

ITEM 5
MANAGER'S REPORT NO. 57
COUNCIL MEETING 88/09/12

RE: EDMONDS STATION AREA PLAN:
REVIEW OF THE TRIANGULAR AREA BOUNDED BY BERESFORD STREET, EDMONDS STREET,
NINETEENTH STREET AND GRIFFITHS AVENUE

MUNICIPAL MANAGER'S RECOMMENDATION:

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

* * * * *

TO: MUNICIPAL MANAGER DATE: 1988 AUGUST 31
FROM: DIRECTOR PLANNING & BUILDING INSPECTION

SUBJECT: EDMONDS STATION AREA PLAN:
REVIEW OF THE TRIANGULAR AREA BOUNDED BY
BERESFORD STREET, EDMONDS STREET,
NINETEENTH STREET AND GRIFFITHS AVENUE

PURPOSE: The purpose of this report is to present the results of a review of land use designations within the "triangle" area of the Edmonds Station Area Plan.

RECOMMENDATIONS:

1. THAT the Edmonds Station Area Plan be amended to change the land use designation of two sites within the "triangle" to provide for development under RM3 guidelines instead of RM4 guidelines, as shown on the attached sketch #12.
2. THAT a copy of the amended Plan indicating the changes be sent to all owners and residents within the "triangle".

R E P O R T

1.0 INTRODUCTION

On 1988 May 16, Council adopted the following two motions arising from consideration of a delegation's concerns regarding the Edmonds Station Area Plan:

1. "THAT a review of the Edmonds Station Plan be taken in two phases; the first phase being the triangle and the second phase being the larger remaining area within the plan.
2. THAT the review of the entire area commence in concert with the review of the triangle."

Since that time, a number of other delegations have appeared before Council regarding the same subject, expressing both concerns about and support for the Edmonds Station Area Plan as it currently stands.

Staff have now completed the first phase of the Plan review, dealing with the "triangle" which is the area bounded by Beresford Street, Edmonds Street, Nineteenth Street and Griffiths Avenue.

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2.0 BACKGROUND

The "triangle" in the Edmonds Station Area contains five redevelopment sites, one of which is designated for development under RM2 guidelines, while the remaining four sites are designated for development under RM4 guidelines. The latter, including two sites between Twenty-First Avenue and Edmonds Street (to the west of Salisbury Avenue) as well as two sites to the east of Salisbury Avenue (see sketch #1 attached) have been the subject of considerable discussion and numerous delegations to Council, and are the focus of this report. The designation by Council on 1987 September 09 of these four sites for redevelopment under RM4 guidelines was the culmination of a lengthy process initiated in 1984 which is outlined below.

Prior to this, the subject sites were located on the periphery of the Middlegate/Edmonds Town Centre area and were designated for medium density low-rise multi-family residential (RM3) development within Apartment Study Area '0', and subsequently by the Kingsway/Edmonds Area Plan (Community Plan Six) adopted by Council on 1980 March 31 (see sketch #2 attached).

With the development of the Edmonds SkyTrain Station at the foot of Eighteenth Avenue, however, an opportunity was perceived to extend the core of the Edmonds Town Centre southward to link the existing commercial and high density residential centre on Kingsway with the new Station. The central location of the sites at the Salisbury Avenue and Edmonds Street intersection between these two nodes was reflected by their designation for high-rise multi-family residential redevelopment in the proposed Edmonds ALRT Station Area Plan Concept presented to Council on 1984 December 03 (see sketch #3 attached). Although this Plan Concept was not approved or adopted by Council, it was this Department's understanding that Council's concerns with it focused on elements of the proposed road pattern and that there were no expressed major concerns regarding the Concept's proposed land use aspects.

On 1986 July 07 Council adopted a motion authorizing staff to recommence work on a plan for the Station area, and following further staff review a report containing a draft Plan for the Edmonds Station Area was submitted on 1987 March 16. This draft Plan, as recommended by staff and endorsed by Council for presentation at an Open House (see sketch #4 attached) designated the areas in question as four high-rise multi-family residential (RM4) redevelopment sites. As in the earlier Plan Concept, these sites formed part of a high density link between the Station and the existing high density Town Centre core along Kingsway, and provided for increased apartment accommodation within easy walking distance of both the SkyTrain Station and the commercial facilities on Kingsway.

An Open House regarding the draft Edmonds Station Area Plan (as well as the draft Edmonds Town Centre South Development Plan) was held at Stride School on the evening of 1987 May 27, following mailing and delivery of approximately 2,000 notices. Attendance was estimated to be over 300 persons.

During and following the Open House, a total of 152 written submissions were received, of which 144 included comments on the draft Edmonds Station Area Plan. A very large proportion of responses (54% of the total) was received from two RM3 condominium developments located at 7055 Wilma Street/7377 Salisbury Avenue (65 responses) and 7151 Edmonds Street (13 responses). The largest group of comments received (65 responses, of which 62 came from the two above-mentioned developments) expressed opposition to the proposed High-Rise Multi-Family Residential Component (RM4) of the draft Plan, in particular to those proposed sites located adjacent to their developments. Specific concerns were expressed regarding potential loss of privacy, view blocking, and overshadowing. A significant number of comments from these two developments (23 responses) also expressed concerns regarding future traffic volume increases on Edmonds Street.

Other comments received from at least 3 respondents each are listed below, with the number of respondents indicated in each case:

- (31) Support for the draft Plan.
- (12) Concern regarding existing and anticipated on-street parking shortages.
- (6) Need for a traffic signal at Eighteenth Avenue and Nineteenth Street for pedestrian access to the SkyTrain Station.
- (5) General concern regarding proposed density increases in the area.
- (5) Future Expansion Areas should be designated for apartment development at this time.
- (4) Need for road, sidewalk, and streetlighting improvements.
- (3) High-rise sites should be designated near Stride School.
- (3) Concern regarding a possible SkyTrain extension on the B. C. Hydro right-of-way adjacent to Beresford Street.
- (3) Questioned Light Industrial designation bounded by Nineteenth Street, Stride Avenue, Twentieth Street and Fourteenth Avenue.
- (3) Supported construction of Eighteenth Street between Seventeenth Avenue and Stride Avenue.

In response to the concerns expressed regarding the impact of proposed RM4 high-rise developments on the existing RM3 condominium developments at 7055 Wilma Street/7377 Salisbury Avenue and 7151 Edmonds Street, staff conducted an urban design study, concentrating on specific concerns expressed regarding potential loss of privacy, blocking of existing views and loss of sunlight due to overshadowing.

Sketches #5 to #9 attached, summarize the results of this urban design study. Sketch #5 shows optimum siting and building heights in stories for apartment towers on the high-rise (RM4) sites which had been designated on the draft Plan.² The information shown is based on apartment towers with a 671 m² (7225 sq. ft.) floor plate which would generally measure approximately 26 m x 26 m (85 ft. x 85 ft.). Existing topography is also indicated. Sketches #6 to #9 summarize the results of shadow studies conducted for the proposed developments. Significant dates in this regard are December 22 (maximum shadow conditions), September 23 and March 21 (mean shadow conditions), and June 22 (minimum shadow conditions). Shadows cast at noon on all these dates by the potential development (as illustrated on sketch #5) are shown on sketch #6. Shadow conditions for 10:00 a.m. and 2:00 p.m. for December 22, September 23 and March 21, and June 22 are shown on sketches #7, #8 and #9 respectively. Based on these studies, it was concluded that the proposed high-rise developments would not cause a significant loss of sunlight for the developments of which owners had expressed concern. Based on an analysis of the view corridors which could be maintained, it was also considered that all designated high rise sites could be maintained with minimal impact on the existing apartment developments in the area. Based on their spatial relationship to existing low rise apartments, however, and responding to the apartment residents' concerns, it was recommended that the two sites north of the Edmonds Street/Salisbury Avenue intersection should be designated for low-rise development rather than high-rise development as indicated on the proposed Plan submitted to Council on 1987 July 13 (attached sketch #10). This proposed Plan also included a text amendment noting RM4 buildings should be designed and sited to protect view corridors, and should be limited to a maximum height of 14 stories (reflecting the fact that although RM4 zoning regulations limit building heights to 30 m, increased heights for more slender towers to improve view corridors are permitted for Comprehensive Development projects). On 1987 July 13, Council adopted the proposed Edmonds Station Area Plan with the exception of the "triangle" which was referred back to staff for review and a further report.

