

ITEM 10  
MANAGER'S REPORT NO. 70  
COUNCIL MEETING 88/10/31

RE: REDEVELOPMENT TERMS OF REFERENCE - EDMONDS JUNIOR SECONDARY SCHOOL SITE

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building Inspection be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER 1988 OCTOBER 24  
FROM: DIRECTOR PLANNING & BUILDING INSPECTION OUR FILE: 10.101.1

SUBJECT: REDEVELOPMENT TERMS OF REFERENCE - EDMONDS JUNIOR SECONDARY SCHOOL SITE

PURPOSE: To obtain Council approval in principle to proposed terms of reference for the redevelopment of the Edmonds School site.

RECOMMENDATIONS:

1. THAT Council approve the general guidelines of redevelopment for the Edmonds School site as described in this report as the basis for discussions with the Parks and Recreation Commission, the School Board, and residents and businesses within the immediate neighbourhood.
2. THAT a copy of this report be forwarded to the Parks and Recreation Commission for their consideration and comment on its parks and recreation component.
3. THAT a copy of this report be forwarded to the Burnaby School Board together with an invitation to meet with the Municipal Council and the Parks and Recreation Commission to discuss this subject should this be their desire.
4. THAT a copy of this report be forwarded to those residents and businesses in the area bounded by Edmonds Street, Humphries Avenue, 18th Avenue and Canada Way for their review together with an invitation to meet with staff.
5. THAT a copy of this report be sent to Buron Housing Corporation, Suite 403-1385 West 8th Avenue, Vancouver, B.C. V6H 3V9.

SUMMARY

This report presents a generalized concept plan for the proposed redevelopment of the Edmonds School site. The concept provides for the retention of the Edmonds Elementary School in its relocated position; a combined school ground/community sports field of 2.7 acres and two sites proposed for residential development. A 2 acre parcel, located on the north-west corner of the site is proposed for low density multi-family housing under CD(RM1) development guidelines. A smaller and separate lot fronting on 19th Avenue is proposed for sale and development under R5 (Single and Two Family Residential) guidelines.

This report seeks Council approval in principle to the proposed guidelines as the basis for review and comment by the Parks and Recreation Commission, the School Board and neighbouring residents and businesses.

R E P O R T

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1.0 BACKGROUND

Council, at its meeting of 1988 October 03, received a report concerning the proposed redevelopment of the Edmonds Junior Secondary School and the Burnaby South Senior Secondary School sites. The report provided background to the proposal and outlined general classes of use considered most appropriate for the redevelopment of the sites as the basis for discussions with prospective development interests.

The Council at that time referred the report back to staff with a request for further information on the need for rezoning; a fundamental review of land uses, including a possible residential redevelopment of the Burnaby South site, and an update of current market interest on the two sites.

This report provides the requested information in relation to the Edmonds Elementary School site. A separate report is found elsewhere on the agenda in relation to the Burnaby South site.

2.0 THE NEED FOR REZONING

The Edmonds School site is presently zoned P3 (Park and Public Use). This is a public use district intended to serve the educational, park and recreational needs of the Municipality. An outright permitted use under this zoning category is public schools.

Redevelopment of this property for uses other than those public uses contained in the P3 category will require rezoning of the property. Proposals for the residential redevelopment of the site would require a rezoning to the appropriate zoning category. A community sports field component could occur under the existing P3 zoning.

3.0 UPDATE ON THE SALE STATUS OF THE SITE

Shortly after the time of writing of our previous report to Council, conditional offers to purchase the two properties were made and accepted in principle. The Superintendent of Schools in a letter dated 1988 October 14 (see attached) outlined the status of the Edmonds and Burnaby South School sites with respect to their possible future sale. Letters have been forwarded to both interested parties identified in the letter, advising them of the status of the land use review for these two sites.

In the case of the Edmonds site, a rezoning application from Buron Construction Ltd. was received by this department on 1988 October 19 for the development of co-operative housing on a portion of the site. Consideration of this application will need to await Council's consideration of this report item.

#### 4.0 FACTORS INFLUENCING REDEVELOPMENT TERMS OF REFERENCE

##### 4.1 General Description of Site

The Edmonds School site is situated at the intersection of Canada Way and Edmonds Street and occupies an area of approximately 8.3 acres. The site is currently zoned P3 (Park and Public Use). To the south and the west of the site is an established single and two family residential area. Across Edmonds Street is existing C4 strip commercial development. North of this is a high and medium density form of institutional housing at the New Vista Seniors' Complex and the Canada Way Care Centre/Lodge.

