

ITEM Supplementary 13
MANAGER'S REPORT NO. 30
COUNCIL MEETING 89/04/24

RE: PROPOSED EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN
(REDEVELOPMENT OF BURNABY'S HIGH SCHOOL SITE)

ACTING MUNICIPAL MANAGER'S RECOMMENDATION:

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

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TO: ACTING MUNICIPAL MANAGER SUPPLEMENTARY
FROM: DIRECTOR PLANNING & BUILDING INSPECTION 1989 APRIL 21

SUBJECT: PROPOSED EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN
(REDEVELOPMENT OF BURNABY SOUTH HIGH SCHOOL SITE)

PURPOSE: To submit the proposed Edmonds Town Centre West Development Plan as the basis for requesting comments from area residents and other interested parties.

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RECOMMENDATIONS:

1. THAT Council endorse the proposed Edmonds Town Centre West Development Plan as the basis for requesting comments from area residents and other interested parties.
2. THAT the neighbourhood park aspects outlined in the proposed Edmonds Town Centre West Development Plan be referred to the Parks and Recreation Commission for its consideration.
3. THAT the proposed Edmonds Town Centre West Development Plan be referred to the Burnaby School Board for its consideration.
4. THAT a letter be forwarded to the property owners within the precinct as defined in this report inviting them to attend an Open House to be held in the area to review the proposed Development Plan.
5. THAT upon receipt of all interested parties' comments, a further report be submitted to Council providing a summary of these comments together with specific recommendations for the formulation and adoption of the Edmonds Town Centre West Development Plan.

R E P O R T

1.0 BACKGROUND

As a result of the proposed phasing out and closing of the Burnaby South Secondary School on its current site, and the establishment of a new Burnaby South 2000 School at the selected MacPherson Park location, the former Burnaby South School site on the south side of Kingsway just west of Sperling Avenue is available for redevelopment. On 1988 November 01, Council received a report providing a preliminary analysis of the redevelopment potential of the Burnaby South School site and outlining three possible redevelopment approaches based on industrial, institutional and residential use of the school site. After extensive discussions including further information reports prepared by staff, Council at its meeting of 1989 February 06 directed staff to pursue a Development Plan for the area primarily on residential uses of a mixed character.

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2.0 REVIEW OF EXISTING CONDITIONS

A review of existing conditions related to developing the proposed Development Plan was carried out. The existing zoning designations, existing land use, and major land ownerships are outlined on Sketches 1, 2 and 3 respectively. The Development Plan area is primarily influenced by the industrial character of existing surrounding uses; a strong industrial context to the south and east, a weaker industrial context to the west, and an uneven strip commercial context to the north. These existing conditions are discussed further as follows:

- a) The Burnaby South School site is the central redevelopment opportunity within the Plan area. The 11.41 acre gross school site is under the ownership of the School Board (9.45 acres) and the Municipality (1.96 acres). To create and accommodate a strong, high-quality, residential environment vis-a-vis the surrounding industrial and strip-commercial context, the existing Burnaby South Buildings indicated on Sketch 3 would be removed with the exception of the 1914 Building. The retention of the 1922 Annex is also possible but may, from a preliminary review by the Building Inspection staff, require substantial upgrading depending on the proposed use. The setting aside of sufficient area for parking would also take up further site area.
- b) To the north, Kingsway is the clear boundary to the Plan area with a combination of C4 (Service Commercial) and C7 (Drive-In Restaurant) auto-oriented commercial development on the north side of Kingsway and extending both east and west of the site along both sides of Kingsway. A single-family dwelling residential area is located beyond the commercial development on the north side of Kingsway. There are two pockets of existing low-rise apartments in the area - one area in the vicinity of Gilley Avenue and the other in the vicinity of Arcola Street.
- c) To the west to Gilley Avenue, along Arbroath Street and Beresford Street (north), is an area of smaller industrial developments mixed-in with some older single-family dwellings characteristic of an industrial M4 zoned area. This M4-type industrial area continues beyond Gilley Avenue.
- d) To the south, the long southern boundary of the Plan area abuts the B.C. Parkway (Highland Park Line), a developed linear parkway within a B.C. Hydro right-of-way. South of this linear parkway beyond Beresford Street (south) is an extensive existing M2 and M3 zoned industrial area.

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- e) To the east, the Plan area is bounded by a large B.C. Hydro sub-station which, while a typical sub-station installation, would benefit from landscaped screening. B.C. Hydro has indicated in response to an enquiry that it considers that the electrical sub-station will remain a required facility for the foreseeable future.