This further report was submitted to Council on 1987 August 10. New information presented in this report included Table 1 attached which represents a summary of the housing types and capacities provided by the Edmonds Station Area and Edmonds Town Centre South Plans. This was considered to confirm that the objective of providing a balanced variety of housing opportunities in appropriate locations within the Edmonds Town Centre area had been achieved. The report reaffirmed staff's previous recommendation that the two sites east of Salisbury Avenue should be designated for redevelopment at RM3 densities while the two sites between Twenty-First Avenue and Edmonds Street should be designated for redevelopment at RM4 densities. Notwithstanding, on 1987 September 08, Council adopted a motion designating all four sites for development based on RM4 guidelines.

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3.0 DISCUSSION

The designation of the four subject sites in the "triangle" has been extensively reviewed to-date, and very little new information is available at present. Sketch #11 attached presents the broader context of the entire Edmonds Town Centre, showing the provision of a balanced variety of housing types, with the higher densities located within easy walking distance of the commercial core on Kingsway and/or the Edmonds SkyTrain Station, and providing a high density link between these two foci for the area.

Since adoption of the Edmonds Station Area Plan, development interest in the area has been relatively strong. Rezoning applications received to-date in the area have been exclusively for low-rise subsidized special housing (co-operative and subsidized rental developments), with rezonings for two sites completed, while four others are in process. In Burnaby as a whole, it is interesting to note that development activity for market housing (as distinct from subsidized housing) is stronger for high-rise forms than for low-rise forms. In this context the designated high-rise sites within the Edmonds Station Area are considered to provide for a balance of housing opportunities in the area.

The opinions of residents in the area (as expressed in delegations to Council and in discussion with staff) continue to be sharply divided on the question of the most appropriate form of apartment development within the "triangle", with some residents suggesting that all four sites should be developed at RM4 densities as previously proposed, and other residents suggesting that all four sites should be developed at RM3 or lesser densities.

In concluding this discussion of land use in the "triangle" we would again note that based on our previous view corridor and shadow studies, it was concluded that all four of the designated RM4 sites could be maintained with minimal impact on the existing apartment developments in the area. Responding to the apartment residents' concerns, however, the two redevelopment sites to the east of Salisbury Avenue (which were the only proposed RM4 sites directly abutting one of the existing RM3 developments and could be considered as forming part of an RM3 band of development) were recommended for designation as RM3 sites. Based on our current review of the subject, and on all the considerations outlined above, staff would reaffirm this previous recommendation.

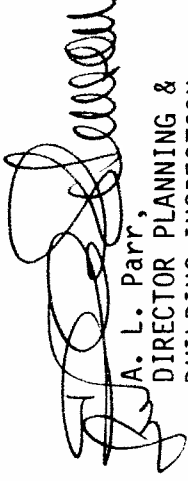
4.0 CONCLUSION

As noted in the previous section, and consistent with our previous recommendations following the Open House for the Edmonds Station Area Plan, it is recommended that the designation of the two sites east of Salisbury Avenue be changed to provide for development at RM3 densities, while the designation of the two sites between Edmonds Street and Twenty-First Avenue be maintained to provide for development at RM4 densities (as indicated on attached sketch #12). Subject to adoption of this recommendation, it is also recommended that a copy of the amended Plan indicating the changes, together with a covering letter, be sent to all residents and owners within the "triangle" bounded by Beresford Street, Edmonds Street, Nineteenth Street and Griffiths Avenue.

MUNICIPAL MANAGER
EDMONDS STATION AREA PLAN, REVIEW OF
THE TRIANGULAR AREA, ETC.
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In accordance with Council direction, staff are continuing to pursue the review of the overall Edmonds Station Area Plan, including the designated future expansion areas. It is our intention to conclude this review and submit a report to Council before the end of the year.



A. L. Parr,
DIRECTOR PLANNING &
BUILDING INSPECTION

RR/ds

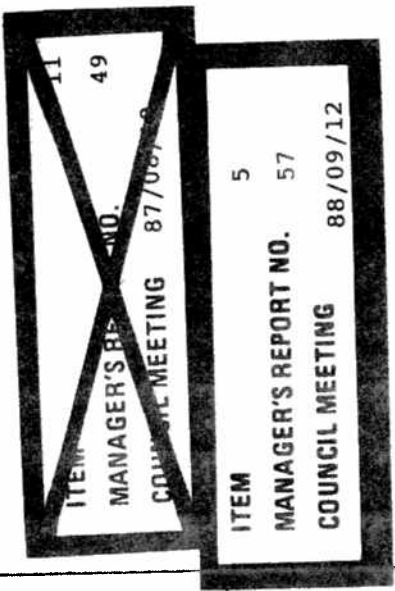
Attachments

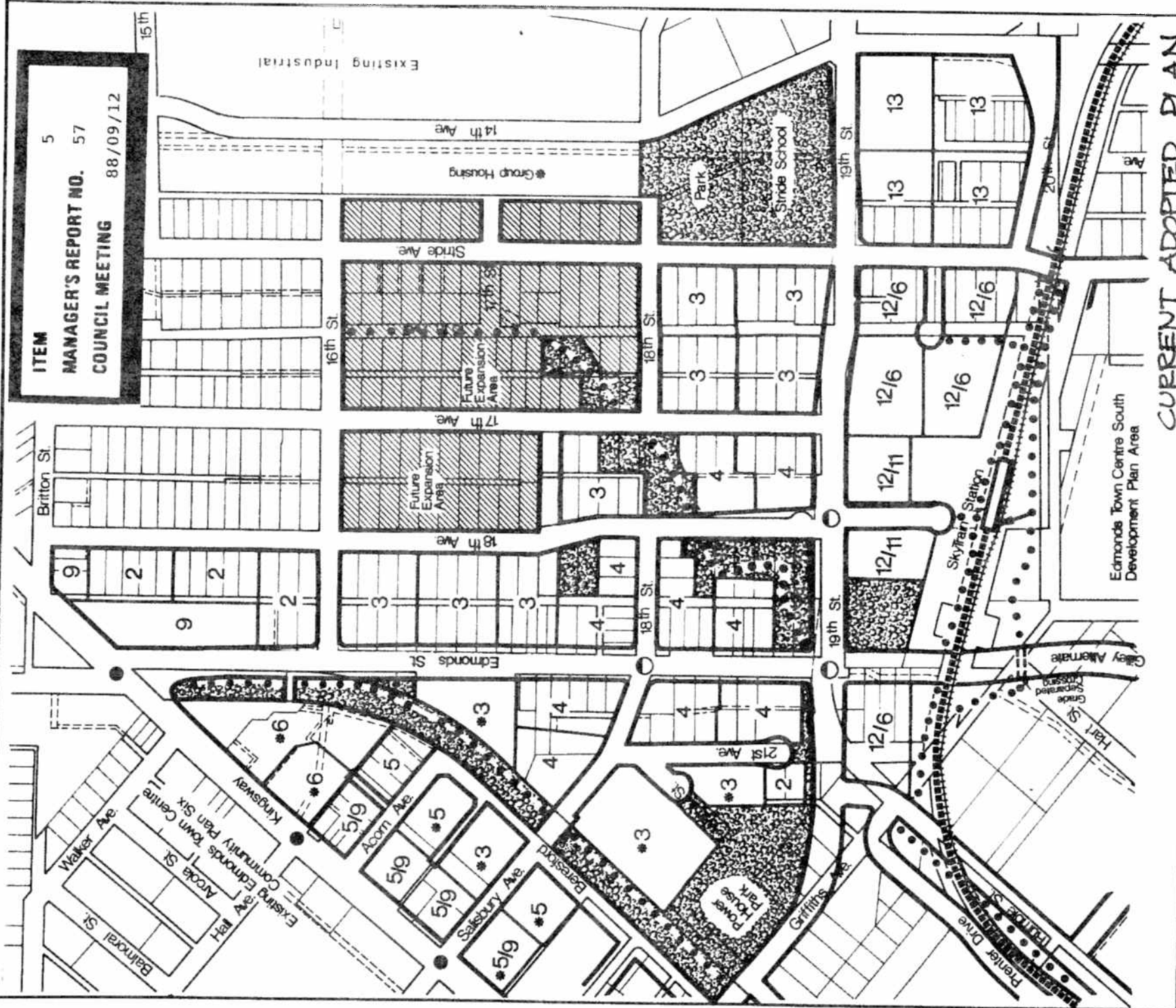
SUMMARY OF PLANNED HOUSING TYPES
Edmonds Station Area Plan
Edmonds Town Centre South Plan

