ITEM 2 MANAGER'S REPORT NO. COUNCIL MEETING 90/01/08

RE: EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN

MUNICIPAL MANAGER'S RECOMMENDATION:

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

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MUNICIPAL MANAGER

1990 JANUARY 03

FROM:

DIRECTOR PLANNING & BUILDING INSPECTION

SUBJECT:

EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN

PURPOSE:

To submit the Edmonds Town Centre West Development Plan, with revisions arising out of a further review process, for Council's

consideration and approval.

RECOMMENDATIONS:

THAT the Edmonds Town Centre West Development Plan outlined in Appendix "A" be approved. 1.

- 2. THAT the Civic Development Committee of Council be requested to review the heritage 1914 Building to provide recommendations regarding its disposition as outlined in Section 3.1 of this report.
- 3. THAT a copy of this report be forwarded to the Parks and Recreation Commission and to the Burnaby School Board.

REPORT

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 McPherson 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. Council at its meeting of 1989 February 06 directed staff to pursue a Development Plan for the area primarily for residential uses.

Council on 1989 April 24 received a report outlining a draft Development Plan and endorsed the Plan for the purposes of requesting comments from area residents and other interested parties. The draft Plan was referred to the Parks and Recreation Commission for consideration of the parks aspects of the plan and also the Burnaby School Board for its comment. As authorized by Council, an information brochure was sent to property owners in the general area and an Open House and Special Public Meeting were held on 1989 May 30 and 1989 June 08, respectively. As further authorized by Council, this subject report is now submitted to Council providing a summary of comments received from interested parties together with specific recommendations for the formulation and adoption of the Edmonds Town Centre West Development Plan.

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As a result of further staff consideration of various aspects of the proposed Development Plan including public comments on the draft Plan (see Sketch 1 attached), some adjustments and refinements were pursued and are outlined in Section 3.0 and Sketch 2 (attached) of this report.

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The revised Edmonds Town Centre West Development Plan is outlined in the attached Appendix "A" and submitted for Council's consideration and approval.

2.0 PUBLIC COMMENT PROCESS

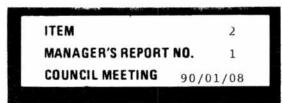
Over 600 information notices for the Open House and the Special Public Meeting of Council were sent to area residents and property owners, as well as a notice placed in the two Burnaby community newspapers. The information notice included a summary of the draft Development Plan. The Open House was held on the evening of 1989 May 30 at Burnaby South High School. Information displays were provided at the Open House as well as a staff presentation followed by a question and answer session. Approximately 70 persons were in attendance at the Open House and 6 comment sheets were filled out and submitted. A Special Public Meeting for delegations to Council was held on 1989 June 08, and was attended by approximately 30 persons, 7 of whom made presentations to Council.

On the whole, there appeared to be general support for the draft Development Plan. Comparatively few direct comments suggesting changes to the Plan or objecting to specific aspects of the Plan were received, as is evident from the following summary of comments received.

2.1 PUBLIC COMMENT

The main comments and concerns expressed in writing and by delegations at the Open House and the Special Public Meeting are encompassed by the following list including the number of times each was mentioned:

a)	It is a good Development Plan	(5)
b)	 Housing Related: Desire for more RM4-type sites Suggest mixed-use developments Suggest a Comprehensive Development approach to large land assemblies Provide social housing Meet needs of senior citizens More housing will result in negative social impacts Extend housing to Gilley Avenue Do not indicate future housing expansion area 	(3) (2) (2) (1) (1) (2) (2)
c)	Road network: - Don't cul-de-sac Arbroath Street - Don't close Mission Avenue - Don't increase traffic on Sperling - Can Kingsway widening dedication be exchanged for closed roads	(1) (1) (1)
d)	Other: - Preserve 1914 Building - Preserve all school buildings - Screen the B.C. Hydro substation - Save chestnut trees along Kingsway	(1) (1) (1)



2.2 FURTHER RESPONSES

The responses of a number of organizations or public bodies were also received as follows:

- a) The Network of Burnaby Seniors has requested that the cenotaph and tennis courts remain at this site. The 1914 Building should be retained and the provision of the neighbourhood park and social housing is also supported.
- b) The Army, Navy and Airforce Veterans in Canada, Pompier Unit 314, has requested that the cenotaph and tennis courts remain on the site and indicates support for the overall housing plan.
- c) The Heritage Advisory Committee has requested that the cenotaph and tennis courts as well as the 1914 Building remain on the site.