3.0 PROPOSED DEVELOPMENT PLAN

The Edmonds Town Centre West Development Plan, outlined in the attached Appendix "A", is proposed as an expansion of the current adopted Community Plan Six for the Edmonds Town Centre. Changes to planned land use and road patterns have been proposed within the area bounded by Kingsway, Mission Avenue, B.C. Parkway (Highland Park Line) and Gilley Avenue.

The Apartment Study Area N, located north of Kingsway in the vicinity of Gilley Avenue and Community Plan Six east of Sperling Avenue are also outlined on the Development Plan for contextual information purposes. No changes are proposed to these already adopted area plans.

4.0 PUBLIC INPUT

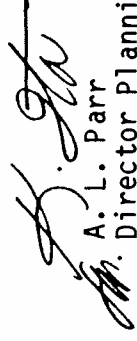
It is recommended that Council afford the public an opportunity to comment on the proposed Edmonds Town Centre West Development Plan. This would involve an "Open House" to be held at Burnaby South Senior High School to provide people with information regarding the Plan, to provide a short presentation of the Plan, to provide an opportunity to discuss the proposals with staff, and to obtain feedback from the public. The open house would be publicized through a newspaper advertisement. An information sheet summarizing the proposed Development Plan would be prepared and distributed to all residents and landowners within the precinct outlined in Sketch 4 attached, and would be available to any other interested persons. In addition, this report and draft plan would be referred to the Parks and Recreation Commission regarding the parks aspects of the Plan and to the Burnaby School Board for its consideration.

A further report would be prepared subsequent to the Open House, and submitted to Council to summarize public response and recommend adoption of a finalized Plan.

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Attachments: Sketches 1 to 4
Appendix "A"

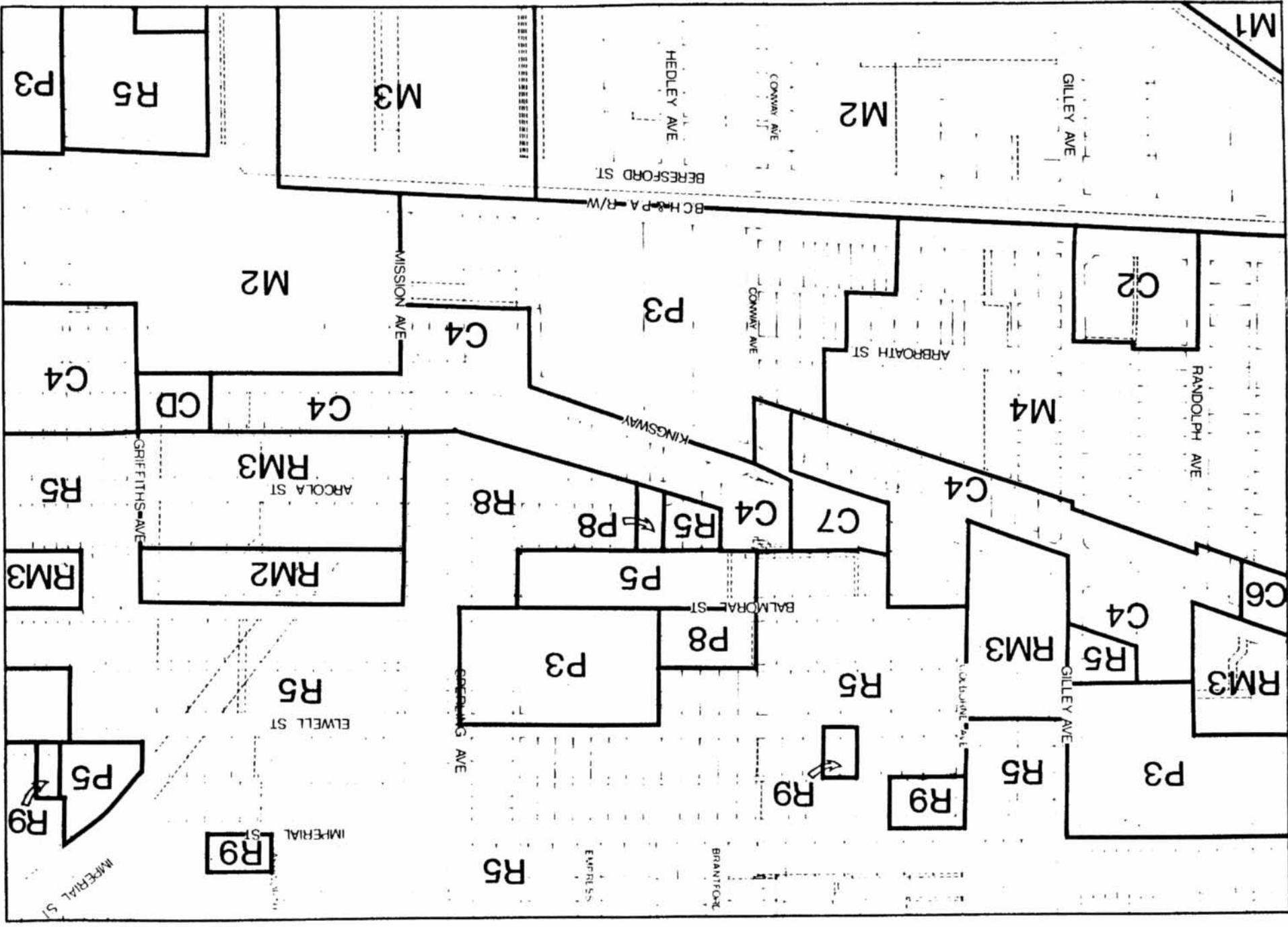
cc: Director Recreation & Cultural Services
Director Engineering