TABLE 1

Edmonds Station Area Plan		Edmonds Town Centre South		Total	
	Units	Acres	Units	Acres	Acres (%)
High Rise Apartments (RM4; 80 upa)	744	9.3	1050	13.2	22.5 (18%)
Low Rise Apartments (RM3/RM2; 40-50 upa)	1048	21.7	640	12.8	34.5 (27%)
Garden Apartments (RM1; 25 upa)	--	--	755	30.5	30.5 (24%)
Future Expansion Areas (RM2/RM1;25-40 upa)	390	12	--	--	12 (9%)
Townhousing (10 to 12 upa)	--	--	336	28	28 (22%)
TOTAL	2182	43	2781	84.5	127.5 (100%)

NOTE: 1. Figures for the Edmonds Station Area Plan are based on the recommendations contained within this report.
 2. Figures for the Edmonds Town Centre South Plan reflect current rezoning proposals.
 3. All figures are estimates and subject to revision as specific rezoning and development proposals proceed.
 4. Maximum units developable per net acre are shown as upa.





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CURRENT ADOPTED PLAN

LEGEND:

- 2 ▶ Low Rise Multi Family Residential — (RM2 — 40 UPA)
- 3 ▶ Low Rise Multi Family Residential — (RM3 — 50 UPA)
- 4 ▶ High Rise Multi Family Residential — (RM4 — 80 UPA)
- 5 ▶ High Rise Multi Family Residential — (RM5 — 100 UPA)

- 12 ▶ Low / Medium Density Office — (M5 Guidelines)
- 13 ▶ Light Industrial — (M5 Guidelines)

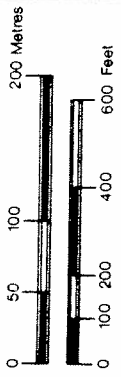
- ▶▶▶ Future Low Rise Multi Family Residential Expansion Area — (RM2 & RM1)
- ▶▶▶ Park, School, Trail And Ravine Areas
- Walkways / Trails
- * Developed

- Existing Traffic Signals
- Potential Traffic Signals

SKETCH 1

- 6 ▶ Institutional
- 9 ▶ Commercial — (C3)
- 11 ▶ Commercial — (C1)

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Edmonds Station Area Plan

Expansion Of Community Plan Six

KINGSWAY/EDMONDS AREA PLAN
 (APARTMENT STUDY AREAS 'O', 'P' AND COMMUNITY PLAN SIX)

LEGEND:

- COMMERCIAL C2 [diagonal lines /] C3 [diagonal lines \] C4 [cross-hatch] C7 [dots]
- RESIDENTIAL RMT1 [horizontal lines] RMT2 [vertical lines] RMT3 [diagonal lines /] RMT4 [diagonal lines \]
- INSTITUTIONAL [grid]
- PARK [stippled]
- SITE DEVELOPED IN ACCORDANCE WITH THE PLAN [star symbol]
- TRAFFIC SIGNAL [circle with cross]
- WALKWAY [dashed line]

North ↓

60 M
200 FT

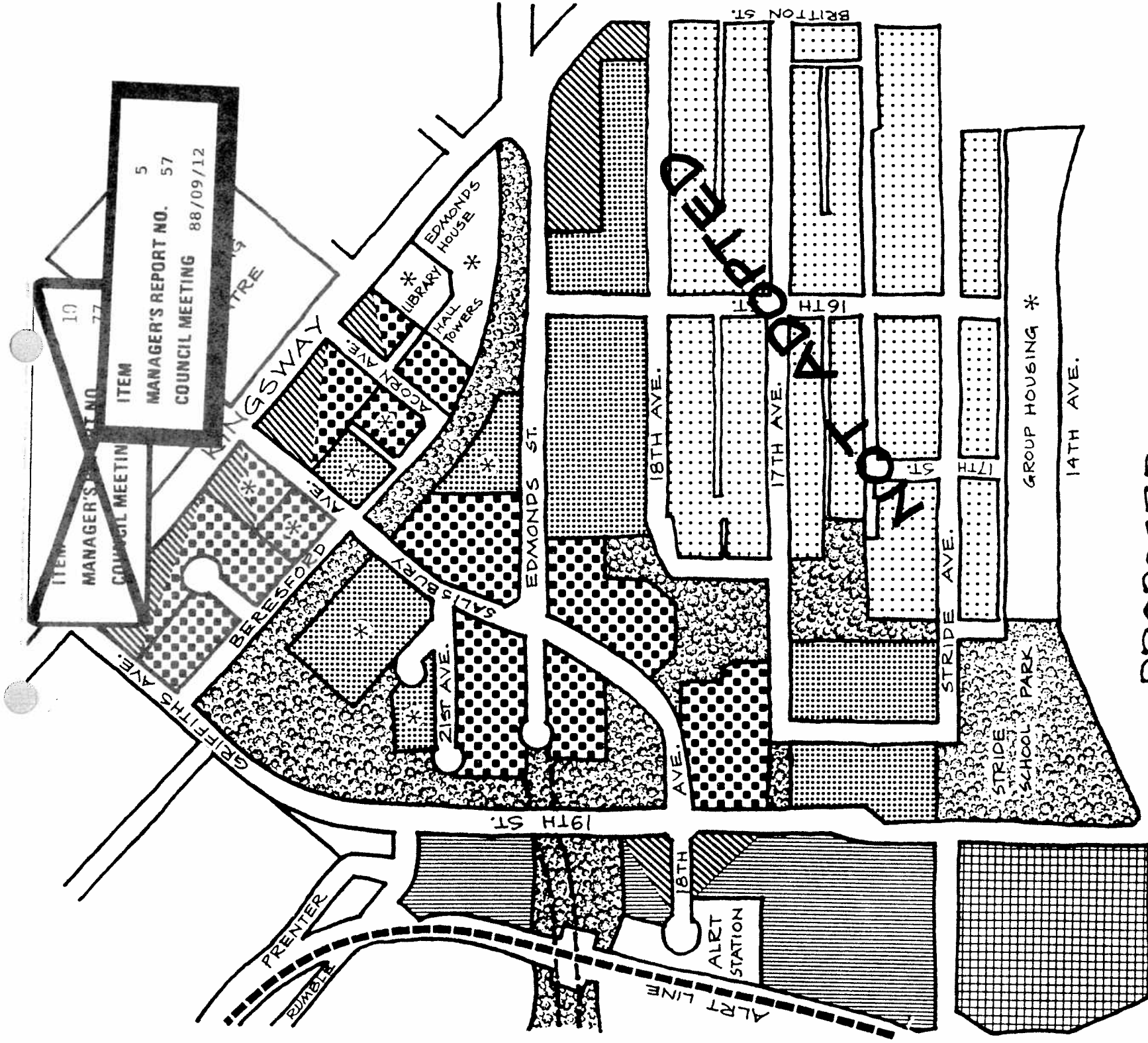
SKETCH 2
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BURNABY SOUTH SR HIGH SCHOOL

