and inter-related. Below are Figures 2 to 4, which illustrate the components of the draft Concept Plan:



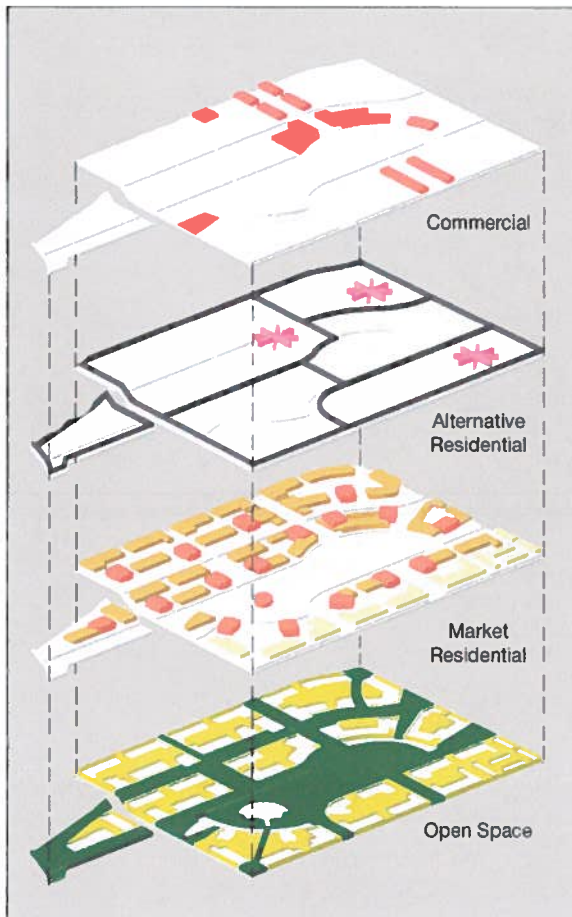
**Figure 2** illustrates the networks and connections structured within the Concept Plan. This component addresses the mobility of people and goods through the proposed Southgate neighbourhood and its integration with the surrounding community, connectivity and accessibility of various parks and open space, and community amenities throughout the site, and its connectivity to other transportation networks, nodes of development, civic and commercial amenities, and parks and open space within the Edmonds Town Centre, and more broadly, the City.

Of particular note is the transportation hierarchy of the proposed Southgate Neighbourhood, which puts pedestrian movement as a priority.





**Figure 3** illustrates the spatial organization of neighbourhood areas in relation to building form. Building forms within the site include high-rise residential towers (8+ storeys), mid-rise (4-8 storeys) buildings, and low-rise buildings (up to 4 storeys). Tower placement within the proposed Southgate neighbourhood is organized so as to create a distinctive skyline, as well as respect the surrounding residential neighbourhoods and ensure good solar exposure of key public spaces within the proposed neighbourhood. Mid-rise building forms frame the internal public spaces and streets with appropriate transition to low-rise building forms along the edge conditions that interface with the surrounding lower-scale residential neighbourhoods.



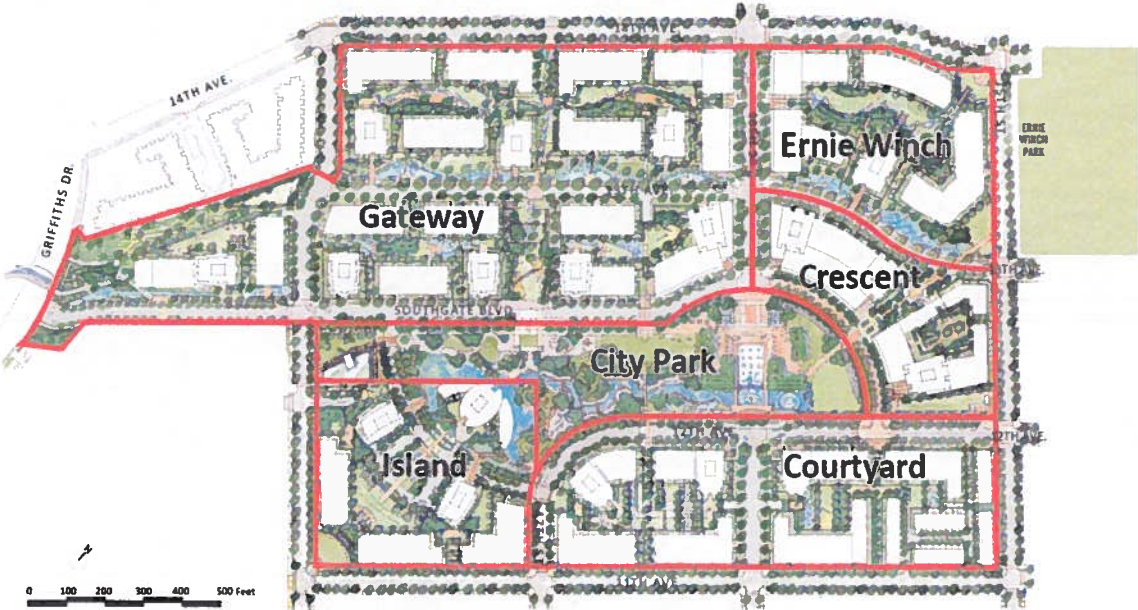
*Figure 4 illustrates that the proposed Southgate neighbourhood is intended to be primarily a multi-family residential neighbourhood. The predominant land use is market residential housing oriented towards singles, couples, and families. The proposed neighbourhood is supported by a range of neighbourhood-scale retail and commercial services that are centrally located, and a network of parks, open space and other community amenities.*

### 3.3 Planning and Urban Design Approach

The Concept Plan for the proposed Southgate neighbourhood is based on a contemporary planning and urban design approach to land use, one that gives emphasis to planning for the public realm. Within the context of the Concept Plan, the public realm is defined as space that is accessible to the public, physically and/or visually, and includes open space (active and passive), streets and pedestrian connections, urban trails, view corridors, landmarks and features (both natural and built), and building interface to such public spaces. In this regard, the public realm, as it relates to the spatial organization of the proposed neighbourhood, its connectivity throughout the site and the broader Edmonds Town Centre, and the quality of that public space, guides and informs building form and density. Through the above noted planning approach, the draft Concept Plan for the proposed Southgate neighbourhood proposes to attribute in the order of 40% of the site's area towards public open space. The subsequent sections of this report discuss the proposed Southgate neighbourhood draft Concept Plan in detail.

