

**PLANNING AND DEVELOPMENT COMMITTEE**

**TO:** MAYOR AND COUNCILLORS

**SUBJECT: EDMONDS TOWN CENTRE COMMUNITY PLAN PHASE 1 PUBLIC CONSULTATION: PRELIMINARY VISIONING, GOALS, AND PLAN DIRECTIONS**

**RECOMMENDATIONS:**

1. **THAT** Council endorse the preliminary visioning, goals, and plan directions for the Edmonds Town Centre Community Plan update, as a basis for receiving community input, as outlined in this report.
2. **THAT** Council authorize staff to undertake the Phase 1 public consultation process, as outlined in this report.

**REPORT**

The Planning and Development Committee, at its Open meeting held on May 10, 2023., received, and adopted the attached report seeking Council endorsement of the preliminary visioning, goals, and plan directions for the Edmonds Town Centre Community Plan update and initiation of the Phase 1 public consultation process.

Respectfully submitted,

Councillor J. Keithley  
Acting Chair

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

**DATE:** April 27, 2023

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**FILE:** 71130 20

**SUBJECT:** EDMONDS TOWN CENTRE COMMUNITY PLAN PHASE 1 PUBLIC  
CONSULTATION: PRELIMINARY VISIONING, GOALS, AND PLAN  
DIRECTIONS

**PURPOSE:** To seek endorsement of the preliminary visioning, goals, and plan directions for the Edmonds Town Centre Community Plan update and to initiate the Phase 1 public consultation process.

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**RECOMMENDATIONS:**

1. **THAT** the Committee recommend that Council endorse the preliminary visioning, goals, and plan directions for the Edmonds Town Centre Community Plan update, as a basis for receiving community input, as outlined in this report.
2. **THAT** the Committee recommend that Council authorize staff to undertake the Phase 1 public consultation process as outlined in this report.
3. **THAT** this report be advanced to Council's open agenda.

**REPORT****1.0 INTRODUCTION**

On December 13, 2022, the Planning and Development Committee (PDC) received an introductory report, which outlined the upcoming community planning processes for the Edmonds Town Centre, Royal Oak Urban Village, and the Cascade Heights Urban Village. This report, specific to the Edmonds community, outlines the content that will be used as the basis for Phase 1 public consultation. With Committee and Council approval of this report, staff would formally launch the Phase 1 public consultation process in the summer of 2023 to engage the public and solicit input on the preliminary visioning, goals, and plan directions for the new Edmonds Town Centre Plan. Feedback received during Phase 1 public consultation will help guide the development of early draft plan directions, as the basis for developing a new comprehensive plan for the Edmonds Town Centre area.

## 2.0 POLICY FRAMEWORK

The development of the new Edmonds Town Centre Plan is consistent with direction provided by Council adopted plans and policies, including: Corporate Strategic Plan (2022), Regional Context Statement (2013), Official Community Plan (1998), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Economic Development Strategy (2007), Climate Action Framework (2020), Burnaby Safety Plan (2020), Burnaby Transportation Plan (2021), Home Strategy (2021), and Rental Use Zoning Policy.