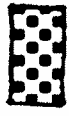
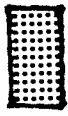
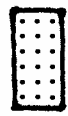




ST THOMAS MORE HIGH SCHOOL



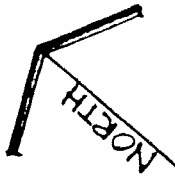
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PROPOSED
EDMONDS ALRT STATION
AREA PLAN CONCEPT

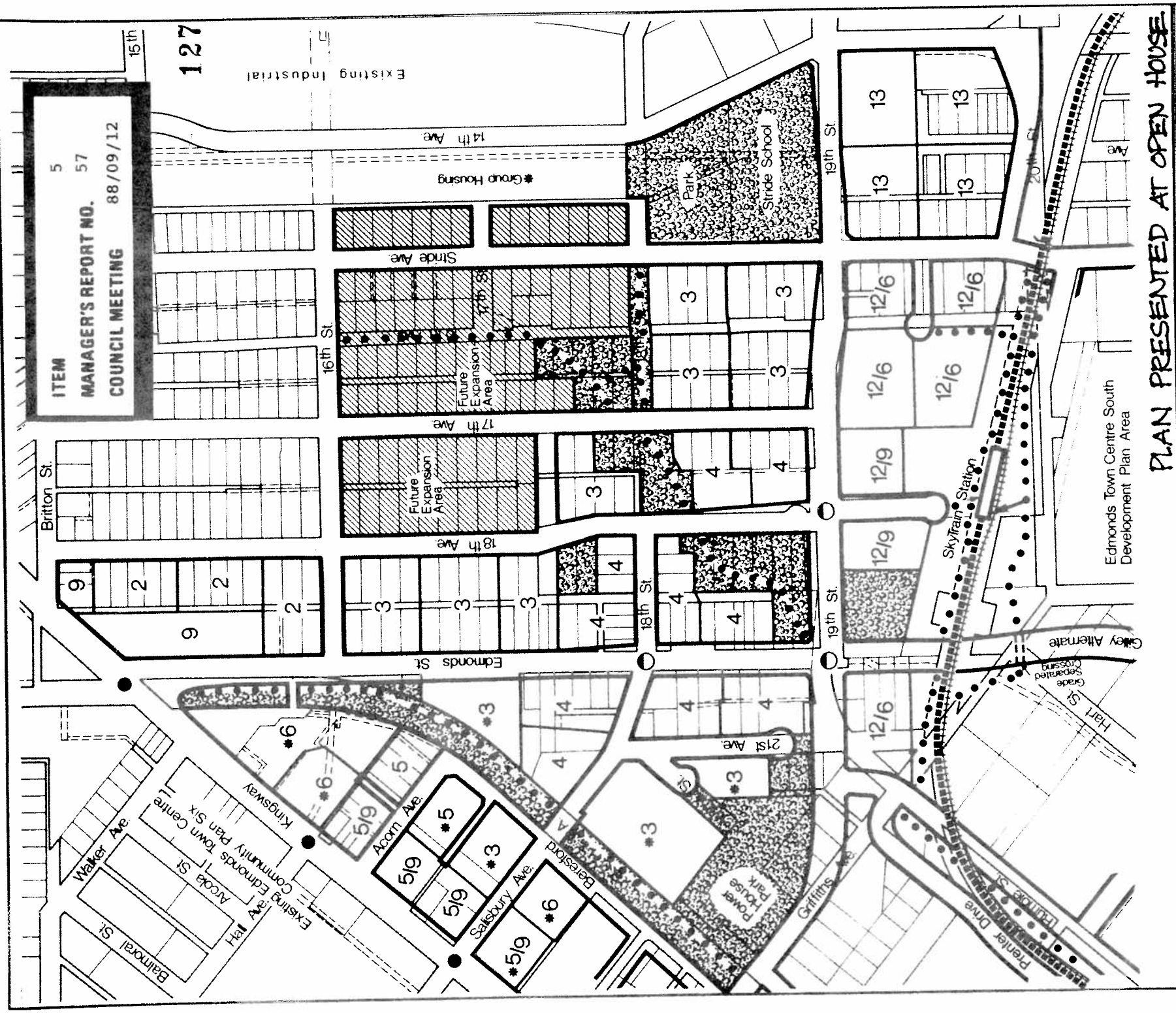
-  MULTIFAMILY RESIDENTIAL - HIGH RISE APTS.
-  MULTI-FAMILY RESIDENTIAL - LOW RISE APTS.
-  ONE & TWO FAMILY RESIDENTIAL
-  RETAIL COMMERCIAL
-  LOW/MEDIUM DENSITY OFFICE
-  INDUSTRIAL
-  PARK, SCHOOL, TRAIL & RAVINE AREAS

SKETCH 3



1:5000
 1984 NOV.