**4.0 PROPOSED SOUTH GATE NEIGHBOURHOOD DRAFT CONCEPT PLAN**

The overall Concept Plan for the proposed Southgate neighbourhood is illustrated in Figure 5, below.



*Figure 5. Concept Plan for the proposed Southgate neighbourhood. The proposed Southgate Neighbourhood is comprised of five neighbourhood areas, as well as a five-acre central park that is dedicated to the City as a public park.*

As illustrated in Figure 5, the Concept Plan for the proposed Southgate neighbourhood involves the transformation, over time, of the existing industrial site into a community of complete neighbourhood areas, which are integrated and accessible to the surrounding neighbourhoods and broader Edmonds Town Centre. Five neighbourhood areas are proposed within the proposed Southgate Neighbourhood: Gateway neighbourhood area; Ernie Winch Park neighbourhood area; Crescent neighbourhood area; Courtyard neighbourhood area; and Island neighbourhood area. At the heart of the proposed Southgate neighbourhood is a five-acre central park, which stretches over a quarter mile through the centre of the subject development site. This central park, which will be named by Council in the future, is a balance of naturalized open space, park and urban public open spaces that provide a diversity of community experiences, ranging from contemplative and passive leisure to active urban recreation. Surrounding the central park, are also a variety of parks and open space, which provide contiguous connections throughout the neighbourhood to the surrounding community, as well as define and characterize the individual neighbourhood areas, which make up the proposed Southgate neighbourhood, but which lend the broader area a cohesive and distinct sense of place.

#### 4.1 Southgate Neighbourhood Areas

As noted above, each neighbourhood area is uniquely defined by its connection to the surrounding residential neighbourhoods and their prevailing development patterns and character, its relationship to the public realm, and its proposed land use and building form. Notwithstanding the above, each neighbourhood area helps to unify the proposed Southgate neighbourhood as a complete community through its range of housing opportunities, neighbourhood retail and commercial services, and variety of parks and public open spaces, which invite people to experience the neighbourhood in multiple ways.

The Gateway neighbourhood area, which is generally located in the northwest portion of the proposed Southgate neighbourhood is the formal gateway into proposed neighbourhood. It is characterized by the east-west (Southgate Boulevard) connection from Griffiths Avenue and the Griffiths Avenue public realm corridor (pedestrian and cycle corridor that connects to the BC Parkway Urban Trail), and its secondary north-south connection via the Seventeenth Street linear park (pedestrian and cycle corridor that connects to Fourteenth Avenue). It is also characterized by a meandering stream feature that runs parallel to the proposed road connection of Thirteenth Avenue across the site. The predominant land use of the subject neighbourhood area is residential, but also includes opportunities for a community building at the entry, as well as a minor retail component that interfaces with the Fourteenth Avenue street edge, which is the existing location of the Safeway Dairy Plant. Building form and architectural expression within this neighbourhood area are mid- to low-rise forms which respect the surrounding street edge conditions, as well as frame the above noted public realm spaces and linear park corridors. The strategic siting of iconic residential towers, which punctuate entry into the proposed Southgate neighbourhood is also proposed.

The Ernie Winch neighbourhood area, which is generally located in the northeast portion of the proposed Southgate neighbourhood is a mixed-use neighbourhood area. The western edge of the neighbourhood area is defined as the neighbourhood retail entry via the Sixteenth Street commercial corridor. Like the Gateway neighbourhood area, this area is also characterized by a meandering stream feature that runs parallel to the proposed road connection of Thirteenth Avenue across the site. This commercial corridor also provides a physical and visual access into the proposed Southgate Neighbourhood, and more specifically to the Sixteenth Street Plaza that forms part of the central park, the heart of the neighbourhood. Building form and architectural expression within this neighbourhood area include mid- to low-rise building forms, which respect the surrounding street edge condition and the adjacent Ernie Winch Park (to the east).

The Crescent neighbourhood area, is located south of the Ernie Winch neighbourhood area and is the heart of the proposed Southgate neighbourhood. It is characterized by the crescent promenade that abuts the central park and is envisioned as a place for people to

gather, interact and socialize. The range of retail and commercial amenities along the crescent include cafes, restaurants, and other commercial-retail services. The Crescent neighbourhood area is also characterized as an eastern gateway to the proposed neighbourhood, via the extension of Twelfth Avenue - Southgate Boulevard into the site. Building forms include mid- and high-rise forms, with sophisticated and elegant residential towers, which respect view corridors, and surrounding neighbourhood areas. The public realm character within this space is highly urban, and provides both a visual and pedestrian/cycle corridor to Ernie Winch Park. The south side of the Crescent juxtaposes this urban landscape with a great lawn area for passive leisure and recreation within the central park.

The Courtyard neighbourhood area is generally located along the southeast portion of the proposed Southgate neighbourhood and is characterized by mid- to low-residential building forms, which respect the existing single- and two-family residential neighbourhoods along Eleventh Avenue and Fifteenth Street. An urban and formalized public realm characterizes the Courtyard Neighbourhood Area. Of particular note is the formal water features that define the southwest part of the central park.

The Island neighbourhood area is located in the southwest portion of the proposed Southgate neighbourhood and is characterized by an iconic residential tower located on an island feature, surrounded by water and a naturalized public realm environment. This neighbourhood area is highly integrated and inter-related with the central park. Building forms abutting the street edge along Eleventh Avenue and Eighteenth Street transition to mid- and low-rise building forms, which respect the surrounding single and two family residential neighbourhoods to the south, across Eleventh Avenue.