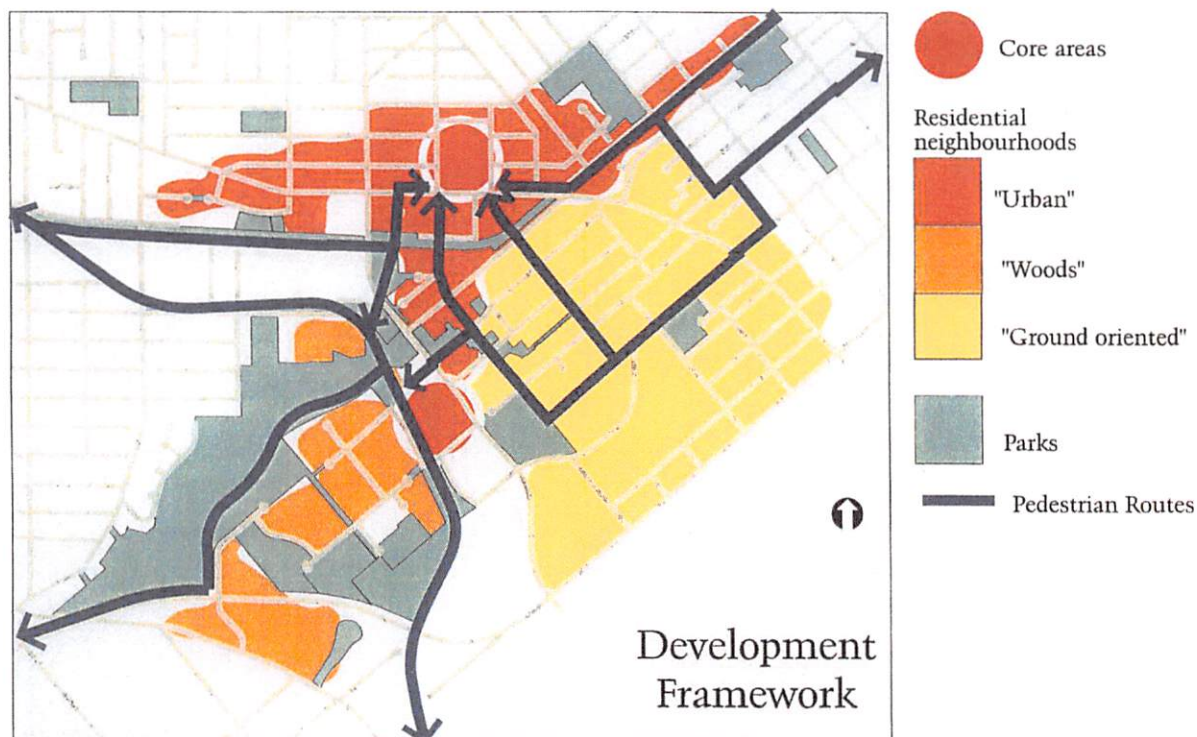
The 1998 Burnaby Official Community Plan (OCP) identifies Brentwood, Metrotown, Lougheed and Edmonds as four regional Town Centres within the City, with Metrotown designated within the Metro Vancouver Regional Growth Strategy (RGS) as a Regional City Centre. The 2017 Metrotown Downtown Plan elevated the designation for Metrotown as the Downtown core for the City. The City's Downtown and Town Centres are intended to accommodate higher-density mixed-use and residential forms in a more urban setting, and to contribute to the City's diversity, regional influence and self-sufficiency by combining transportation and social infrastructure with residential and employment opportunities.

## 3.0 PLAN AREA CONTEXT AND BACKGROUND

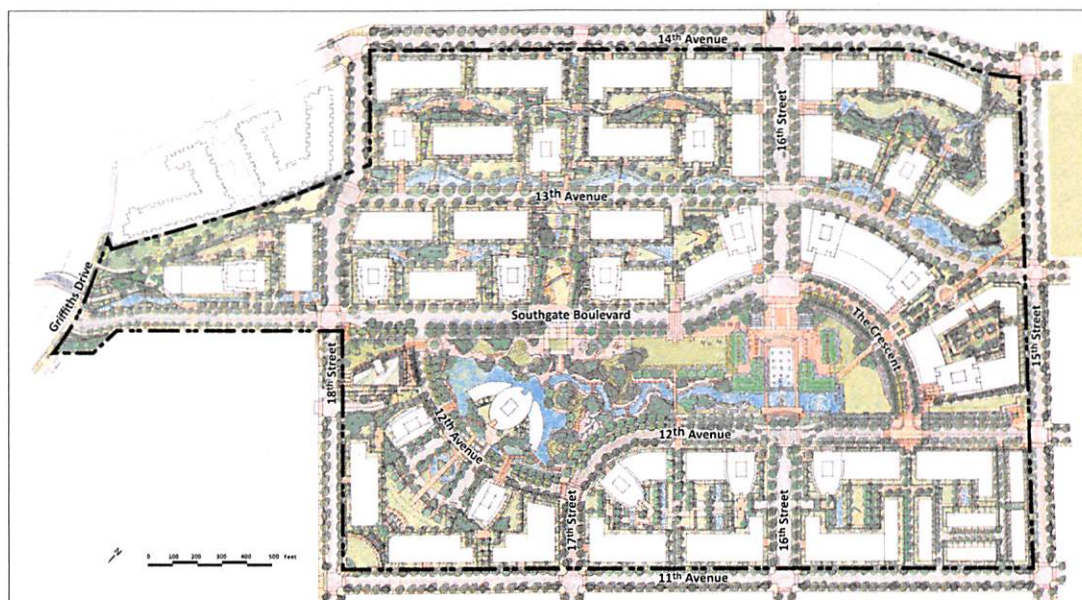
The Edmonds Town Centre occupies approximately 371 hectares (908 acres) within the southeast quadrant of the City (see *Attachment #1*). Edmonds was Burnaby's first downtown, and at its centre was the first municipal hall located at Kingsway and Edmonds Street. Connected to the broader City and region by major road, streetcar and interurban networks, Edmonds was and is a major hub of activity in the City. Edmonds is geographically the largest Town Centre and benefits from the greatest complement of open spaces, which range from formally-programmed spaces in Edmonds Park and Community Centre, to naturalized spaces within Byrne Creek Park. Edmonds is also one of the most diverse neighbourhoods in the city, with a dynamic mix of residents of all ages, income levels and backgrounds. This recent history, diversity and connection to open space makes Edmonds a special and unique place in Burnaby, for which continued investment in its future success is essential.