A. L. Parr
Director Planning &
Building Inspection

Edmonds Town Centre West
(Expansion of Community Plan Six)

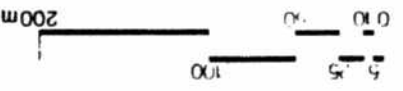
Existing Zoning



Sketch #1

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Reference date 1989 March 31



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Planning & Building Inspection Department

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Edmonds Town Centre West
(Expansion of Community Plan Six)

Existing Land Use

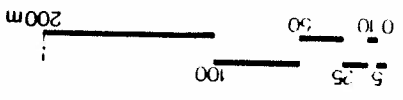
Legend:

- ◊ Single/Two Family Residential
- ◊ Low Rise Apartment
- ◊ Strip Commercial
- ◊ Auto Oriented Commercial
- ◊ Industrial
- ◊ Institutional (Public and Private School, Church)
- ◊ Park / Parkway
- ◊ Vacant

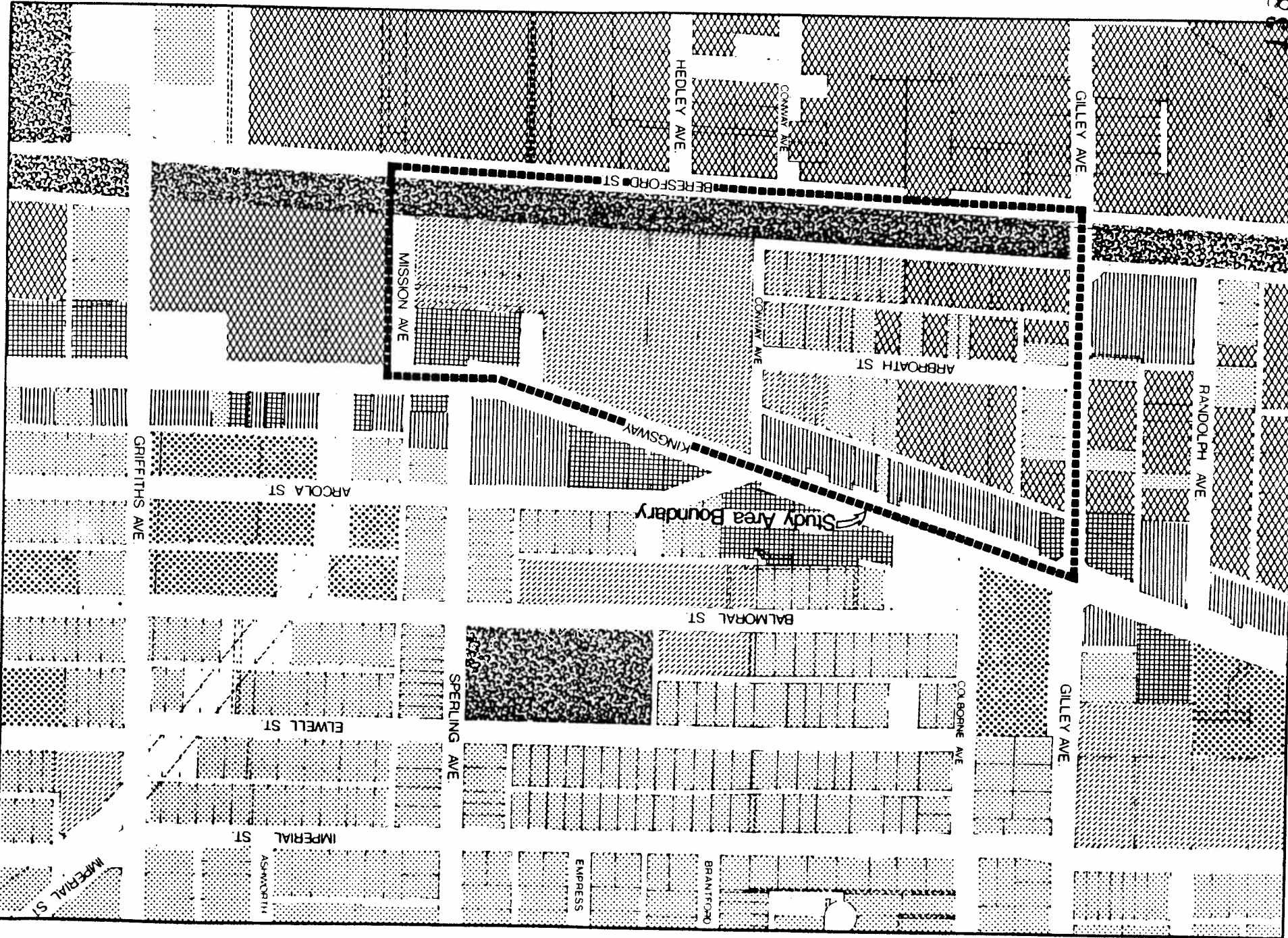
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Sketch #2