As part of the School Plan for Adjustment program underway, the Edmonds Junior Secondary School has been phased out. In a related decision, the Burnaby School Board has relocated the Edmonds Elementary School program to the 18th Avenue wing of the former Edmonds Junior Secondary School facility. This followed a consultative process with an Edmonds Community Advisory Committee.

The school site, together with the existing ownership pattern and the location of the relocated Edmonds Elementary School facility is shown on the attached Figure 1.

The School District has indicated a desire to market a portion of the Edmonds School lands considered redundant following closure of the Edmonds Junior Secondary School program. Preliminary discussions with School District staff were based on their proposal to market a 2.38 acre parcel.

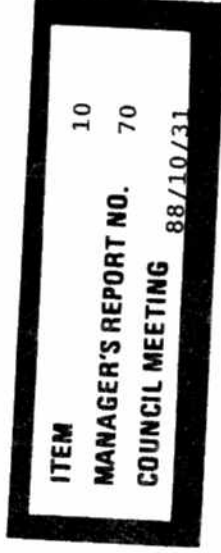
##### 4.2 Site Planning Considerations

In considering the 8.3 acre Edmonds School site, there are a number of site planning considerations that have a bearing on what part of the site is available for redevelopment. These are shown on Figure 2 and are described as follows:

###### a) Community Field Use

At the outset of the considerations concerned with the potential redevelopment of the Edmonds School site, a primary factor has related to the retention of the community field use that has been traditionally associated with this site.

Parks and Recreation staff in reviewing this matter have indicated a preference to continue to accommodate current usage by retaining a similar amount of space presently used for this purpose. The current facility is a lighted area 342' x 415' (3.26 acres) which meets both soccer game and practice needs and provides room for 4 ball diamonds. Parks staff have expressed the opinion that if deemed necessary a minimum community field area of 280' x 400' (2.57 acres) could be maintained. This would accommodate only 2 backstops and reduce from 4 to 2 the number of soccer teams that could simultaneously use the facility for practice.



In order for the desired development site to be created, it would be necessary for the community sports/school field to be re-oriented within the site. This would require the re-positioning of the existing lamp standards and relocation of the backstops and associated fencing.

b) Road Dedications

Staff have reviewed future road requirements as related to Edmonds Street and Canada Way which flank the subject property. Along Canada Way, 23' of additional right-of-way is required for the future widening and channelization improvement of Canada Way for left turn movements at the important Canada Way/ Edmonds intersection. Discussions with the Ministry of Transportation and Highways have indicated the desirability of effecting a Road Reservation Bylaw to provide for a possible future additional 11' road allowance along the Canada Way frontage.

Along the Edmonds Street frontage, there is need for 30' of additional right-of-way to a point approximately 200' west of Canada Way. For the remainder of the frontage, a 20' road allowance dedication is required. A 10' x 10' truncation is required at the corner of Canada Way and Edmonds Street.

c) Edmonds Elementary School

The building envelope of the newly housed Edmonds Elementary School (minus portions previously proposed for demolition) building and its immediate environs occupy an area of about 2.5 acres. A graveled parking area fronting on Nineteenth Avenue at the western end of the school, which is owned by the Municipality and was previously used by the Edmonds Junior Secondary School is no longer required in relation to the elementary school program.

Discussions with school district staff have confirmed that a typical elementary school facility requires a combined school building and grounds of about 5 acres. The use of a combined community field/school ground area is considered both feasible and desirable.

d) Burnaby Firehall No. 2

Plans call for the future improvement of the No. 2 Firehall located on Edmonds Street adjacent to the Edmonds School site. There exists a 30' road right-of-way between the firehall and the school site which has been proposed to be used for the necessary improvement to the firehall. A 20' widening from the front of the firehall will be required for the future improvement of Edmonds Street. A Road Exchange Bylaw is proposed to be used to effect the exchange of property as outlined.

#### 4.3 The Redevelopment Sites

The portions of the site proposed for private sale and redevelopment to an alternate use are two in number and are as shown on Figure 2. The combined area of these two sites is 2.2 acres.

Site 1 is part of the former gravel parking area owned by the Municipality and has an area of approximately 10,480 square feet.

Site 2 is the second and major development site and is 2.0 acres in area after dedications. This area is about .25 acres smaller than the area initially identified by the School District as the basis for preliminary discussions. The 2.0 acre parcel size reflects the availability of more precise information and initial design consideration as related to the community sports fields. Creation of a development area of this size requires accommodating the smaller of the possible community playfield scenarios as outlined above.