The current Edmonds Town Centre Community Plan was adopted by Council in 1994 based on the recommendations from the Edmonds Area Advisory Committee, and it established a development framework which identified distinct Urban, Woods and Ground Oriented Neighbourhoods within the community (see *Figure 1*). Together, these three neighbourhoods provided a foundation to develop an Edmonds community with improved and more focused urban commercial cores, a varied mix of housing forms, connected parks, expanded open space, a transportation network, and facilities and services to meet local and broader community needs.

The Edmonds neighbourhood underwent significant changes and development following the adoption of the Plan in 1994, particularly in the Woods and Urban Neighbourhoods, including the Highgate Village Core area along Kingsway. The Plan was amended in 2014 with Council approval of the Southgate Master Plan rezoning (Rezoning Reference #14-25), which established a master plan for the 51-acre Southgate development site within Edmonds (see *Figure 2*). Subsequent site specific rezoning applications in accordance with the Southgate Master Plan are currently under review, with the initial phase having been approved and currently under construction.



**Figure 1.** The Development Framework identified in the original Edmonds Town Centre Community Plan (1994)

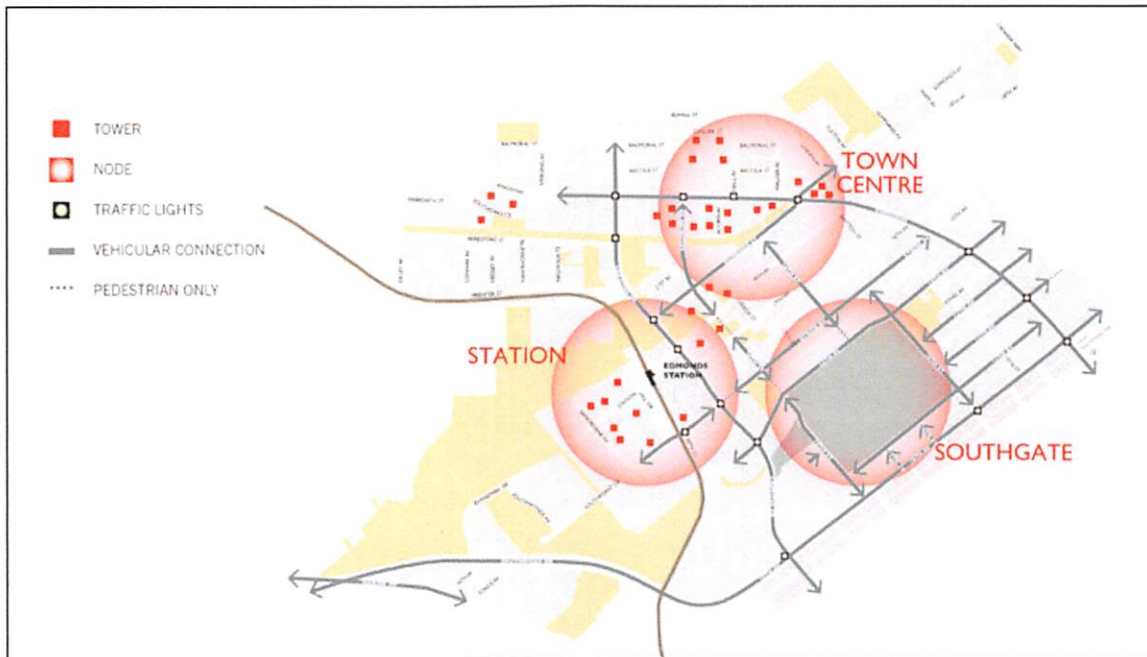


**Figure 2.** Concept Plan for the Southgate Neighbourhood, comprised of five neighbourhood areas oriented around a five-acre central park