Reference date 1989 March 31



District of Burnaby
 Planning & Building Inspection Department



Edmonds Town Centre West
(Expansion of Community Plan Six)

Public Property
Ownership

(Including Other Primary Property Holdings)

Legend:

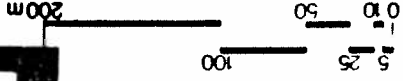
- ▧ District of Burnaby
- ▧ Burnaby School Board
- ▧ B.C. Hydro
- ▧ Parks
- ▧ Private School / Church
- ▧ B.C. Parkway (Municipal Lease from B.C. Hydro)

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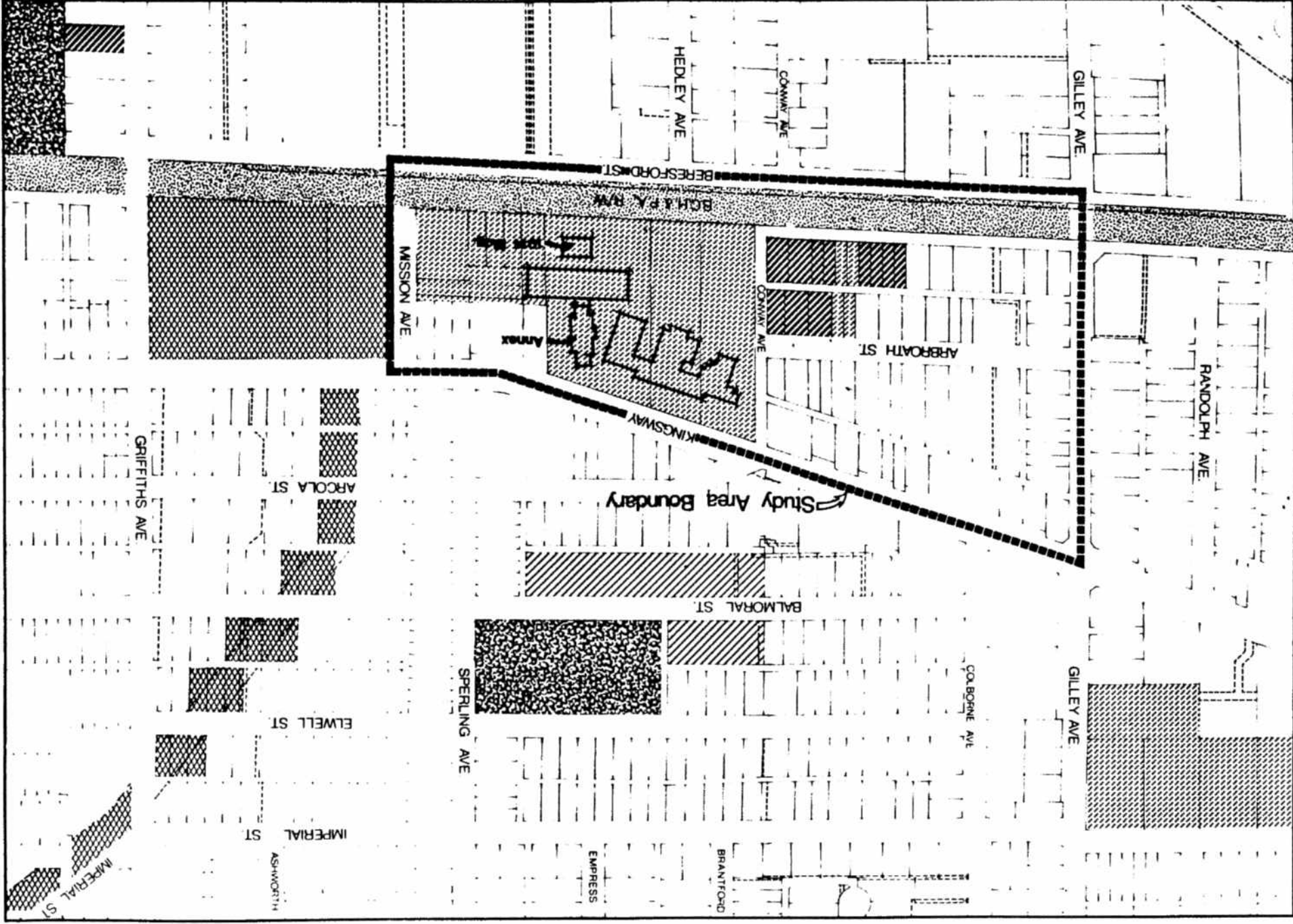
Sketch #3