## 4.2 Public Realm

As generally noted in this report, each neighbourhood area within the proposed Southgate neighbourhood is made unique by its public realm. The variety of public realm spaces and diversity of community experiences within the proposed Southgate neighbourhood include, but are not limited to, a central park at the heart of the proposed neighbourhood; a variety of active and passive recreation parks, open space, and urban plazas; a variety of visual and physical gateways through the site; and, a number of indoor and outdoor community gathering spaces. The following subsections of this report highlight the major public realm components proposed within the Concept Plan.

### 4.2.1 *The Central Park*

The central park is a five-acre park located within the centre of the development site. This central park (to be named by Council in the future) is intended to be built by the development and dedicated to the City as a public park for the use and enjoyment of local, Town Centre and Burnaby residents. More significantly, this central park is the heart of the proposed Southgate neighbourhood. It is comprised of a variety of active and passive spaces. Each of these spaces provide unique experiences and functions, a fusion

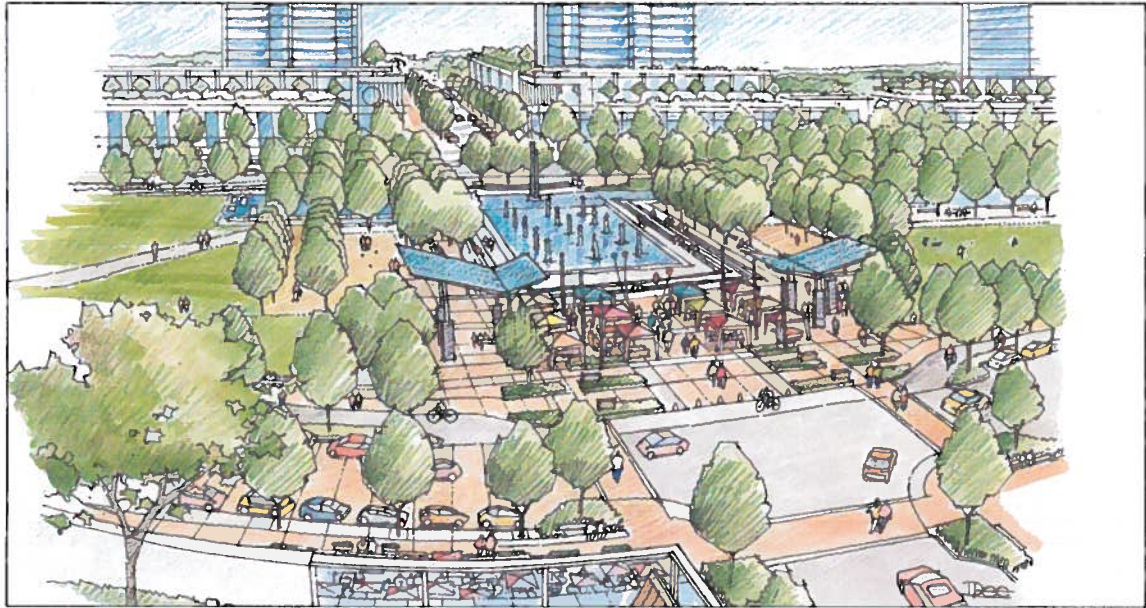


of naturalized and urban park spaces, with the eastern portion of the park being developed with a more urban character and the western portion of the park being developed with a more naturalized character. It is noted that the use of water within the central park, as well as within the broader neighbourhood areas, is a unifying and defining aesthetic landscape feature. Such water features are intended to create a sense of place, contribute to land marks and way-finding within the proposed neighbourhood, and form part of public art features. These water features are also intended to have an ecological enhancement and stormwater management/cleaning function. Figures 6 – 9, below, illustrate the variety of park spaces within the central park. These illustrations also highlight the extensive use of water as a unifying feature of the public realm.



**Figure 6.** The Crescent Lawn is located on northeast edge of the central park. The lawn is bordered by an urban edge condition – terracing steps, which receive good solar exposure. The open lawn and urban edge is envisioned for passive recreation (i.e. outdoor yoga, tai chi, family picnics, relaxation). The park is juxtaposed against the urban hardscape and retail activity along the north side of Southgate Crescent (neighbourhood retail street).





**Figure 7.** Sixteenth Street Plaza is an urban space which features covered plaza areas; a water spray park; tree groves; and, a central water landmark feature. Programming of the plaza is flexible, accommodating independent use of each space or larger gatherings (i.e. festival, farmer's market).



**Figure 8.** The Adventure Play Zone, centrally located within the future City park is an active recreational park area within a naturalized setting and landscape expression. The space features a meandering creek with native plantings, boardwalks and pedestrian trails, and other amenities which allow people to actively engage and experience nature.

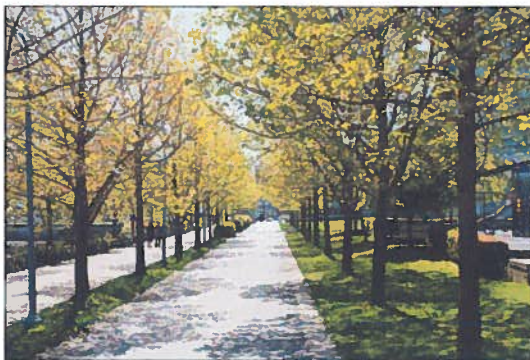




**Figure 9.** The Great Lawn, west of the Sixteenth Street Plaza, is a soft north edge to the central park, which invites people to relax and enjoy passive recreation activities. It is also a space which can accommodate large gatherings (i.e. festivals and events).

#### 4.2.2 The Central Park Loop

Surrounding the central park is a pedestrian walkway and cycle track system, which loops around the park. It also extends to the surrounding community and broader Edmonds Town Centre via north-south and east-west street connections using Griffiths Avenue, Seventeenth Street, Sixteenth Street, and Twelfth Avenue. The landscape character of the Park Loop is of a lushly planted garden, and this is lined with street trees, planted landscape strips, pedestrian lighting and street furniture. The Park Loop also provides various entry points into the central park via a series of pedestrian and cycle trails. Figures 10 a & b, below, illustrate the character, connectivity of the central park Loop.