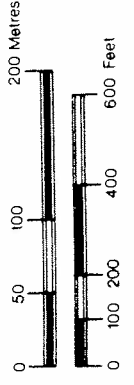
* SITE DEVELOPED IN ACCORDANCE WITH PLAN



PLAN PRESENTED AT OPEN HOUSE

SKETCH 4

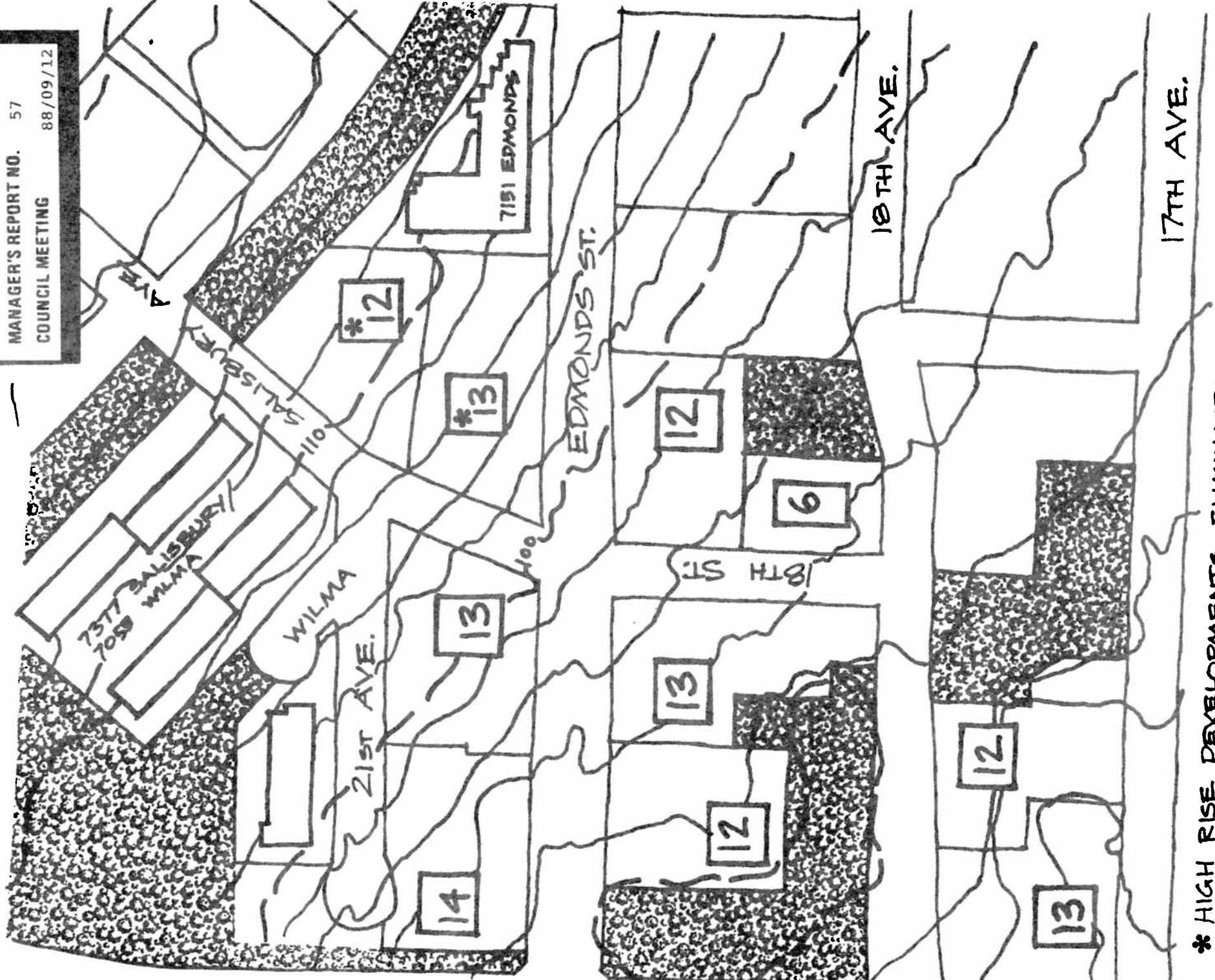
- LEGEND:**
- 2 — Low Rise Multi Family Residential — (RM2 — 40 UPA)
 - 3 — Low Rise Multi Family Residential — (RM3 — 50 UPA)
 - 4 — High Rise Multi Family Residential — (RM4 — 80 UPA)
 - 6 — Institutional
 - 9 — Commercial
 - 12 — Low / Medium Density Office — (M5 Guidelines)
 - 13 — Light Industrial — (M5 Guidelines)
 - ▨ — Future Low Rise Multi Family Residential Expansion Area — (RM2 & RM1)
 - ▩ — Park, School, Trail And Ravine Areas
 - — Walkways / Trails
 - * — Developed
 - — Existing Traffic Signals
 - — Potential Traffic Signals



Edmonds Station Area Plan
 Expansion Of Community Plan Six (Draft 1987 Feb.)

REVISION 27. MAR. 30

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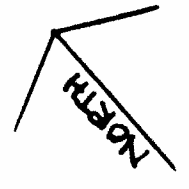