Through the Southgate master planning process, a more contemporary urban fabric for Edmonds was identified, which is rooted in three primary high density mixed-use nodes, located at Kingsway and



Edmonds (the “Town Centre Node”), the Edmonds SkyTrain Station (the “Station Area Node”), and the Southgate Village Node (see **Figure 3**). Within the Town Centre Node, a conceptual master plan for the redevelopment of the Hall Towers site located at the southwest corner of the Kingsway and Edmonds Street intersection is ongoing. This proposed development includes four publicly-owned properties and presents an opportunity for the City to partner with BC Housing to develop a complete, high-density mixed-use neighbourhood within the Edmonds Town Centre.



**Figure 3.** Mixed-Use Nodes in the Edmonds Town Centre identified during the Southgate Village Master Planning process

#### 4.0 PURPOSE OF THE NEW EDMONDS TOWN CENTRE COMMUNITY PLAN

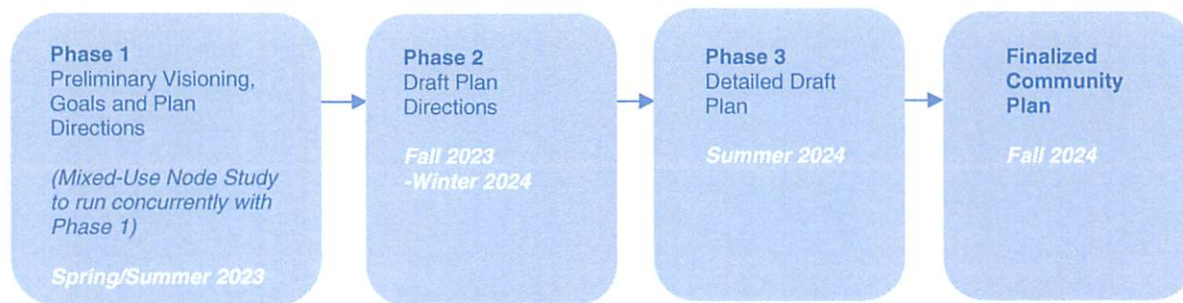
The ongoing development of the Southgate Village neighbourhood and the proposed master-plan for the Hall Towers site are two examples of continued market interest in development of the Edmonds Town Centre. The purpose of the new Edmonds Plan is to build off of the original community plan and the ongoing growth and evolution of the Edmonds community that has occurred since, by providing an updated framework for the strategic and well-managed growth of the Edmonds Town Centre in line with recent emerging community and City-wide trends, including the following:

- Climate Action and Community Resiliency
- Official Community Plan Update (ongoing)
- Truth and Reconciliation
- Sustainable Transportation
- Housing Choices
- Employment Options
- Placemaking, Public Space and Urban Design
- Corridor Planning
- Smart Cities Technologies

In addition, the new community plan should incorporate direction on how to better integrate new development with existing and future urban surroundings, as well as measures to maintain and enhance the community's unique makeup and culture (e.g. through tenant assistance policies, and protection of environmental, heritage, and other placemaking assets) as the Town Centre continues to evolve.

## 5.0 OVERVIEW OF THE COMMUNITY PLAN PROCESS

The development of the new Edmonds Plan will involve a multi-phased public consultation process, as outlined below in **Figure 4**. Each phase of the community planning process will involve extensive public consultation with area residents, property owners, Host Nation groups, and a range of community partners. It is noted that citizen-led advisory groups played a significant role in developing the original Edmonds Plan and as such, each public consultation phase will involve referrals to applicable community-based groups that remain active in the community.