**Figures 10 a & b.** The central park Loop provides a pedestrian and cycle connection between the Southgate neighbourhood and the surrounding neighbourhoods, and more broadly the Edmonds Town Centre. It is intended to be intensely planted, well lit, and well-appointed with street furniture



#### 4.2.3 Griffiths Avenue Gateway and Gateway House

The Griffiths Avenue Gateway is the formal entry into the proposed Southgate neighbourhood, via Southgate Boulevard. This entry also provides a pedestrian and cycle connection to the BC Parkway Urban Trail via the Millennium Bridge. The incorporation of water as a landmark feature defines the west entry into the proposed neighbourhood. On the south side of Southgate Boulevard is a community building to be provided by the development for the proposed Southgate neighbourhood. The architectural expression of this building is intended to be iconic and memorable. Figures 11 a & b illustrate the formal west entry into the proposed Southgate neighbourhood, as well as the purpose-built community building for the neighbourhood.



*Figures 11 a & b. The public realm and urban design character desired at Southgate Boulevard is of a great sense of arrival and destination into the Southgate neighbourhood.*

#### 4.2.4 Seventeenth Street Park

The Seventeenth Street Park is located in the northwest portion of the proposed Southgate neighbourhood. Residential mid-rise buildings ranging from four storeys to eight storeys frame the linear park, as well as relate in scale to adjacent multi-family dwellings to the north. Residential towers of appropriate height and scale also frame the linear park. The Seventeenth Street Park also provides opportunities for community gardens, recreation, and lawn areas for unstructured play. More significantly still, the linear park provides a pedestrian and cycle connection from Fourteenth Avenue to the central park. Figure 12 illustrates the character of the Seventeenth Street Park.

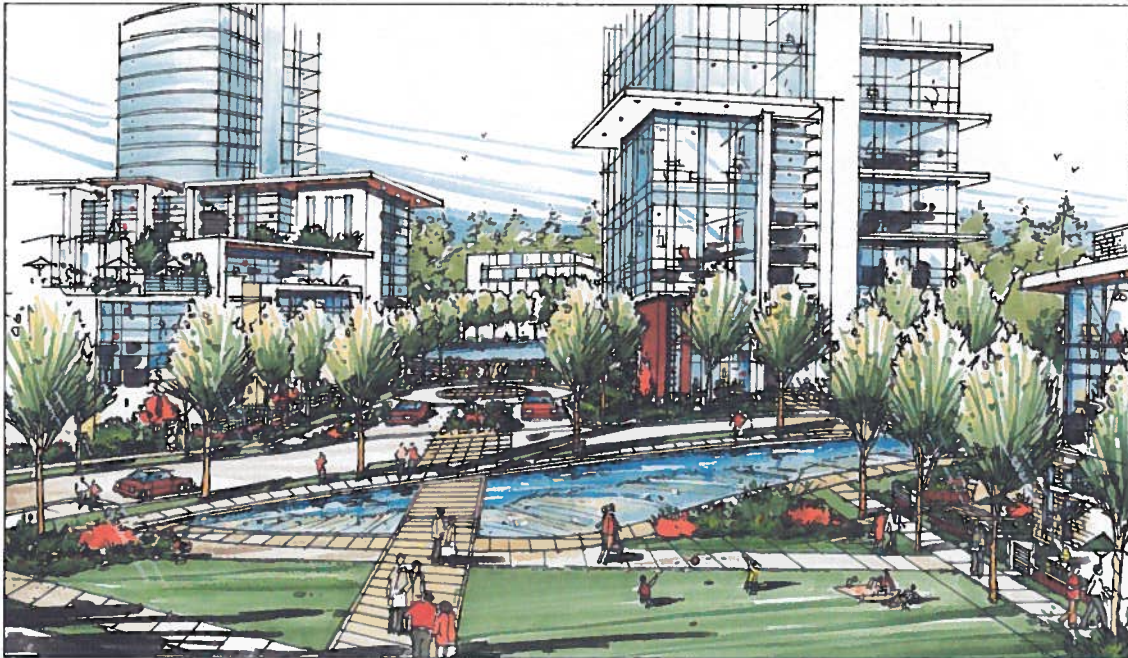


**Figure 12.** *Seventeenth Street Park is a linear park that provides permeability and access into the proposed Southgate neighbourhood, beyond which is a visual connection to the central park, the naturalized water feature and the Island Neighbourhood.*