* HIGH RISE DEVELOPMENTS ELIMINATED FROM RECOMMENDED PLAN

URBAN DESIGN STUDY
OPTIMUM RM4 SITING

[13] HEIGHT IN STORIES

CONTOUR INTERVAL = 2M



SCALE: 1:2000
 SKETCH 5

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* HIGH RISE DEVELOPMENTS ELIMINATED FROM RECOMMENDED PLAN

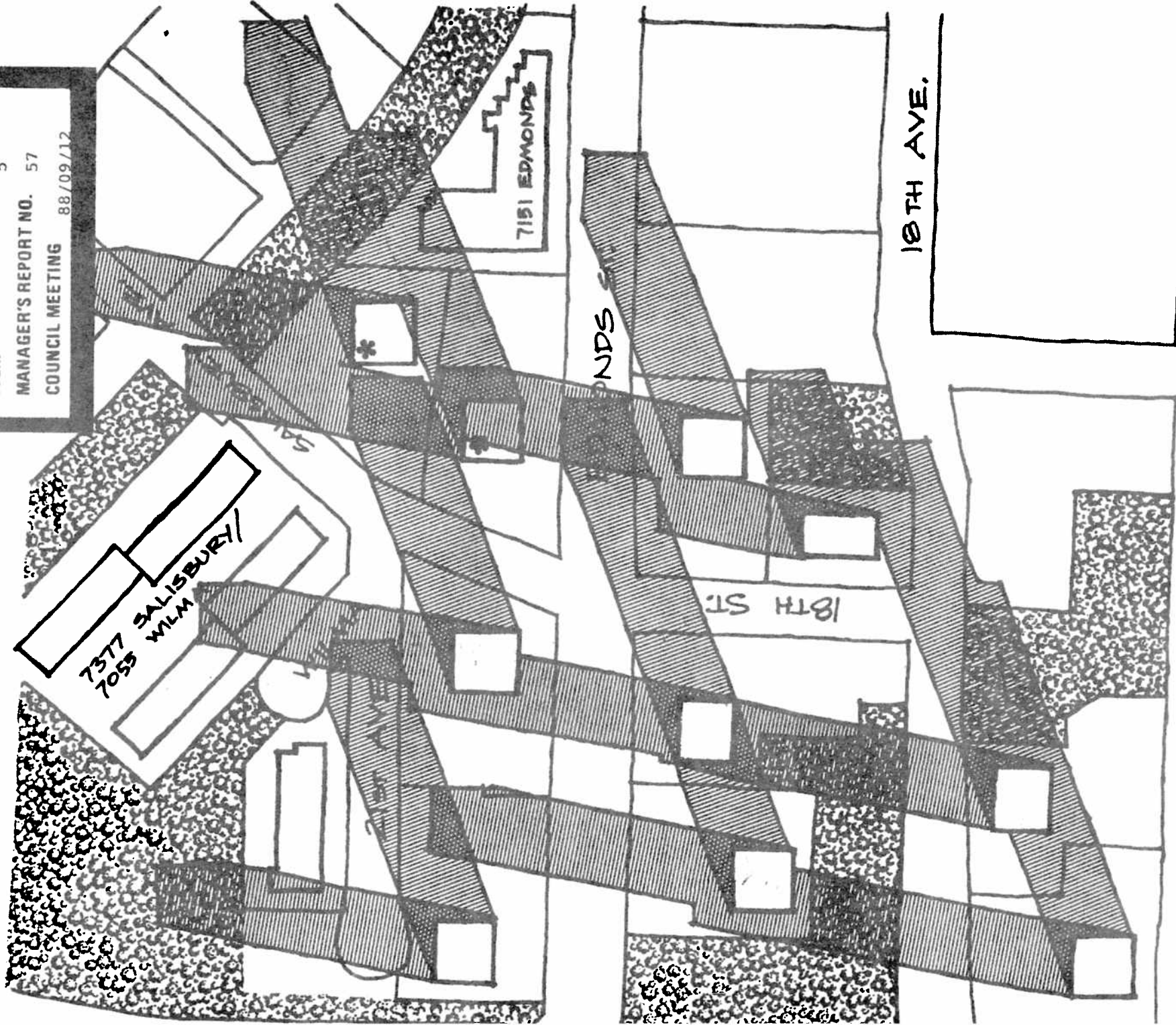
NOON SHADOW CONDITIONS

MAXIMUM - DEC. 22
MEAN - SEPT. 23 / MARCH 21
MINIMUM - JUNE 22



SCALE: 1:2000
SKETCH 6

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* HIGH RISE DEVELOPMENTS ELIMINATED FROM RECOMMENDED PLAN

MAXIMUM SHADOW CONDITIONS

10:00 AM & 2:00 PM

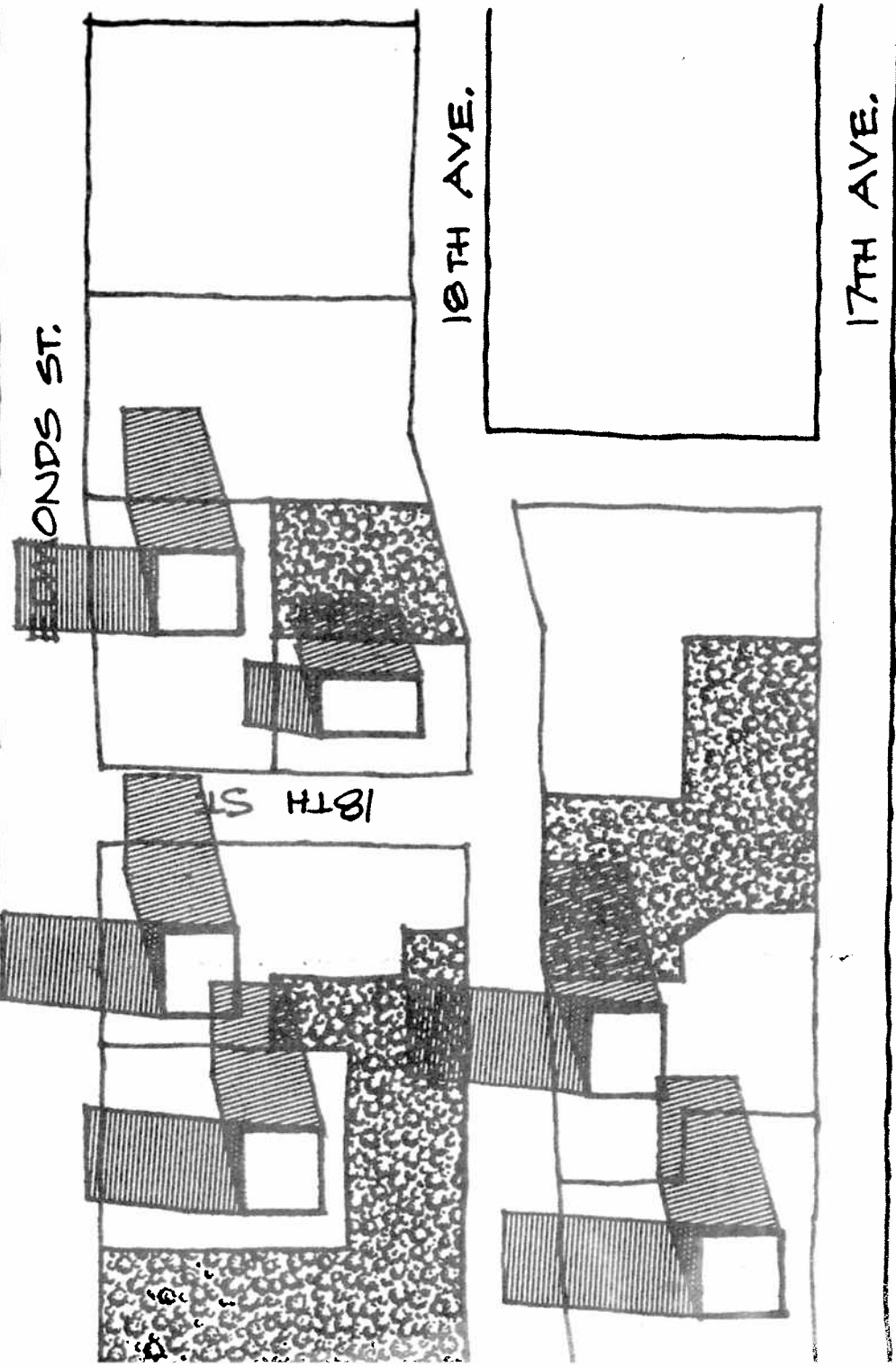
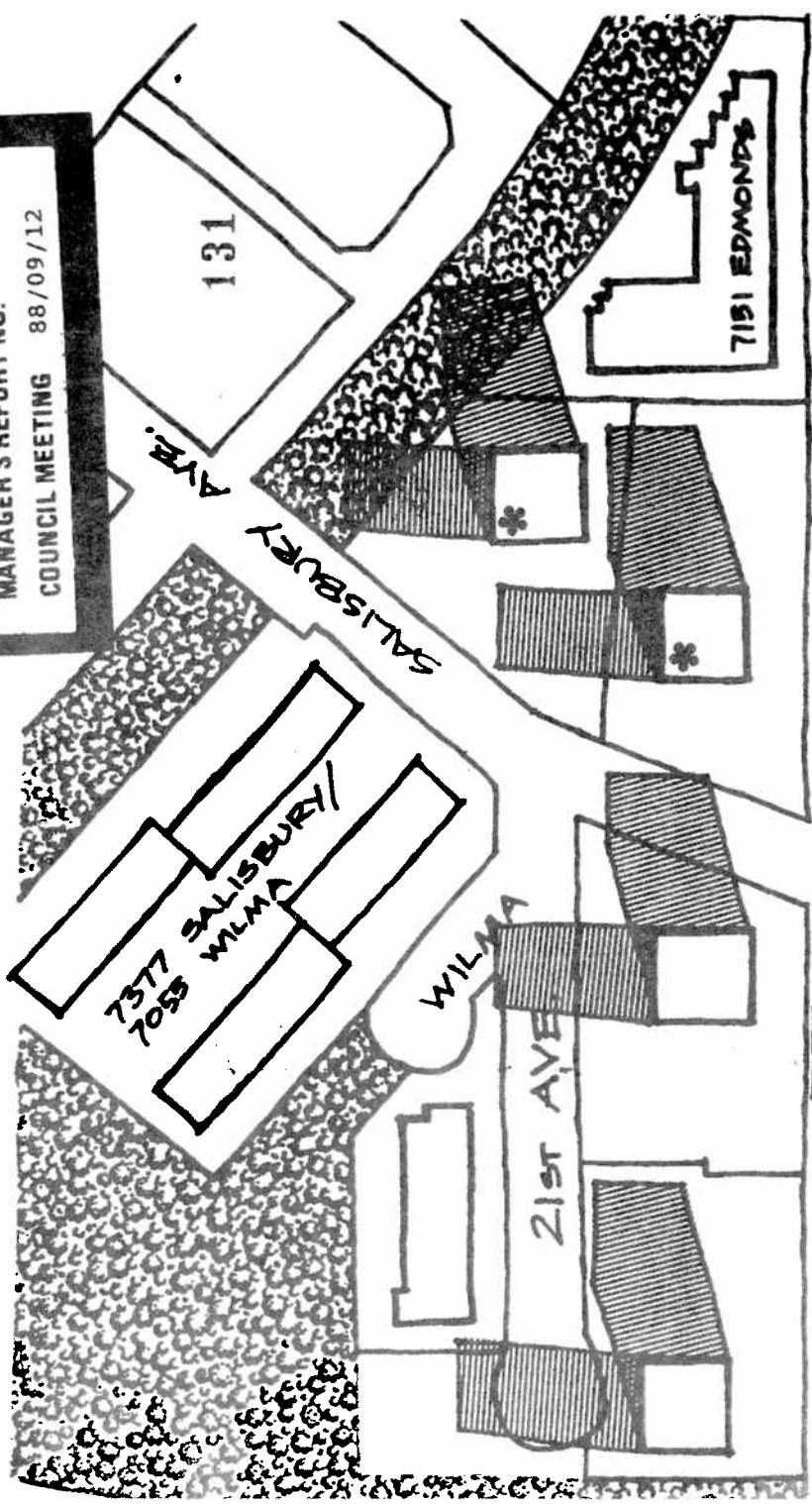
DECEMBER 22