**Figure 4. General Community Plan Development Process for the Edmonds Plan**

A brief summary of each public consultation phase is outlined below:

- **Phase 1 – Preliminary Visioning, Goals and Plan Directions (Spring-Summer 2023):** This initial phase focuses on raising awareness about the community planning process and inviting the public to engage and learn more about the project. Initial engagement will invite the public to provide general feedback on the broad-level preliminary visioning, goals and plan directions for the community plan moving forward. Concurrent with Phase 1 public consultation, a more detailed and targeted study of the three Mixed-Use nodes (see **Section 6.3.2**) will be conducted to determine potential future land use designations and building forms, in order to ensure that investment in housing and commercial revitalization may be advanced within these key areas of the plan as early as possible, opportunities arise.
- **Phase 2 - Draft Plan Directions (Fall 2023-Winter 2024):** This phase will seek general input on preliminary draft plan directions for the new Edmonds Plan. The draft plan directions will introduce the general plan structure and introduce policy directions for key topics such as land use, mobility and public realm, housing, and community amenities and services. It will also present any revisions to the plan area boundary in draft form, based on input received during Phase 1.
- **Phase 3 – Detailed Draft Plan (Summer 2024):** The final public consultation phase will seek input on the detailed draft plan, which will have been refined and developed based on feedback received from previous project phases.

- **Plan Adoption (Fall 2024):** Staff will revise and finalize the plan as necessary based on input received on the detailed draft plan during Phase 3, and present it to Committee and Council for adoption.

## 6.0 PHASE 1 PUBLIC CONSULTATION

As noted, this report seeks Committee and Council approval for staff to proceed with Phase 1 public consultation this spring and summer. This section of the report outlines the Phase 1 content that will be presented to the public as a basis to receive input on the preliminary visioning, goals, and plan directions for the new Edmonds Plan. *Attachment #2* provides a comprehensive overview of this content that will be refined and displayed as a discussion guide when Phase 1 public consultation is launched.

### 6.1 Preliminary Visioning

Vision statements establish a set of succinct, broad-level goals and aspirations for the community's future. While a formal vision statement for the Edmonds Plan will not be established until later phases, Phase 1 public consultation will start seeking input on important aspects and values that the community believes should be part of the vision for the new plan, including the following:

- Facilitating diversity, inclusivity and community resiliency;
- Promoting safe, accessible, and well-connected public spaces and streets;
- Fostering a distinct neighborhood character and identity;
- Enabling a broad range of housing and employment options;
- Enhancing the ecological function and public enjoyment of natural spaces and watercourses like Byrne Creek; and,
- Improving access to recreation, nature, and cultural amenities.

This preliminary visioning exercise will help guide the development of a formal vision statement that will ultimately be included in the new Edmonds Plan.

### 6.2 Preliminary Goals

Phase 1 public consultation will introduce the following set of preliminary goals and sub-goals that will help inform discussion and garner meaningful input on the future of the Edmonds community:

#### Goal #1 – Town Centre Housing

Provide a diverse range of Town Centre housing types, forms and tenures across Edmonds, complemented by high-quality community amenities and services.

#### *Subgoals:*

- Focus high-density residential and mixed-use forms around the Edmonds SkyTrain station (Station Area Node), the intersection of Kingsway and Edmonds Street (Town Centre Node), and Southgate Village (Southgate Village Node) (see *Section 6.3.2*).
- Provide medium-density, mid-rise mixed-use forms along the Kingsway Corridor.

- Other residential areas in the community will provide low to mid-rise apartment forms, as well as missing middle forms such as townhouses and rowhouses, to create thoughtful building height and massing transitions throughout the Town Centre between lower and higher density areas.
- Apply the City's existing housing policies (e.g. the Rental Use Zoning Policy and the Tenant Assistance Policy) to ensure the provision of rental housing in future developments, and protection for existing residential tenants during redevelopment.
- Facilitate development of non-profit and supportive housing within the Town Centre through leveraging City-owned sites.
- Continue to expand the range of community amenities, services, and commercial uses that are needed to serve a growing, diverse Town Centre community.

## **Goal #2 – Major Public Space Connections**

Develop usable, comfortable, and accessible urban public spaces and streets throughout the Edmonds Town Centre.