#### 4.2.5 The Crescent and Ernie Winch Plaza

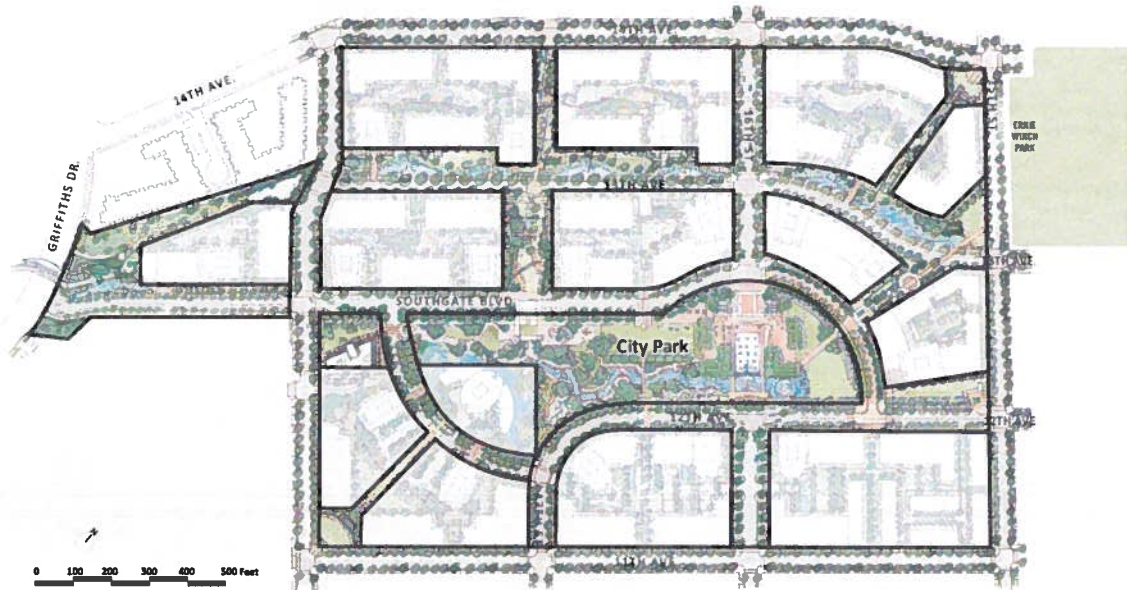
The Crescent, with its southwest sun exposure and clear views to the central park is intended to be a retail activity hub for cafes, restaurants, local produces store and other neighbourhood scale-commercial services. The landscape elements of the Crescent are highly urban with appropriate street furniture and landscaping to promote an inviting and comfortable promenade throughout the year. Of particular note is Ernie Winch Plaza, an urban corridor that provides visual, pedestrian and cycle access from the Crescent to Ernie Winch Park. Figures 13 a and b illustrate the character of this highly urban space.





*Figures 13 a & b. Figure 13a (above) depicts a retail and commercial hub along Southgate Crescent that is vibrant and active. The streets and broader public realm invite people to shop, gather and socialize. Figure 13b (below) illustrates the corridor (looking into the proposed Southgate neighbourhood) that connects the neighbourhood to Ernie Winch Park.*

In summary, the Concept Plan proposes a diversity of public realm characters and neighbourhood experiences, ranging from active urban spaces to naturalized and quiet contemplative spaces. A common aspect of these public spaces, however, is their connectivity to the surrounding areas, inviting the broader community to foster a truly special sense of place within this area of the Town Centre. Figure 14, below, summarizes public realm spaces for the proposed Southgate neighbourhood.



**Figures 14.** About 40% of the proposed Southgate development site is attributed towards public open space in which such spaces are integrated with the surrounding neighbourhoods and publically accessible. As noted in this report, the central park - the heart of the proposed Southgate Neighbourhood, is a five-acre dedicated public park that is programmed for a variety of park uses throughout the year.

#### 4.3 Land Use and Density

In order to create a viable and sustainable third node of development within the southeast area of the Edmonds Town Centre, the Concept Plan for the Southgate Neighbourhood proposes an overall residential density of 2.8 F.A.R. on the site's gross site area, of which 0.2 is reserved for affordable/non-market housing (i.e. co-op, non-market housing, purpose-built rental housing). This translates to approximately 5.88 million square feet of market residential gross floor area; 588,365 sq. ft. of affordable/non-market housing gross floor area. The Concept Plan also proposes up to 200,000 sq. ft. of commercial space along Sixteenth Street and Southgate Crescent to meet the retail needs of the proposed neighbourhood, as well as to accommodate minor commercial uses at strategic locations within the neighbourhood (i.e. proposed community building within the central (City) park area, Dairy Plant site, live-work units along the south portion of Sixteenth Street).

While compact building forms are proposed in order to achieve the public realm envisioned within the Concept Plan, it should be noted that density is not equally distributed throughout the individual development parcels within the proposed Southgate neighbourhood. Lower densities are proposed along the edge of the proposed neighbourhood to respect the surrounding edge conditions. Building forms are also



scaled to ensure a strong relationship to the street and framing of various public spaces. Higher densities are proposed more centrally within the proposed neighbourhood, including the discrete siting of residential towers. Figures 14 a, b, c & d, below, illustrate the distribution of density/building form throughout the proposed neighbourhood.