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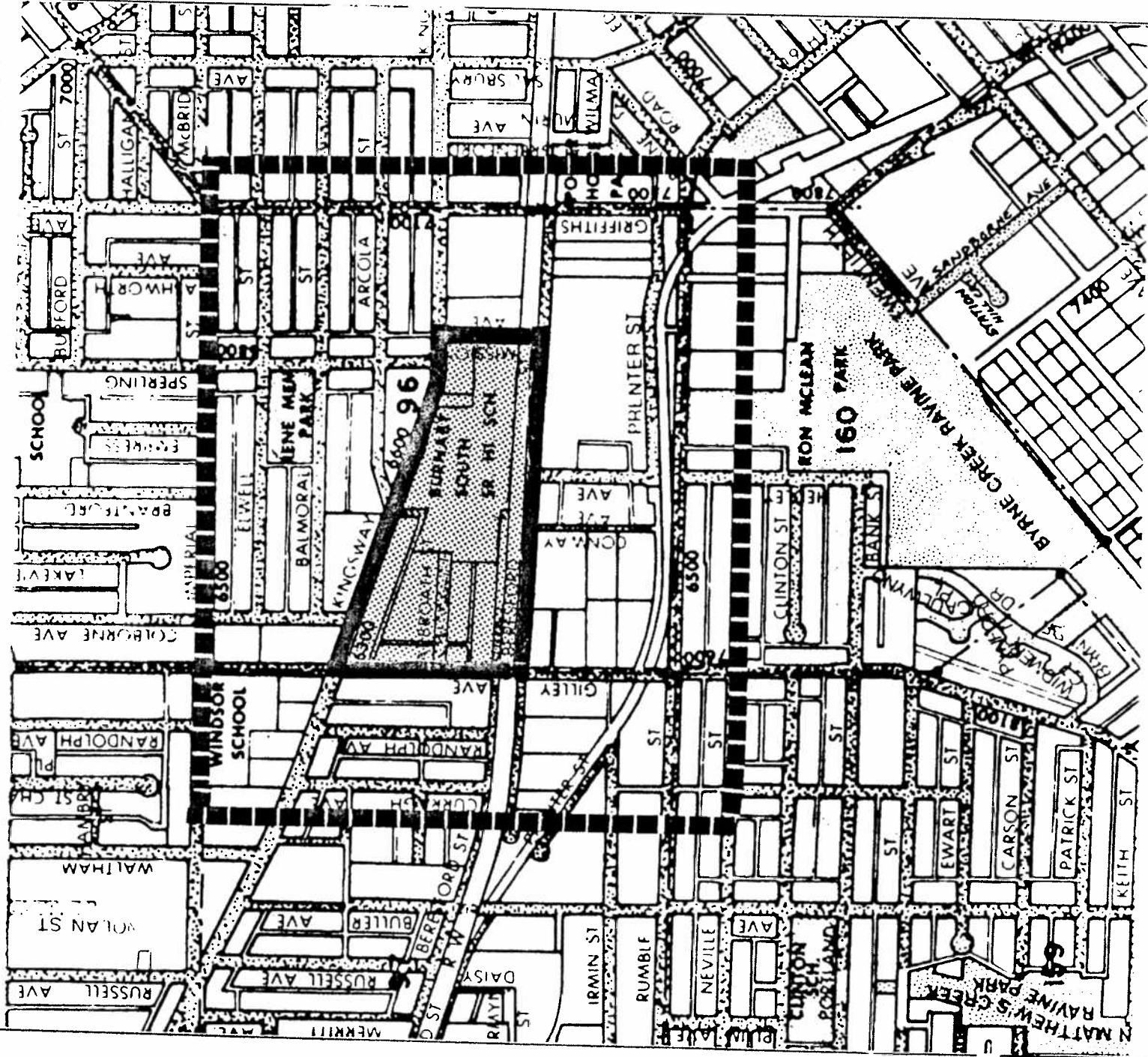
Reference date: 1989 March 31