### ***Subgoals:***

- Active public spaces should be a prominent feature around key destinations in the Town Centre, including near the Edmonds SkyTrain Station (Station Area Node) and the intersection of Kingsway and Edmonds Street (Town Centre Node).
- All streetscapes should employ the City's Town Centre Standards, and incorporate key features such as landscaping, stormwater management measures including green infrastructure, high-quality paving, seating and separated pedestrian and bicycle lanes, where achievable.
- Integrate urban public spaces that enhance and promote climate resilience, such as greenways, seasonal flooding areas, demonstration gardens, and emergency hubs.
- Engage in Smart City Technologies (e.g. public EV charging stations, real-time transit information panels, digital wayfinding features) to make moving and travelling around the Edmonds community easier and more accessible.

## **Goal #3 – Green Connections**

Connect residents to nature by preserving, enhancing and expanding the community's parks, green spaces, trails, watercourse and riparian habitats, green corridors, and other environmental assets.

### ***Subgoals:***

- Improve pedestrian, bicycle and public transit connections to parks and green spaces throughout the Town Centre, utilizing existing trails like the B.C. Parkway and Highland Park Line, as well as new trails, streets, and green connections.
- Commit to expanding and improving existing parks, green spaces, and green corridors in Edmonds. Protect, and where feasible, daylight watercourses, providing green connections to parks such as Ernie Winch Park and Mary Avenue Park.
- New developments and land use policy should integrate riparian habitat protection, maintenance, and enhancement as a key priority.
- Promote public education and stewardship of environmentally-protected areas such as the Byrne Creek watershed. Identify locations and develop policies that support nature-based solutions (i.e. multi-use water quality/natural wetland facilities) for improving rainwater management, water quality, and overall watershed health.



#### **Goal #4 – Economy and Employment**

Establish Edmonds as an economically-thriving regional Town Centre, centered around several Mixed-Use Nodes (see *Section 6.3.2*), that encourages business and social enterprise and offers a range of employment opportunities.

##### ***Subgoals:***

- Consider creative employment or creative economy uses in industrial areas, which may be implemented incrementally over time.
- Establish vibrant and active commercial cores, with ground-oriented retail and service uses near the SkyTrain Station (Station Area Node) and the intersection of Kingsway and Edmonds Street (Town Centre Node). Commercial uses should also extend along Kingsway to reinforce its commercial high street character.
- Encourage accessory non-profit social enterprises, community spaces, and child care centres in mixed-use developments to support employees and residents.
- Promote office and hospitality uses in the Town Centre and Station Area Nodes to diversify and strengthen the local economic base, and enhance Edmond's position as a regional Town Centre.

#### **Goal #5 – Climate Action and Resiliency**

Strive for a future Edmonds community that advances Burnaby's goals and targets for climate action and community resiliency.

##### ***Subgoals:***

- Establish climate action strategies that are specific to the Edmonds neighbourhood and in line with citywide strategies, in areas such as land use, transportation, public realm, and urban design
- Require green buildings that maximize energy and water conservation, and minimize waste and greenhouse gas emissions.
- Facilitate District Energy Utility (DEU) connections for existing and new multiple family residential developments as well as for commercial, industrial and other uses, as this option becomes available.
- Build community resilience in Edmonds so that the community is able to withstand, adapt to, and rebound from changes and events (e.g. floods, heat waves, pandemics) with minimal impact.

#### **Goal #6 – Community and Place**

Foster an Edmonds community that is distinct from other Town Centres in Burnaby, and remains a unique place where people are proud to live, work and recreate in.

##### ***Subgoals:***

- Encourage public art that is contextually-relevant and reflects the history, heritage and identity of Edmonds.
- Promote high-quality urban design for all aspects of new developments, including building design, site layout, public realm, and accessibility.

- Recognize historic transportation routes including through interpretive strategies, such as signage and banners.
- Emphasize community safety as a key aspect of urban design and placemaking in Edmonds.
- Work with Burnaby's Host Nations and members of Burnaby's urban Indigenous communities on strategies specific to Edmonds that will help advance the City's Truth and Reconciliation efforts. These may include strategies related to wayfinding, placemaking and place-naming, public art, housing, social and environmental sustainability, architecture, and urban design.
- Preserve and enhance significant heritage assets in the Edmonds community. Where feasible, incorporate heritage assets (including buildings, natural heritage features, and objects) as part of new developments.
- Celebrate cultural diversity in Edmonds and continue to focus on cultivating an inclusive community where people from all cultures and backgrounds feel at home.