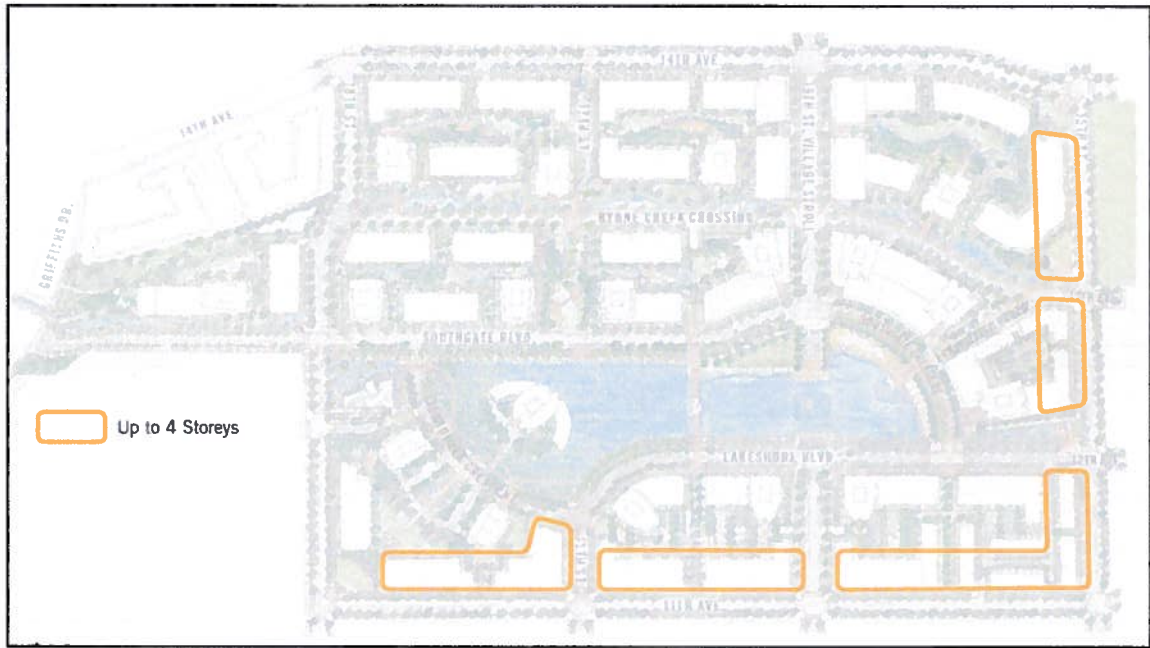


Figure a

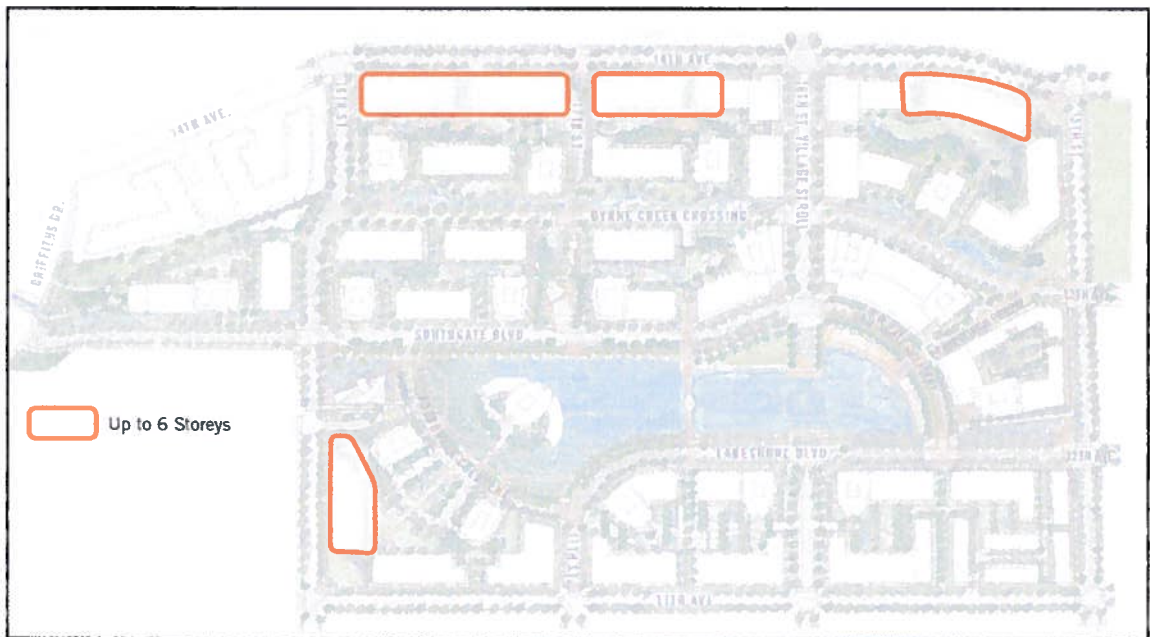


Figure b

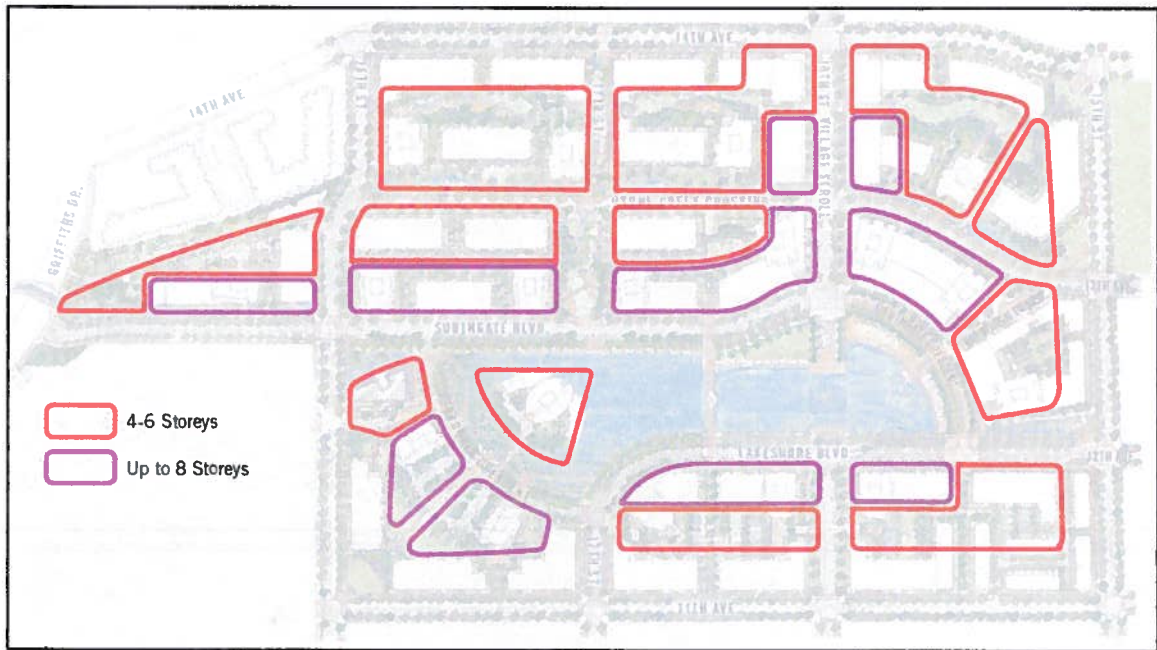


Figure c

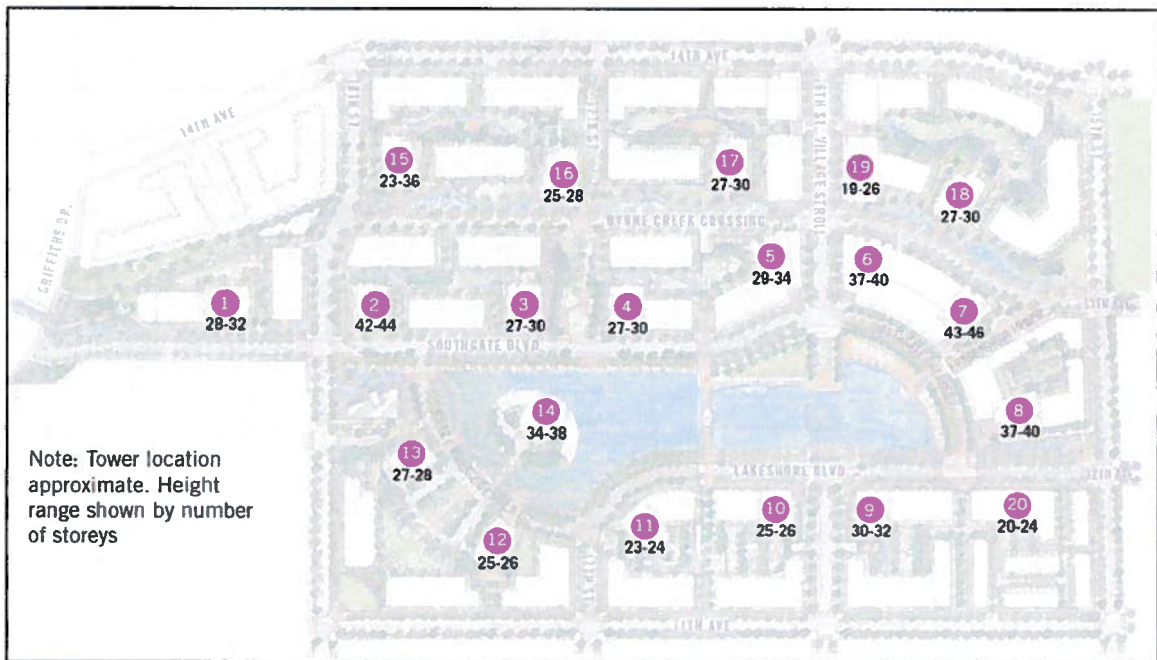


Figure d

Figures 14 a, b, c & d. These figures illustrate the distribution of density and building form throughout the proposed Southgate neighbourhood. The highest forms of density are centrally located and expressed in tower forms which range in height, between 23 storeys to 44 storeys. Density transitions from mid-rise forms to lower forms of residential development as it approaches the surrounding street edge conditions.

As a result of the proposed density allocations on the overall site, included parcels may have higher Floor Area Ratios based on net site areas, but the cumulative densities of each individual parcel must not exceed 2.8. F.A.R. (6,468,365 sq. ft.), inclusive of the affordable/non-market housing component. It is noted that an amendment to the Edmonds Town Centre Plan is necessary in order advance the Concept Plan for the proposed Southgate neighbourhood, which proposes a higher density than currently permitted under the Town Centre Plan. The proposed Plan amendment is discussed in subsequent sections of this report.

#### 4.4 Community Benefits

The community benefits which would be achieved through the redevelopment of the proposed Southgate neighbourhood include the development of a new five-acre City-owned park site; a (approximate) 20,000 sq. ft. community building (within the City Park area); and, an integrated parks and open space system within this portion of the Edmonds Town Centre.

Community benefits achieved through the redevelopment of the proposed Southgate neighbourhood also include contributions received through Community Amenity Contributions for density bonusing. These community benefits achieved through this program may include on-site amenities, such as extraordinary public realm improvements, a child care centre, non-profit office, or affordable housing, or a cash in-lieu contribution. The value and nature of these contributions will be determined at the time of rezoning of individual parcels, consistent with the Council-adopted policy on density bonuses.

#### 4.5 Development Phases and Timing

As noted in this report, redevelopment of the existing industrial site and its eventual transformation into the proposed Southgate neighbourhood is envisioned to occur over time. It is anticipated that full development of the neighbourhood will occur over a period of 15-20 years. Notwithstanding the above, each phase of development is intended to comprise buildings, networks and connections (roads), services, and public amenities such that each phase of development is able to function independently as a neighbourhood area. For each phase of development, public input will also be sought through the site specific rezoning process.