In order to help maximize the area of this redevelopment site, a small portion of the Nineteenth Avenue right-of-way (2,200 sq. ft.) is proposed for inclusion within its boundaries, as is approximately 2,540 sq. ft. of a Municipally owned property situated on Nineteenth Avenue. It is considered that these areas could be considered in the context of an overall exchange of property within the site.

#### 5.0 THE PROPOSED CONCEPT

The proposed concept for the Edmonds School site is as shown on Figure 3. The concept is based on the retention of the Edmonds Elementary School and the redevelopment of a combined school-grounds/community sports field area. It is further based on the assumption that the redundant Edmonds Elementary School building, which has been prone to vandalism, and the north wing of the former Edmonds Junior Secondary School will be demolished as part of the redevelopment process. Without the demolition of these two components, the proposed land use concept cannot be achieved. Provision is also made for the redevelopment of the two sites for residential purposes.

A more detailed description of the redevelopment opportunities follows.

##### 5.1 School/Sports Fields

The school and its environs combined with the school grounds/community sports field occupy a combined area of approximately 5.5 acres. The location of the elementary school has been predetermined because of the use of an existing school building. The combined schoolground/community sports field area occupies a site of approximately 2.7 acres.

The proposed sports field reflects the smaller of the possible community playfield scenarios as previously outlined. The concept as outlined incorporates a field area of about 400 by 300 feet that will allow 2 backstops and 2 soccer teams to use the facility simultaneously for practice. The sports field use, rather than the redevelopment site, has been located on that portion of the site that is subjected to greater noise levels from traffic given the nature of the use.

Provision of the larger dimension playfield would virtually rule out the possibility of a development site at the western edge of the site given the need to reorient the existing field on the opposite axis. It is recognized that the Parks and Recreation Commission will need to assess the desirability and practicality of this smaller field option.

#### 5.2 Site 1

It is proposed that a small portion of site 1 be used for the construction of a cul-de-sac at the end of Nineteenth Avenue as shown on Figure 3. Another 20'x 78' (1,560 sq. ft.) portion is proposed to be utilized as a public walkway from the cul-de-sac to the elementary school. A 2,540 sq. ft. portion of the area is proposed for inclusion within the adjacent Site 2. The remainder of the property is proposed to be developed consistent with the R5 Zoning guidelines. One duplex sized lot with an area of approximately 8,900 sq. ft. would be available for development.

#### 5.3 Site 2

In reviewing potential uses for this site, staff is of the opinion that the most appropriate use for this remnant portion is low-density group/multi-family housing development.

The westerly edge of the site is favoured for this use in view of the heavy traffic flows and related noise related to both Canada Way and Edmonds that would more adversely affect a residential site in the vicinity of the Edmonds/Canada Way intersection. The close relationship to the elementary school and the community playfields and the surrounding single and two family residential development are favourable factors supporting low-density, family-oriented accommodation at this site. This to a limited degree is offset by the potential nuisance factors caused by the immediate proximity to the number 2 firehall to the west and the lighted playfield to the east.

The accommodation of commercial uses on this, or a reconfigured development site, is not considered desirable given the magnitude of existing commercial strip uses along Edmonds Street and the importance of not adding to a dilution of the Edmonds Town Centre commercial function.

#### 5.4 Residential Development Terms of Reference - Site 2

In the case of the 2 acre redevelopment site at Edmonds School, staff have given consideration as to whether it should be reviewed as part of a possible linear extension to the boundaries of the Edmonds Town Centre and thus a possible candidate for densities consistent with an apartment area designation. This recognized the proximity of the site to the town centre area as well as the higher density forms associated with the nearby New Vista Seniors' Complex and the Canada Way Care Centre/Lodge (see Figure 4).

Our conclusion of this consideration based on a review of prevailing land uses is that such an extension may have practical benefits in the long term. There is also the view, however, that there is not justification at the present time to initiate such a proposed change and that any proposal for expansion should be considered in the context of a future comprehensive review of the Official Community Plan.

Nevertheless, when viewing this property from a long range planning perspective, its redevelopment must be considered in the wider neighbourhood context. On the basis of such a review, it is our conclusion that development with a maximum floor area ratio of 0.6 and corresponding to a density of about 20 units per acre is appropriate. This conclusion is related to the following in this particular situation:

- the higher density forms of institutional housing north of Edmonds Street, the commercial development along Edmonds and the Edmonds School site collectively form a node of higher intensity development.
- the maximum f.a.r. of 0.6 proposed for the site is the same as the maximum far allowable within an individual lot within the nearby R5 (single and two family) neighbourhood. The density of the new development would therefore be generally compatible with the existing low density residential development of the neighbourhood.