Input received on these goals and sub-goals in Phase 1 will help to further shape policy directions on various topics during Phases 2 and 3.

### **6.3 Preliminary Plan Directions**

The preliminary plan directions are separated into three categories, as outlined below, and will be used to garner further discussion and input with residents, community partners and other members of the public during Phase 1 public consultation.

#### **6.3.1 Plan Area Boundary**

Phase 1 public consultation will present preliminary ideas and options (see *Attachment #2 page 5*) for how the Edmonds Plan area boundary may be amended through the community plan process, to achieve various objectives including the following:

- Provide additional opportunities for missing middle housing (e.g. townhouses, row houses, multi-plexes), in coordination with the ongoing Housing Choices Program, that are located close to transit (i.e. within 400-800 metres of the Edmonds SkyTrain Station) and create gradual building form and scale transitions between the Town Centre and surrounding neighbourhoods;
- Provide better continuity between the Edmonds community and adjacent neighbourhoods;
- Enable better mobility connections and public realm improvements to a wider area of the community, for the benefit of more residents and visitors; and,
- Enable consideration for expanding park and public use spaces as the community grows.

While final decisions regarding the plan area boundary for the new Edmonds Plan will not be made during Phase 1, initial discussions and input will help to shape further discussions during Phases 2 and 3, and will eventually contribute to developing the proposed plan area boundary for the new Edmonds Plan. To encourage these initial discussions during Phase 1, the public will be asked to comment and provide feedback on the preliminary ideas and options presented for an amended Edmonds Plan area boundary.

### 6.3.2 Land Use Framework

The preliminary Land Use Framework builds on the “Mixed-Use Nodes” concept developed during the Southgate master plan process to identify initial broad-level ideas for future land uses and building forms in different areas of Edmonds (see *Attachment #2 pages 7-15*). Aside from the three Mixed-Use Nodes, the preliminary Land Use Framework also identifies and describes other distinct corridors, districts, and areas, including areas that could provide for various types of housing forms, types and tenures in the future.

This framework will form the basis for preliminary land use discussions during Phase 1 and will also serve as a starting point for a “deeper dive” into discussions around specific land use designations and building forms that may be proposed in the Mixed-Use Nodes. The goal of these discussions is to identify land use designations in order to provide more immediate housing and commercial revitalization opportunities for these key areas of the neighbourhood, should these opportunities present themselves in the shorter-term future. Below is a brief commentary on each of the Mixed-Use Nodes and the type of input that Phase 1 will seek in order to guide further land use decisions and strategies for the new Edmonds Plan.

- *Town Centre Node:* The Town Centre Node is located at the busiest intersection in Edmonds, at Kingsway and Edmonds Street, and represents the geographical centre of the Edmonds community. High-density mixed-use forms already exist in this node, most prominently the recently-completed Kings Crossing development at the northeast corner of the intersection, which consists of three high-rise apartment towers (with the tallest reaching 37 storeys), a six-storey office building, and two-storey commercial podium. Significant community amenities also exist in this node, including the Tommy Douglas Library. Development of the conceptual master plan for the Hall Towers site at the southwest corner of the intersection is ongoing, which if approved by Council, would result in further high-density development in the Town Centre Node. Phase 1 will focus on soliciting public input on how to further establish the Town Centre Node as the central mixed-use core of Edmonds, and the exploration of appropriate future land uses and building forms that may complement and enhance the existing character and features of this area.
- *Station Area Node:* The Station Area Node is located east of the Edmonds SkyTrain Station, which provides direct access to the Expo SkyTrain Line and other public transit connections. Several medium to high-density residential developments exist in the area. Phase 1 will focus on exploring future land use and built form options that may be considered to enhance the Station Area Node as the primary public transit gateway to the Town Centre, including consideration of mixed-use development and additional transit-oriented housing options, where feasible.
- *Southgate Village Node:* As noted, the Southgate Master Plan was approved in 2014, and initial phases of construction have begun. While the development of the new Edmonds Plan is not intended to significantly alter the conditions of the approved master plan, Phase 1 will further explore opportunities, where feasible, to incrementally refine directions to ensure that future development is aligned as closely as possible with the overall land use directions of the new Edmonds Plan. This may also include exploration of future land uses adjacent to the Southgate

Village Node, to ensure that strategies and policy directions are in place for appropriate land use and building form transitions to surrounding lower-density neighbourhoods.