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Date:

APR/89.

Scale:

NTS.

Drawn By:



City of Burnaby
 Planning &
 Building Inspection
 Department

KEY MAP

EDMONDS TOWN CENTRE WEST
 DEVELOPMENT PLAN

DEVELOPMENT
 PLAN AREA

SPECIFIC FOR MAILED
 NOTICES TO PROPERTY OWNERS.

SKETCH 4

APPENDIX "A"

ITEM SUPPLEMENTARY 13
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EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN

(EXPANSION OF COMMUNITY PLAN SIX)

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1.0 BACKGROUND AND SUMMARY

As a result of the proposed phasing out and closing of the Burnaby South Secondary School on its current site, and the establishment of a new Burnaby South 2000 School at the selected MacPherson Park location, the former Burnaby South School site on the south side of Kingsway just west of Sperling Avenue is available for redevelopment. On 1988 November 01, Council received a report providing a preliminary analysis of the redevelopment potential of the Burnaby South School site and outlining three possible redevelopment approaches based on industrial, institutional and residential use of the school site. After extensive discussions including further information reports prepared by staff, Council at its meeting of 1989 February 06 directed staff to pursue a Development Plan for the area based primarily on residential uses of a mixed character.

This Edmonds Town Centre West Development Plan summarized in the attached sketch and discussed in detail in the following sections is proposed as an expansion of the current adopted Community Plan Six for the Edmonds Town Centre. Changes to planned land use and road patterns have been proposed within the area bounded by Kingsway, Mission Avenue, B.C. Parkway (Highland Park Line) and Gilley Avenue. Parts of Apartment Study Area N in the vicinity of Gilley Avenue and Community Plan Six east of Sperling Avenue are also outlined on the Development Plan for contextual information purposes. No changes are proposed to these already adopted area plans.

In summary, the proposed Development Plan is composed of ten (10) apartment sites served by a central loop road. Residential traffic is separated as much as possible from industrially-generated traffic in the area. A neighbourhood park is centrally located adjacent the B.C. Parkway.

2.0 GENERAL PARAMETERS OF THE PLAN

The following are the general development parameters directing proposed land use adjustments for the subject area.

- a) The development of a substantial apartment area as a westward expansion of the Edmonds Town Centre is proposed while recognizing that current apartment development west of Griffiths Avenue is of a low-rise character and that the electrical substation just west of Griffiths Avenue has been confirmed by its owner, B.C. Hydro, as a permanent installation which is proposed to remain for the foreseeable future.
- b) The development of these lands would recognize its transitional location between the strong attractive centres of the Edmonds Town Centre to the east and Metrotown to the west along Kingsway.
- c) The intent is to create a new residential neighbourhood as a viable entity independent of its immediately surrounding industrial and strip commercial context.
- d) A balanced housing configuration is provided comprising RM4-type high-rise apartments, RM3-type low-rise apartments, and a component of RM2-type low-rise apartments of a type which can meet the needs of families.
- e) The natural extension of this new residential area is westward to Gilley Avenue but since a large proportion of this western sub-area still accommodates viable industrial development, this sub-area would be phased in as a future apartment expansion area.