The development associated with Site 2 would accommodate approximately 40 units and correspond to a 2 storey form.

The development of this site will require careful treatment to ensure that the relationship to its immediate surroundings and uses is properly addressed. A CD(RM1) form of development, with its associated underground parking, will offer the advantage of a more flexible and efficient arrangement of the development. The RM1 category is intended for low density multiple family development particularly designed for families with children.

Other general development criteria and requirements associated with this site are recommended as follows:

- provision of underground parking with access to and egress from the site via 19th Avenue
- provision of a 35 foot building line setback from Edmonds Street to accommodate a landscaped berm and noise attenuation fencing
- a minimum 25 foot setback from other property lines recognizing the potential nuisance effects of the adjacent community field/school ground and firehall uses
- compliance with Council adopted sound criteria
- payment of the applicable per unit Neighbourhood Parkland Acquisition Charge.

6.0 POSSIBLE LAND EXCHANGE AGREEMENT

A recent title search of lands contained within the existing Edmonds School area boundary indicated that 1.49 acres of land are owned by the Municipality of Burnaby. Of this amount, .34 acres is proposed for either R5 development or walkway purposes, leaving an area of 1.15 acres which in part accommodates the Edmonds Elementary School building and western parking area. There may be advantage in effecting an exchange of land within the site that would result in a more logical ownership pattern.

7.0 CONCLUSION AND NEXT STEPS

This report has reviewed the relationship of the Edmonds School site to its surrounding area, examined a series of site planning considerations and presented generalized development terms of reference for two areas, having a combined area of 2.2 acres proposed for residential redevelopment.

The generalized concept plan for the area provides for the retention of the Edmonds Elementary School and a combined school grounds/community sports field, as well as a 2 acre redevelopment area proposed for low density multi-family housing based on CD (RM1) guidelines considered compatible with the surrounding area. A duplex sized lot, owned by the Municipality, on Nineteenth Avenue is also proposed for sale and development based on the R5 zoning guidelines.

Given the significant existing sports field use of this property and the proposed changes that would have a relationship on that use, it is recommended that Council approve the general guidelines for redevelopment as described in this report as the basis for discussions with the Parks and Recreation Commission for their consideration and comment. It is further recommended that the report be sent to the Burnaby School Board together with an invitation to discuss its contents at an informal meeting of Council should the Board so desire.

Although the proposed redevelopment area is relatively small, staff still considers it advisable to notify the residents and businesses in the immediate area of these proposed guidelines. Accordingly, it is recommended that a copy of this report be forwarded to those residents and businesses in the area bounded by Edmonds Street, Humphries Avenue, 18th Avenue and Canada Way. Staff, in the accompanying letter, would extend an invitation to meet with individuals or groups at their convenience, if necessary.

Unless otherwise directed by Council, staff intend to advise Buron Construction Ltd. that further processing of their rezoning application to develop a portion of the Edmonds Elementary School site will be deferred pending Council's final consideration of these guidelines.



A.L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

JSB/mcb

Attaches:

cc: Director Recreation & Cultural Services  
Director Administrative & Community Services  
Municipal Solicitor  
Superintendent of Schools  
Fire Chief



1988-10-17.

Mr. Mel Shelley,  
Municipal Manager,  
Corporation of the District of Burnaby,  
4949 Canada Way,  
Burnaby, B.C.  
V5G 1M2

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Dear Mr. Shelley:

Re: Sale of School Lands

This letter is to confirm the current status of the potential sale of the Burnaby South school site and a portion of the Edmonds school site. As you are aware, following selection of the McPherson site for the new "Burnaby South 2000" school, Colliers Macaulay Nicolls were retained to publicly market the surplus properties.

Peter Boyle consulted with the Ministry of Education to ensure that the marketing process met Ministry requirements. Upon confirmation of this, Colliers proceeded with public advertisement and received a number of offers.

An offer from the Willingdon Mennonite Brethren Church to purchase the Burnaby South site was received. Following confirmation that a prior offer from a Japanese International school was no longer active, negotiations proceeded with the Willingdon group. An offer to purchase containing a number of subjects was accepted by the Board on October 11, 1988. The potential purchasers then proceeded with removal of the subjects. Since the potential purchaser's development of a church and senior citizens housing, they began contacts with the municipal planning department.