### **5.0 PUBLIC AND COMMUNITY CONSULTATION PROCESS AND NEXT STEPS**

#### 5.1 Proposed Amendment to the Edmonds Town Centre Plan

As noted above, an amendment to the current adopted Edmonds Town Centre Plan is necessary to advance the Concept Plan presented in this report.

The Plan amendment will provide the framework necessary to advance the Master Plan rezoning for the site, which itself will guide each subsequent development application. In view of the foregoing, it is proposed that Council endorse a proposed Open House process in order to introduce the Concept Plan for the proposed Southgate neighbourhood. The results of this process are intended to further inform and guide the development of the Concept Plan, land use framework and related Town Centre Plan amendments for future Council consideration. It is anticipated that the Open House would be held in late June 2014.

As part of the public notification process for the Open House, it is proposed that a postcard inviting public input be mailed to Burnaby property owners and residents within the area bounded by Edmonds Street, Kingsway, Griffiths Avenue, and Tenth Avenue, and advertised within two consecutive newspapers. The wide notification area would serve to directly engage residents and businesses in proximity to the site to assist in ensuring that the objective for an integrated community is reflected. It is also proposed that the materials to be presented at the Open House be made available on the City’s website with an opportunity to submit comments, ideas, and issues directly through an on-line submission. This would represent the second phase of engagement of the public and community. The public display panels for the Open House have been prepared and will also be made available on the City’s website. It is noted that, due to their size, the panels for the Open House have not been included in this report, but are provided to Council under separate cover.

With Council adoption of the recommendations of this report, the proposed consultation process would be initiated.

5.2 Next Steps

The input received through the second public consultation process would contribute to further refinement of the work completed to date, as well as development of the Concept Book and design guidelines for Council adoption. Upon completion of that work, City staff would seek the advancement of a Master Plan (rezoning application) that would facilitate the site’s eventual redevelopment and transformation into the Southgate neighbourhood, as well as a rezoning application for the first phase of development.