SCALE:
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SKETCH 7

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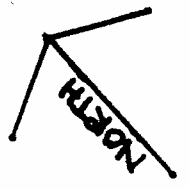


* HIGH RISE DEVELOPMENTS ELIMINATED FROM RECOMMENDED PLAN

MEAN SHADOW CONDITIONS

10:00 AM & 2:00 PM

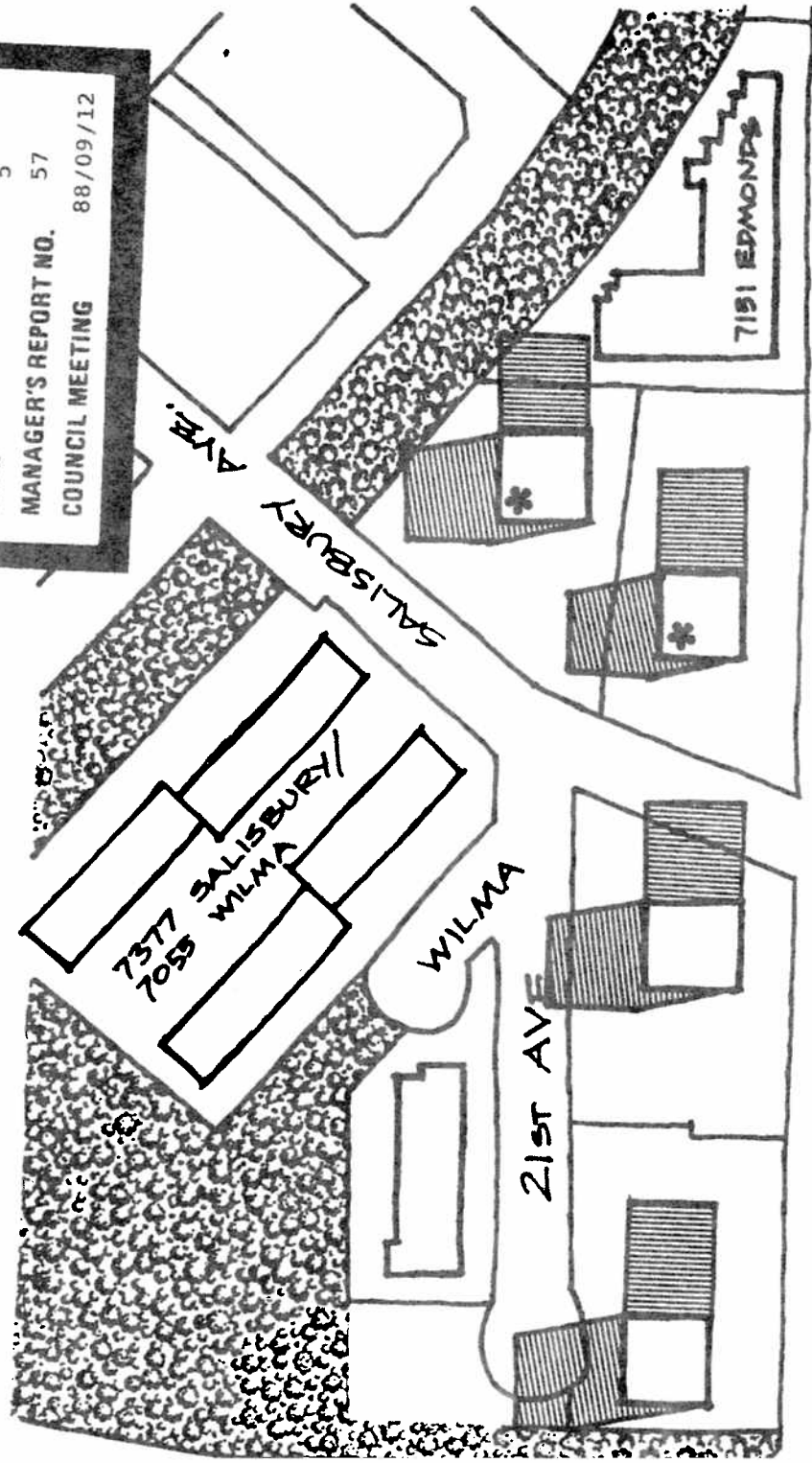
SEPT. 23 / MARCH 21



SCALE: 1:2000

SKETCH 8

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EDMONDS ST.