- f) A neighbourhood park component is needed to serve the new residential development.
- g) In conjunction with the development of this new residential area, the existing Burnaby South High School buildings would be demolished with the exception of a 1914 building which will become a component of the neighbourhood park. Some phasing of the demolition is possible dependent on the timing of the construction of roads serving the area.
- h) The existing strip commercial development on the south side of Kingsway between Gilley Avenue and Conway Avenue is recognized.
- i) B.C. Parkway along the southern boundary of the area enhances the proposed residential use and provides a buffer area from the industrial uses to the south.
- j) The cenotaph and memorial tennis courts on the Burnaby South School site need to be respectfully addressed either by appropriate relocation or by retention at their current location.

3.0 RESIDENTIAL DEVELOPMENT SITES

A total of ten (10) apartment sites are provided encompassing 11.65 acres and accommodating approximately 600 units and a population of approximately 1,000. This new residential neighbourhood will not only include the School Board and municipally-owned lands which currently constitute the Burnaby South School site but also the commercially-zoned properties at 6672, 6686, 6694 Kingsway just west of Mission Avenue currently accommodating a used car lot; and some large lots currently accommodating older single-family dwellings west of the school site along Arbroath Street.

In accordance with the proportion of social housing currently provided in the Municipality, it is desirable that approximately 20% of the units in this area be considered for social housing.

Residential redevelopment would require that sites be zoned to the Comprehensive Development District (CD) utilizing the designated RM2, RM3 or RM4 Districts and the adopted Development Plan as guidelines.

3.1 HIGH RISE APARTMENTS (RM4 GUIDELINES)

The two sites designated for this type of use are on the eastern portion of the area nearest the Edmonds Town Centre which is east of Griffiths Avenue. These sites would be developed under RM4 guidelines, with a maximum net density of 80 units per acre, and a maximum Floor Area Ratio of 1.7 with full underground parking. The sites have a total net area of approximately 2 acres and would accommodate a total of up to 160 dwelling units. It is possible that the easternmost RM4 site could be combined with the RM3 designated site directly to the north in order to provide a more attractive consolidated site. A minimum 35 feet wide landscaped buffer zone is required adjacent the B.C. Hydro substation to the east.

3.2 LOW RISE APARTMENTS (RM3 GUIDELINES)

The five (5) sites designated for this type of use are primarily located along the Kingsway frontage. These sites would be developed under RM3 for generally 3-storey apartment buildings with a maximum net density of 50 units per acre, and a maximum Floor Area Ratio of 1.1 with full underground parking. The sites have a total net area of 5.6 acres and would accommodate a total of up to 280 dwelling units.

The sites would be accessed from the internal loop road. A minimum 35 ft. wide landscaped buffer would be required along the Kingsway frontage and adjacent the B.C. Hydro substation.

3.3 LOW RISE APARTMENTS (RM2 GUIDELINES)

The three (3) sites designated for this type of use are located on the western portion of the area in a transitional area adjacent existing industrial development which is unlikely to be phased out in the near future. These sites would be developed under RM2 guidelines for generally 3-storey apartment buildings with a maximum Floor Area Ratio of 0.9 with full underground parking. The sites have a total net area of 4 acres and would accommodate a total of up to 160 dwelling units. Stacked townhouse-type units are possible under these RM2 guidelines as a housing variant to meet the needs of small families. A minimum 35 ft. wide landscaped wide buffer zone would be required along the northern frontage adjacent the lane and strip commercial area.

3.4 FUTURE EXPANSION AREA

The western sub-area between the RM2 apartment sites and Gilley Avenue is designated as a future apartment expansion area. The sub-area is predominantly industrially developed although there are some single-family dwellings especially along Gilley Avenue. Some of the industrial uses are likely to remain for some years, although in the longer term, a change to apartment development on consolidated sites is considered attractive.

4.0 COMMERCIAL USES

From the point of view of local convenience commercial, the area is served by an existing strip commercial area on the south side of Kingsway between Gilley Avenue and Conway Avenue. There are also other convenience commercial developments along the north side of Kingsway.

The Edmonds Town Centre with its large Middlegate shopping centre is located a few blocks to the east. Metrotown with its many shopping and entertainment attractions is also convenient to the area.

5.0 PARKS AND OPEN SPACE

5.1 NEIGHBOURHOOD PARK

A centrally-located 1.5 acre neighbourhood park is proposed directly adjacent B.C. Parkway. Appropriate development of the neighbourhood park would be pursued.