As an application for rezoning, the Master Plan rezoning will follow the typical development approval process established by Council, including the required Public Hearing. The proposed amendments to the Edmonds Town Centre Plan, arising from the Concept Plan, would be pre-conditions for the Master Plan’s approval. Once established, each subsequent phase of development would also require rezoning approval and would follow the established development approval process. The Master Plan rezoning will entail a Concept Book for the overall development and compendium design guidelines, which will guide and inform each subsequent phase of development through a separate parcel-specific rezoning process.



To: City Manager  
From: Director Planning and Building  
Re: Southgate Neighbourhood Second Open House  
2014 May 22.....Page 25

## 6.0 CONCLUSION

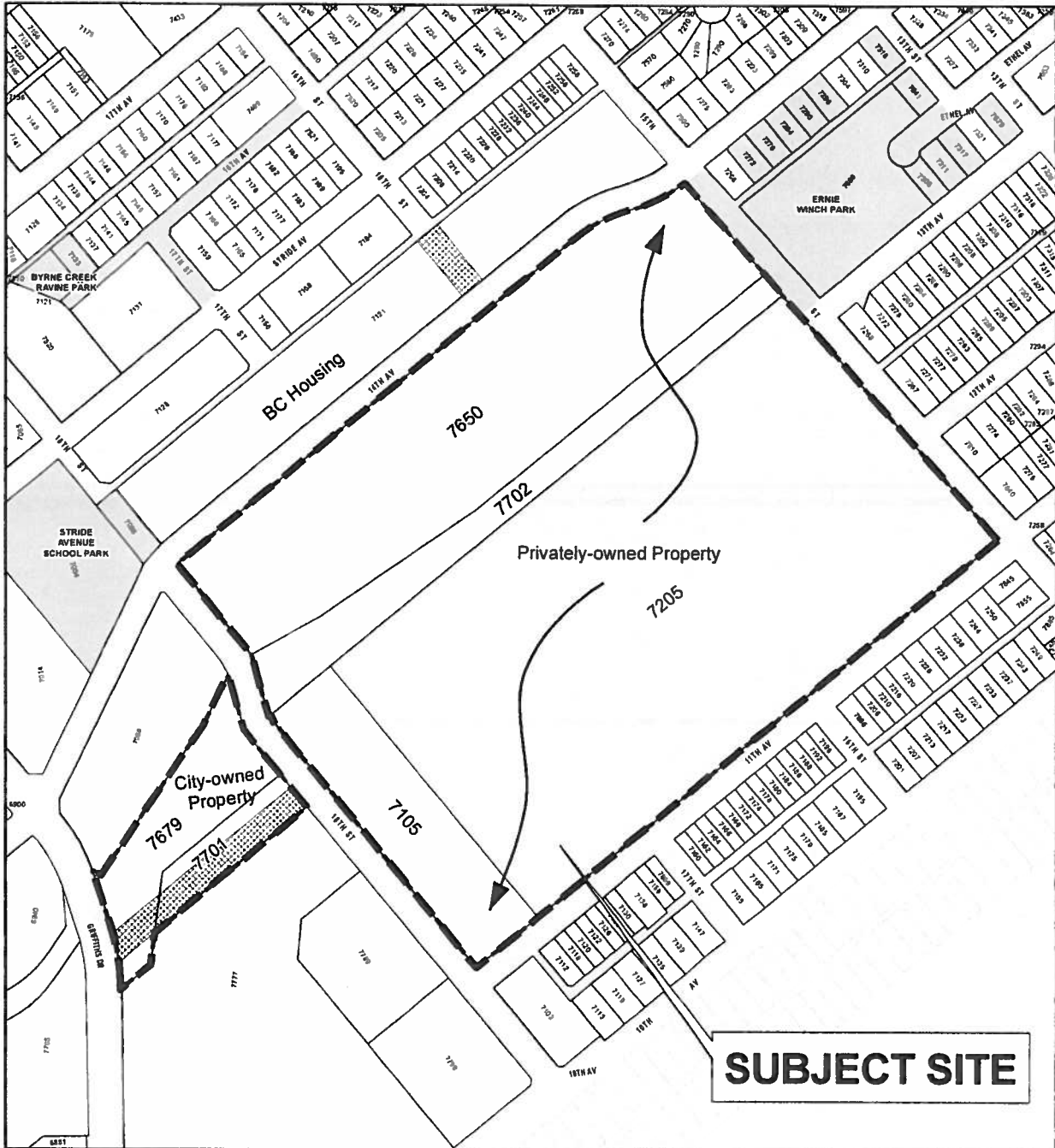
Redevelopment of the Southgate site, a significant and strategic site within the southeast portion of the Edmonds Town Centre, presents a significant opportunity to infuse the surrounding neighbourhoods, and more broadly the Town Centre, with a strong sense of identity and cohesion, and to develop a new exemplary neighbourhood community within the City that demonstrates not only architectural excellence, but leadership in sustainability (economic, environmental and social), exceptional urban design, and significant amenity contribution to the broader neighbourhood and Edmonds Town Centre. More importantly still, it is an opportunity to create a truly special neighbourhood community within the Town Centre where people want to live, work, play, and gather.

In view of the foregoing, it is recommended that Council endorse the draft Concept Plan for the proposed Southgate neighbourhood, as a basis for receiving community input, as outlined in this report. It is also recommended that Council authorize staff to undertake an open house to receive public and community input on the draft Concept Plan for the proposed Southgate neighbourhood, as outlined in this report.

Lou Pelletier, Director  
PLANNING AND BUILDING

ZT:spf  
*Attachments*

cc: City Manager  
Deputy City Managers  
Director Finance  
Director Parks, Recreation and Cultural Services  
Director Engineering  
Fire Chief  
O.I.C. RCMP  
Chief Librarian  
City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT



DATE:  
MAY 21 2014

**PROPOSED SOUTHGATE NEIGHBOURHOOD**

SCALE:  
1:4,976

DRAWN BY:  
AY



Subject Site



Future Road



Park