* HIGH RISE DEVELOPMENTS ELIMINATED FROM RECOMMENDED PLAN

MINIMUM SHADOW CONDITIONS

10:00 AM & 2:00 PM

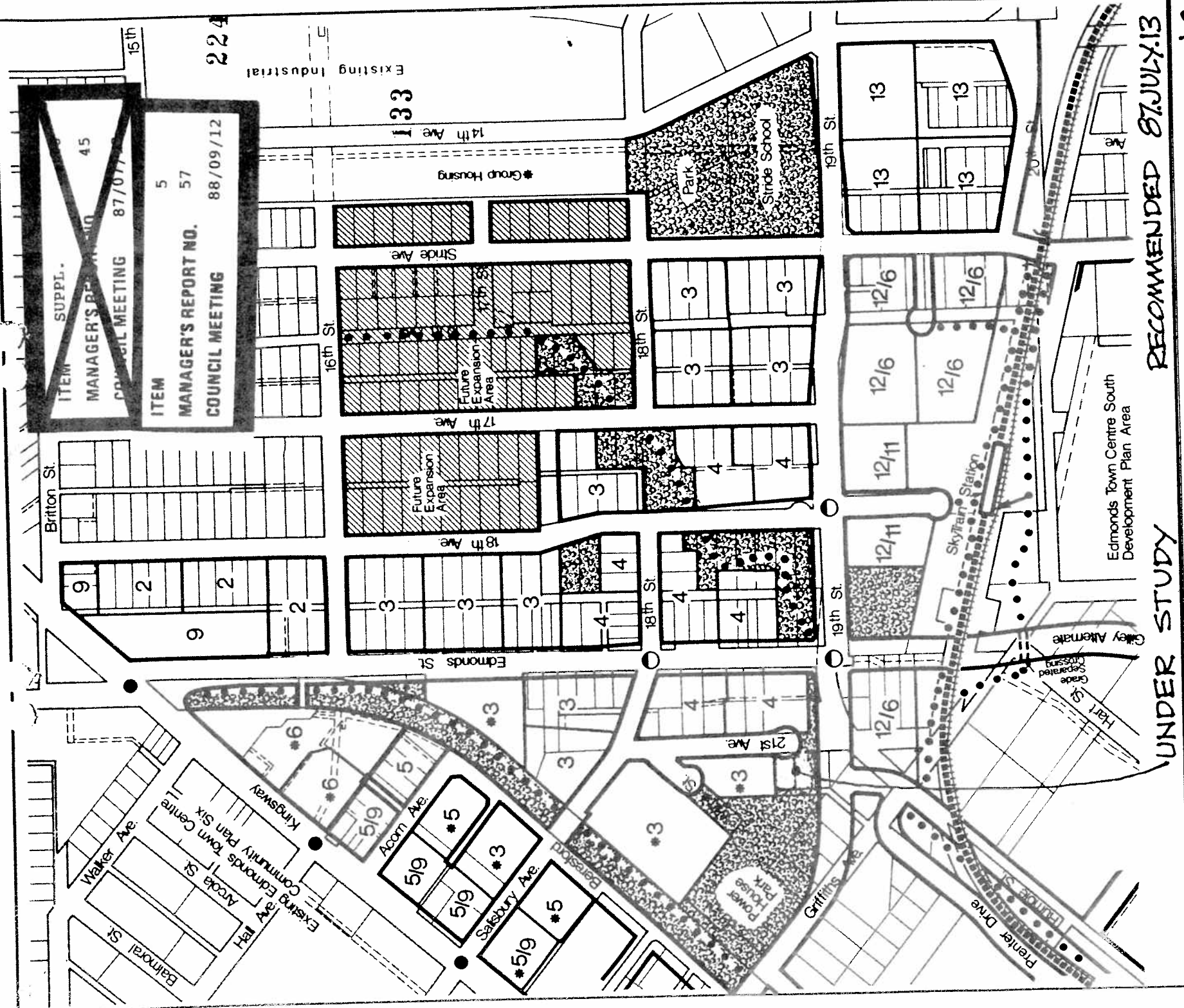
JUNE 22



SCALE:
1:2000
SKETCH 9

ITEM SUPPL. 45
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UNDER STUDY
 RECOMMENDED 87JULY.13
 SKETCH 10

LEGEND:

- 2 ▶ Low Rise Multi Family Residential — (RM2 — 40 UPA)
- 3 ▶ Low Rise Multi Family Residential — (RM3 — 50 UPA)
- 4 ▶ High Rise Multi Family Residential — (RM4 — 80 UPA)
- 5 ▶ High Rise Multi Family Residential — (RM5 — 100 UPA)

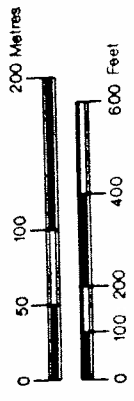
- 6 ▶ Institutional
- 9 ▶ Commercial — (C3)
- 11 ▶ Commercial — (C1)

- 12 ▶ Low / Medium Density Office — (M5 Guidelines)
- 13 ▶ Light Industrial — (M5 Guidelines)

[Hatched Box] ▶ Future Low Rise Multi Family Residential Expansion Area — (RM2 & RM1)

[Stippled Box] ▶ Park, School, Trail And Ravine Areas

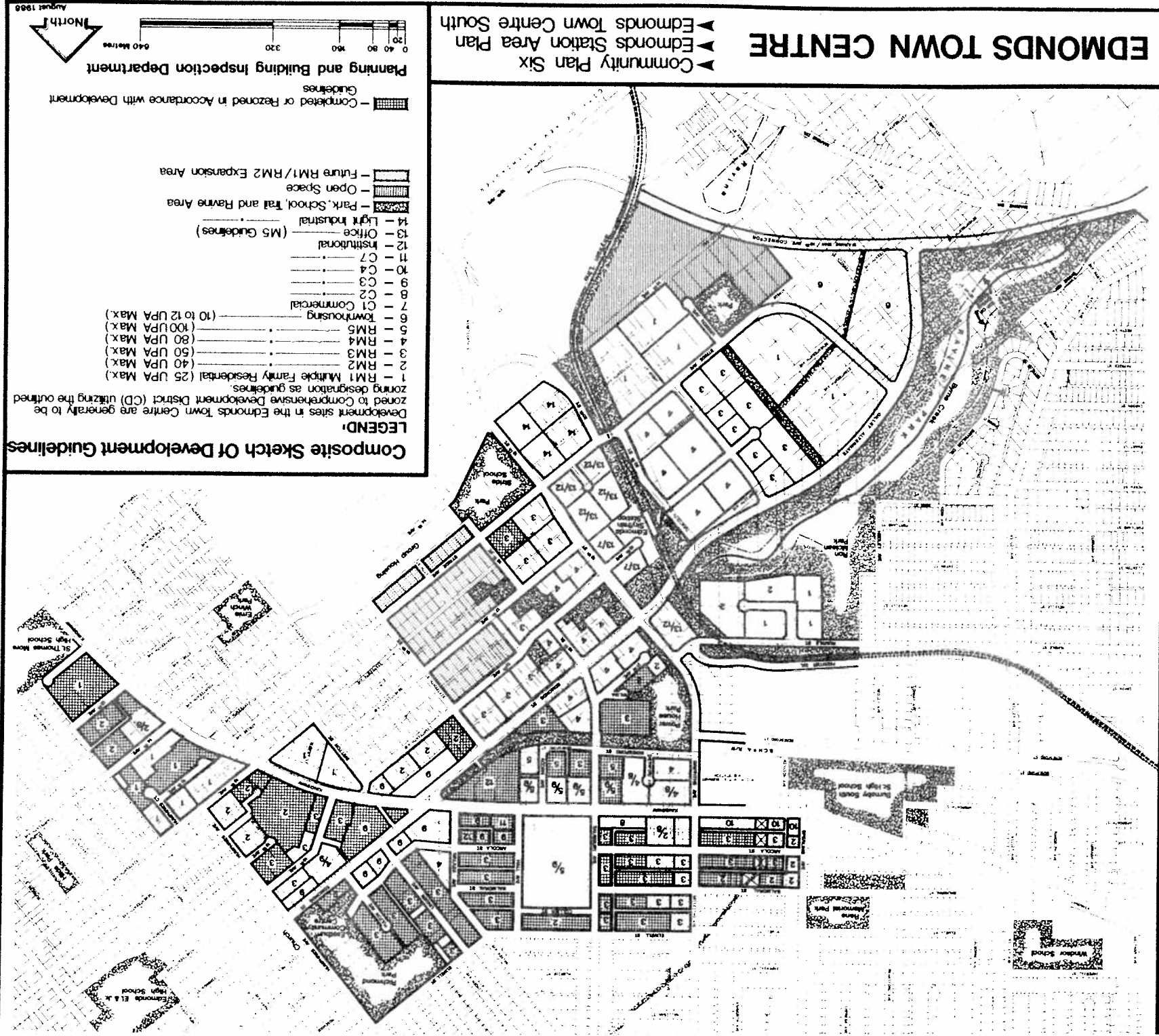
- ▶ Walkways / Trails
- ▶ Developed
- ▶ Existing Traffic Signals
- ▶ Potential Traffic Signals



Edmonds Station Area Plan

Expansion Of Community Plan Six (Draft 1987 July)

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SKETCH 11

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PROPOSED
 CHANGES

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Existing Industrial

*Group Housing

Park
 Stride School

Edmonds Town Centre South
 Development Plan Area

CURRENT RECOMMENDATION

SKETCH 12

LEGEND:

- 2 ▶ Low Rise Multi Family Residential (RM2 - 40 UPA)
- 3 ▶ Low Rise Multi Family Residential (RM3 - 50 UPA)
- 4 ▶ High Rise Multi Family Residential (RM4 - 80 UPA)
- 5 ▶ High Rise Multi Family Residential (RM5 - 100 UPA)

- 6 ▶ Institutional
- 9 ▶ Commercial (C3)
- 11 ▶ Commercial (C1)

- 12 ▶ Low / Medium Density Office (M5 Guidelines)
- 13 ▶ Light Industrial (M5 Guidelines)

▶ Future Low Rise Multi Family Residential Expansion Area - (RM2 & RM1)

- ▶ Park, School, Trail And Ravine Areas
- Walkways / Trails

- * Developed
- Existing Traffic Signals
- Potential Traffic Signals



Edmonds Station Area Plan

Expansion Of Community Plan Six