With the closure of Edmonds secondary school and downscaling of the site to an elementary school, Colliers marketed a portion of the Edmonds site. Offers to purchase and develop CMHC housing were received. The Buron Building Corporation offer was accepted, again with a number of subjects including rezoning.

Both offers were accepted by the Board with awareness that zoning/rezoning processes would apply to removal of subject clauses. The Board is aware that Council has requested a review of redevelopment proposals and alternative land uses. The

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accepted offers do not preclude the municipality from conducting a review of zoning alternatives. It was expected that acceptance of the offers were to be followed by the zoning/rezoning process prior to sale being consummated.

The Board and district staff appreciate the informal discussions with municipal staff. It was recognized that actual accepted offers were required prior to rezoning considerations if competitive rezoning representations were to be avoided. There are now specific developments under consideration and we understand that this process will require time and consultation.

The school district has attempted to consider broad community interests while utilizing sale of surplus properties to fund the needed new secondary school and to avoid a heavy tax impact.

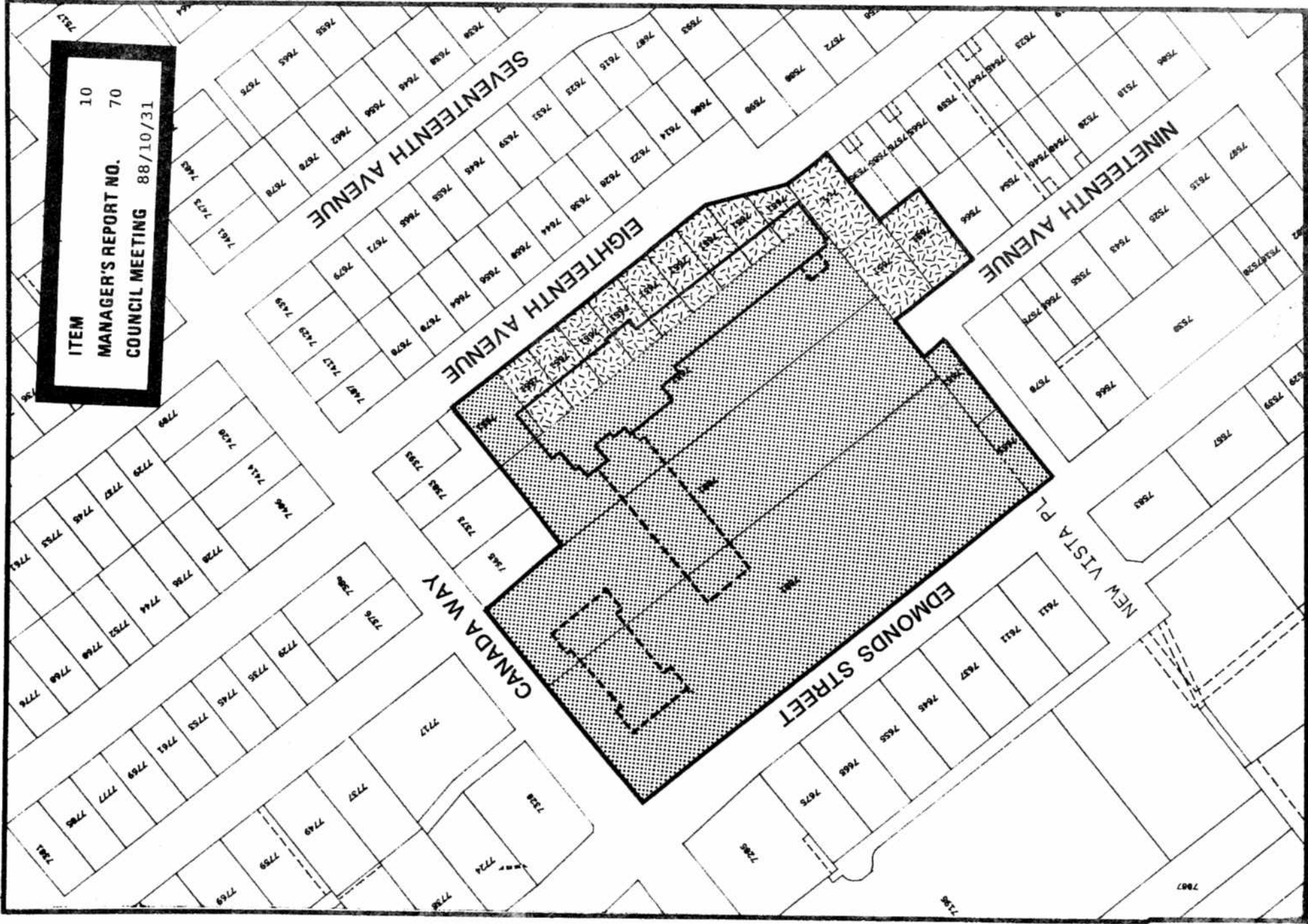
A letter of October 12 from A.L. Parr advised the district of the review. We will be pleased to provide any information required and to attend any meetings which will assist the process.