The park currently accommodates a small school structure, the first Kingsway East school constructed in 1914. While retention of this structure may be desirable, its utility for public purposes would be determined after further study by the Parks and Recreation Department and subject to approval by the Parks and Recreation Commission. Its possible relocation to an appropriate site such as, for example, Burnaby Village Museum would also be examined.

The cenotaph dedicated in 1948 remembering Burnaby South School students along with a suitable memorial such as the existing tennis courts are proposed to be relocated to the site of the new Burnaby South 2000 school site. Further detailed discussions are required with the affected groups. If this memorial is not relocated, it would need to be integrated into the proposed neighbourhood park.

5.2 B.C. PARKWAY

The B.C. Parkway (Highland Park Line) which constitutes the southern boundary of this area is a beneficial open space amenity for the area. B.C. Parkway also accommodates a hiking trail and a bikeway, giving access to a variety of facilities along its extended length including Powerhouse Park and the Edmonds Town Centre to the east; and Bonsor Park, Central park and Metrotown to the west. Further park development may be appropriate within the B.C. Parkway adjacent the proposed neighbourhood park for the area.

6.0 SCHOOLS AND PUBLIC FACILITIES

Although this apartment area will be primarily non-family oriented, the RM2-type apartments may generate some students. The Development Plan area is within the elementary school catchment area served by Windsor Elementary School located on the north side of Kingsway just west of Gilley Avenue. The new Burnaby South 2000 school would serve the secondary school needs of the area.

The area is close to the Edmonds Town Centre with its Eastburn Community Centre, Edmonds House, and the Kingsway Public Library. The area is equally convenient to Metrotown and its major public attractions via Kingsway and bus routes along the Kingsway corridor.

7.0 ROAD NETWORK

This new apartment area is served by a loop road off Kingsway at Conway and Sperling Avenues. This loop road in its east-west alignment is an extension of Arbroath Street and forms a spine road off which the designated apartment sites and neighbourhood park are accessed. Residential and industrial traffic in the area are proposed to be independent of each other. The pavement widths of the Conway Avenue and Sperling Avenue links to Kingsway would be 46 ft. wide (76 ft. wide right-of-way) with the Arbroath Street extension to be 36 ft. wide (66 ft. wide right-of-way).

Mission Avenue is to be closed and access to the B.C. Hydro substation should be desirably limited to its Griffiths Avenue frontage.

The eastern portion of the loop road is proposed to align with Sperling Avenue so that left-turns onto Kingsway and access to the main Edmonds Town Centre area will be facilitated by the current signalized intersection.

The western end of the Arbroath Street spine road is to terminate in a temporary landscaped street-end area until apartment development expands westward into the future expansion area, at which time Arbroath Street would be reopened to Gilley Avenue. In the interim, industrial traffic should be discouraged from infiltrating into the apartment area.

The widening of the south side of the Kingsway right-of-way of 16-1/2 feet for the future upgrading of Kingsway will be obtained in conjunction with rezoning and subdivision applications.

8.0 SERVICING

The major elements of servicing will be the construction to the full standard of the Conway Avenue and Sperling Avenue access roads and the east-west Arbroath Street spine road as well as the provision of water, sanitary sewer, and storm sewers on roads or easements to serve the proposed sites. Required servicing will also include the removal where possible and replacement underground of existing overhead wiring throughout the area.

The upgrading of Conway Avenue and the extension of Arbroath Street through the area are the first servicing priorities. The extension of Arbroath Street will require the demolition of the current Burnaby South School buildings with the exception of the 1914 building as indicated in Section 5.1.

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Attachment: Development Plan Sketch

Edmonds Town Centre West (Expansion of Community Plan Six)

Development Plan

Legend:

- 2 ♢ (RM2) - Multiple Family Residential (40 UFA Max)
- 3 ♢ (RM3) - Multiple Family Residential (50 UFA Max)
- 4 ♢ (RM4) - Multiple Family Residential (60 UFA Max)
- 8 ♢ (C2) - Commercial
- 10 ♢ (C4) - Commercial

These Development Plan Sites Are Generally To Be Zoned To Comprehensive Development District (CD) Utilizing The Outlined Zoning Designation As Guidelines.

▨ Park, School, Trail

▨ Future Apartment (EXPANSION AREA)

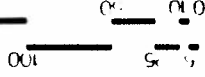
* ♢ Developed

NOTE: Legend Corresponds To Numbers Of Community Plan Six

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