Spanning primarily from the Town Centre Node, the preliminary Land Use Framework identifies High Street and Community Mixed-Use Corridors that are intended to provide for mixed land uses, featuring ground-level commercial uses and residential uses above, along key streets (primarily Kingsway and Edmonds Street) with the scale and intensity of commercial uses varying depending on location. The framework also identifies areas in Edmonds for future residential uses, future park or public uses, community uses, creative employment uses and industrial uses. Detailed descriptions of each of these land use categories and their intent is provided in **Attachment #2 pages 7-15**.

It is noted that while final decisions regarding the plan area boundary for the new Edmonds Plan will not be made during Phase 1, the preliminary land use framework takes into account the amended plan area boundary options identified in Section 6.3.1 of this report. This approach is meant to help initiate early discussions around the benefits and challenges of amending the existing plan area boundary, and to develop ideas for how different land use options for areas currently outside of the plan area may be considered separately (if they are not incorporated as part of the new Plan) or within the wider context of the Town Centre community. During Phase 1 public consultation, staff will ensure that this intent is communicated clearly to avoid the perception that decisions for amending the plan area boundary have been finalized.

### **6.3.3 Mobility and Public Realm/Green Space Connections**

Corresponding with Preliminary Goals #2 and #3 above, Phase 1 will present initial ideas for how mobility, public realm, and green space connections may be enhanced to provide a more interconnected Town Centre that provides safe, easy, accessible, and convenient ways to move around in the community, to access public transit, and to connect with nature. Various maps showing the long-range transportation network plans for pedestrian, cycling, driving, and public transit movement as identified in the Council-adopted Burnaby Transportation Plan, as well as the community's network of trails and green spaces, will be presented to the public and be used as a starting point for Phase 1 discussions on how mobility and the public realm in Edmonds may be enhanced over the mid to long-term future (see **Attachment #2 pages 16-20**).

## **7.0 PHASE 1 PUBLIC CONSULTATION METHODOLOGY**

Staff are seeking Council approval to proceed with Phase 1 public consultation, which will focus on raising awareness about the community planning process and inviting the public to engage and provide input on the preliminary visioning, goals and sub-goals, and plan directions. To notify as many residents, community partners, and members of the public as possible about Phase 1, staff will conduct an advertising campaign consisting of both print, online and social media advertising, as well as postcard mail-outs to area residents, tenants, businesses, and owners. Various methods will be used to engage with the public and obtain input throughout the spring and summer of 2023, including an online survey, one or more open house events, as well as print and online visual educational content. Staff will also seek to engage with various community groups to obtain more detailed insight on specific topics pertaining to the Phase 1 content. A dedicated phone line and email account will also be available for people to ask questions and have direct communication with staff about the project.



To: Planning and Development Committee  
From: General Manager Planning and Development  
Re: Edmonds Town Centre Community Plan  
Phase 1 Public Consultation  
April 27, 2023 ..... Page 12

## 8.0 CONCLUSION AND RECOMMENDATIONS

This report initiates Phase 1 of the Edmonds Town Centre Planning Process, establishing preliminary visioning, goals and plan directions for the Plan, and outlines the Phase 1 consultation methodology. It is recommended that Council endorse the preliminary visioning, goals, and plan directions, as well as the concepts for the Mixed-Use Node Study, as a basis for receiving community input for the Edmonds Plan. It is also recommended that Council authorize staff to undertake Phase 1 of the public consultation process. Results of the first public consultation phase would be the subject of a future report to Council.



E. W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

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*Attachment 1 – Edmonds Town Centre*

*Attachment 2 – Edmonds Phase 1 Preliminary Visioning, Goals and Plan Directions*

P: Community Plans\Town Centres\Edmonds\01 COMMUNITY PLAN REVIEW\1.0 PDC Council Presentations and Reports\Phase 1 PDC Report and Presentation (Edmonds)\PDC Report - Edmonds Community Plan - Phase 1 2023-05-10.docx