Sincerely,



Elmer E. Froese,  
Superintendent of Schools.

EEF/nsw



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Date: 1988 OCTOBER  
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LAND OWNERSHIP & EXISTING BUILDINGS

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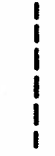
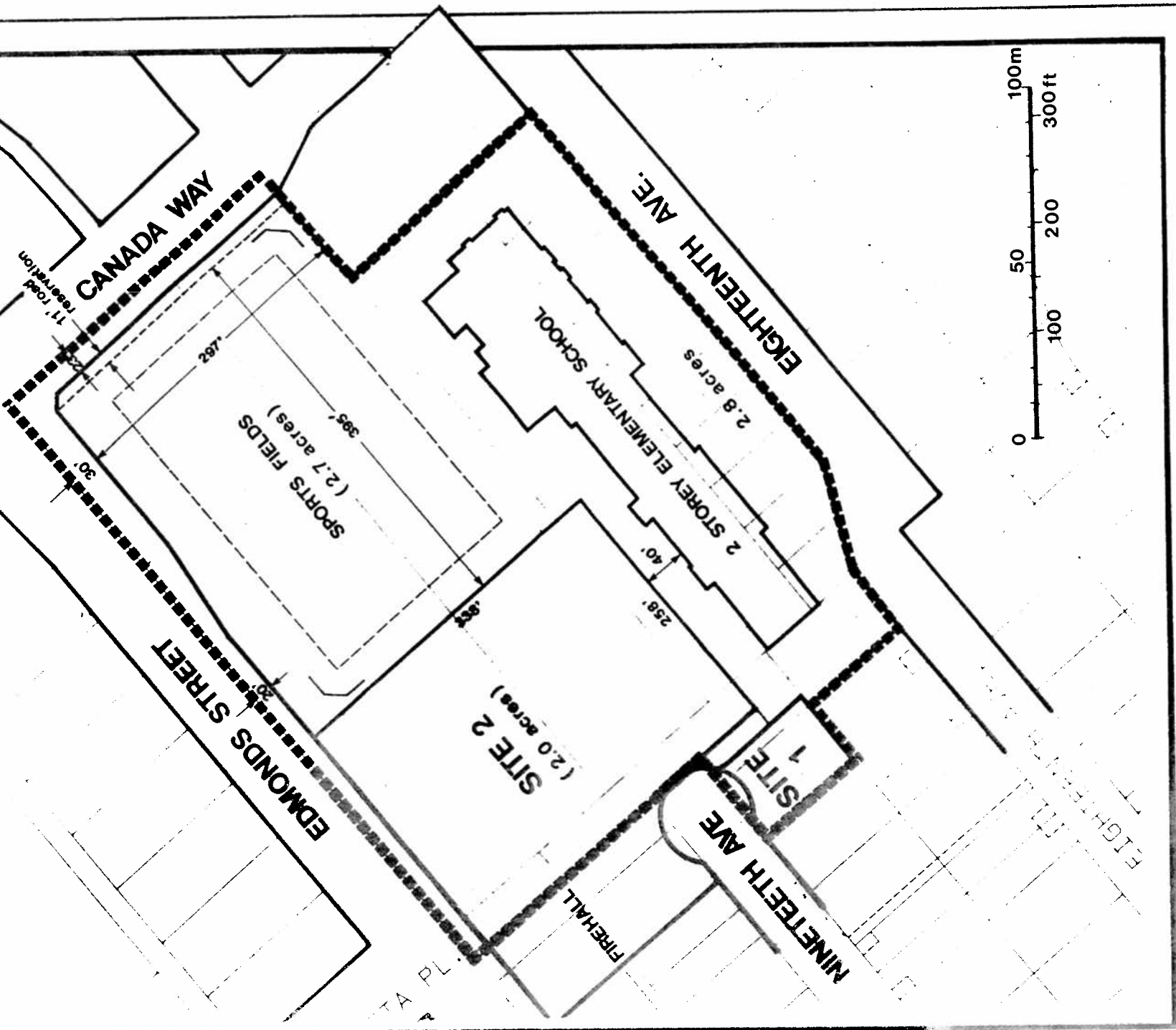
-  SCHOOL BOARD PROPERTIES
-  MUNICIPAL PROPERTIES
-  EDMONDS ELEMENTARY SCHOOL
-  BUILDINGS TO BE DEMOLISHED



FIGURE 1

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Planning & Building Inspection Department

**SITE PLANNING CONSIDERATIONS**  
 / REDEVELOPMENT SITES



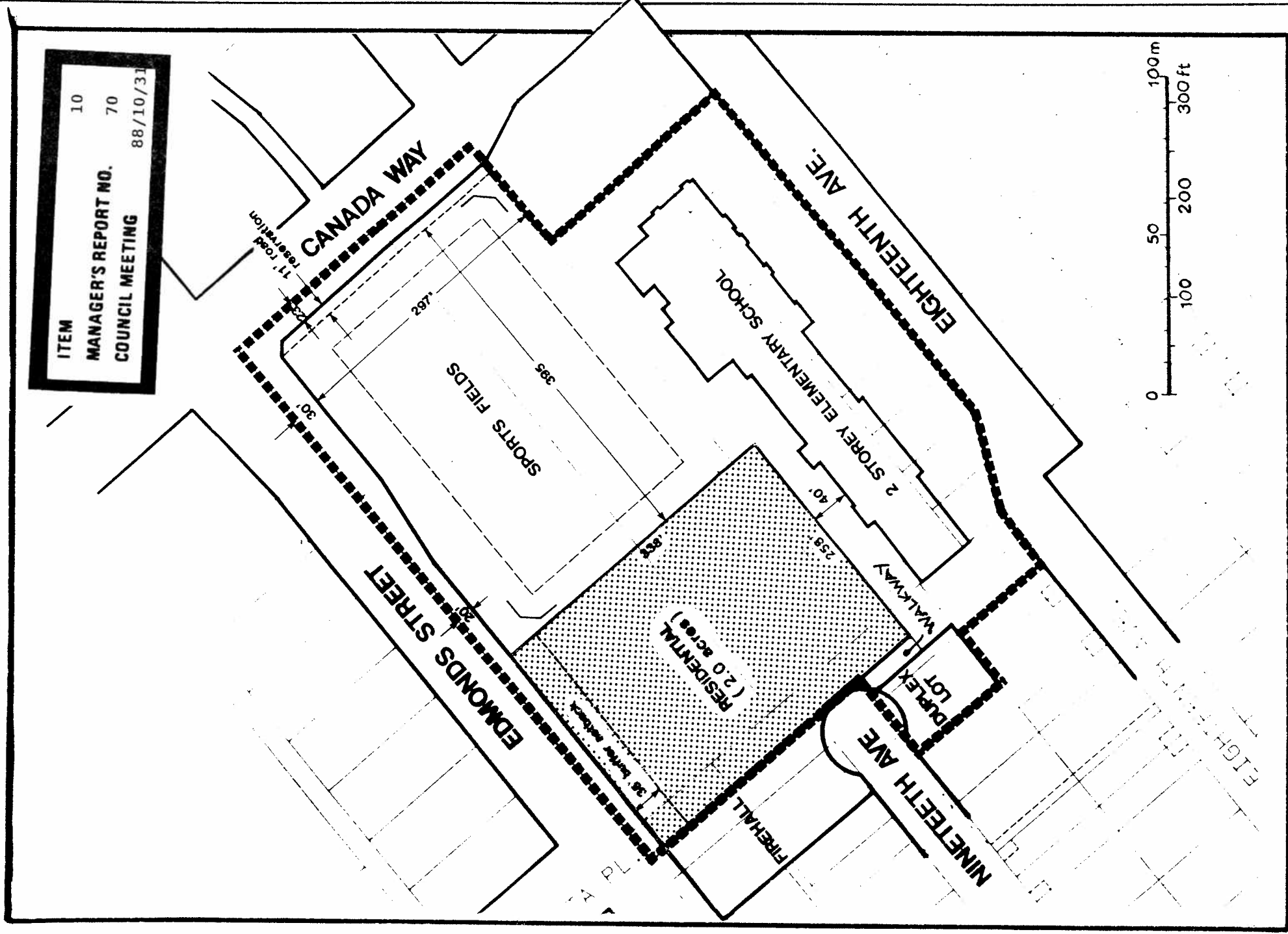
NORTH

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FIGURE 2



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1988 OCTOBER

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RCN



CONCEPTUAL PLAN 144

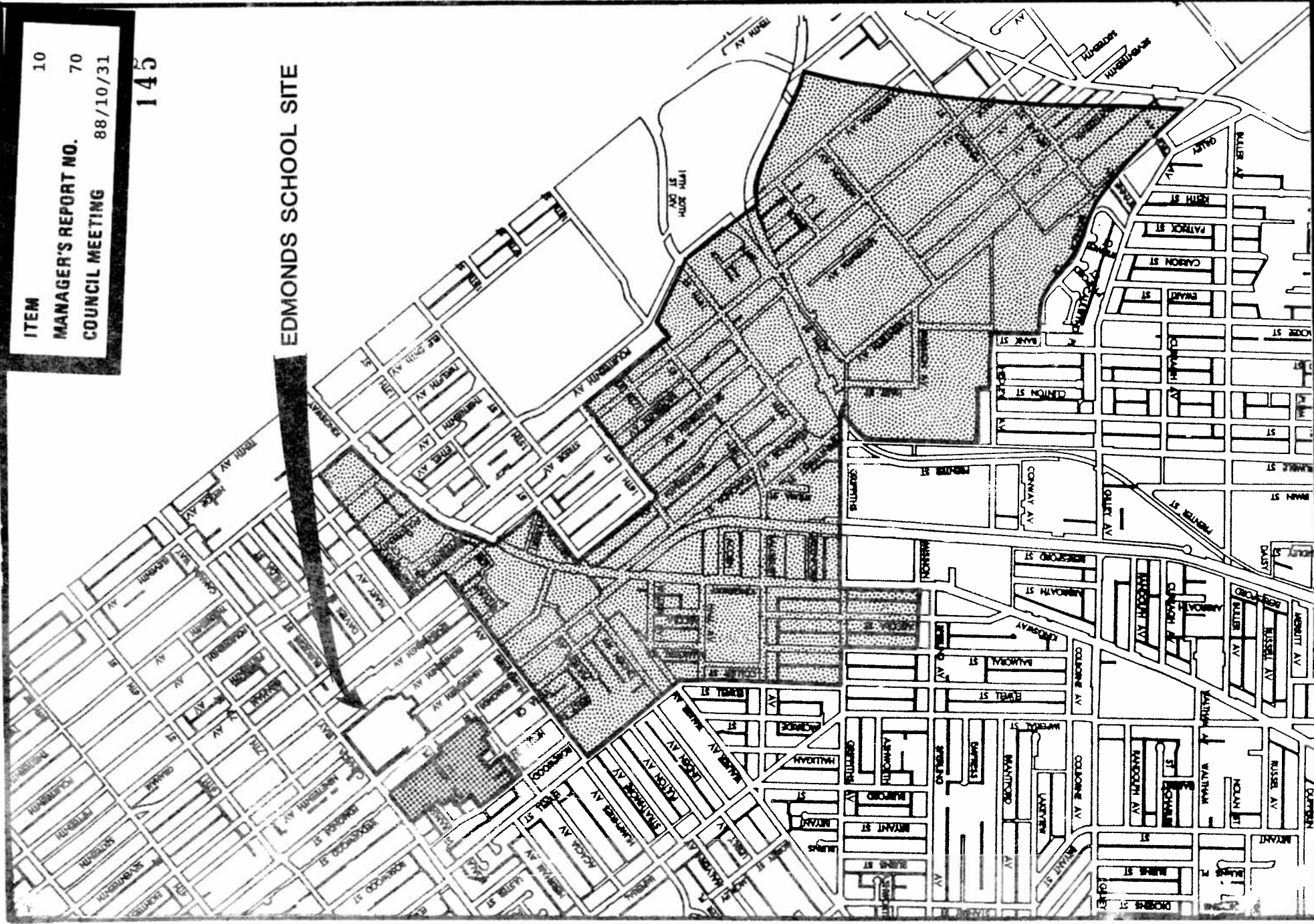
 NORTH  
 LOW DENSITY MULTI FAMILY  
 CD (RM1)

FIGURE 3

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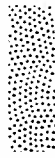
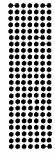

EDMONDS SCHOOL SITE



City of Burnaby  
 Planning &  
 Building Inspection  
 Department



## SITE 2 RELATIONSHIP

-  EDMONDS TOWN CENTRE
-  HIGHER DENSITY INSTITUTIONAL HOUSING
-  SITE 2

Date:

1988 OCT

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