The 1914 Building was cited as the last remaining example of school design from the 1908-1912 period. The building was Burnaby's first high school and retains its original cladding and window framing. A feasibility study to determine an appropriate use for this building was suggested.

- d) The Parks and Recreation Commission on 1989 May 17 considered the neighbourhood park component of the draft Development Plan and adopted the following recommendations:
 - "1. THAT the Commission endorse the revised boundaries for the Neighbourhood Park site in the Edmonds Town Centre Development Plan as more specifically detailed in this report.
 - 2. THAT the existing 1914 building not be used for recreational purposes.
 - THAT the existing tennis courts and Cenotaph be retained within the park site, subject to the approval of the School Board regarding the Cenotaph.
 - 4. THAT the comments on the park components of the Edmonds Town Centre Development Plan be forwarded to Council and that Council be requested to refer the recommendations adopted by the Commission to the Planning & Building Inspection Department for consideration within the context of the finalized Edmonds Town Centre West Development Plan."

The suggested revised boundary of the park site would entail its shift directly westward such that the 1914 Building would not be located on the park site. Planning staff have also pursued a Commission inquiry as to whether the 1914 Building could be used by the Burnaby Village Museum or as part of an apartment development.

Further discussion of the 1914 Building and its relation to the park site is outlined in Section 3.1 of this report.

- e) Burnaby Village Museum staff has indicated that the relocation to the Museum site of the 1914 Building is not desirable and have commented that although the exterior is historically correct the interior has been heavily modified.
- f) The Burnaby School Board has indicated its desire for a commercial use strip along Kingsway and an increase in the RM4-type apartment designation in the Plan.

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The provincial Ministry of Transportation and Highways has indicated that the Gilley Avenue and Sperling Avenue intersections of Kingsway should provide for all vehicular turns. Conway Avenue should only permit one-way-in and one-way out vehicular movements and a central median may be needed to prevent left-turn movements. A widening of the Kingsway right-of-way may be required to accommodate a central raised median. A traffic impact statement may also be warranted.

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B.C. Hydro has indicated that its substation located east of Mission Avenue is permanent and there are no plans to phase it out. On a preliminary basis a service easement is indicated over the proposed closed Mission Avenue right-of-way. With the closure of Mission Avenue, B.C. Gas suggests the relocation of its gas main to Griffiths Avenue.

3.0 DEVELOPMENT PLAN FORMULATION

A finalized Development Plan is outlined in Appendix "A" for Council's consideration. Adjustments have been proposed to take into consideration comments obtained from the Open House and Public Meeting process, as well as from various public bodies and organizations. The overall Development Plan concept remains basically unchanged.

The main topics of discussion related to the formulation of a finalized Development Plan are outlined under the following headings of 3.1 Neighbourhood Park, 3.2 Apartment Sites, and 3.3 Road Network.

3.1 NEIGHBOURHOOD PARK

The neighbourhood park has been increased in size from the 1.5 acres outlined in the draft Plan to 1.7 acres, and the 1914 Building, cenotaph and tennis courts has been retained within the park site.

Almost all responses to the future status of the 1914 Building indicate that this historically significant school structure be retained on its current site. The Parks and Recreation Commission endorsed a proposal by the Parks staff requesting that the park site be shifted so as not to include the 1914 Building as there was considered to be no neighbourhood recreational use for the building.

The Planning & Building Inspection Department has proposed in the finalized Development Plan that the overall park site continue to include the 1914 Building but in compensation that the park site be enlarged from 1.5 to 1.7 acres. The slight reduction in apartment development area entailed by this park area increase is more than compensated for by the increase in RM4-type apartment area. Also, the size of the RM3 site directly west of the park has remained unchanged by including a portion of the closed Conway Avenue right-of-way into this RM3 site.

The size and form of this school building is not suitable for integration into an apartment project. Although the Parks and Recreation Commission has indicated no recreational use of the 1914 Building, it is recommended that this historic public building be retained in "public" ownership either by the School Board or the Municipality, and an appropriate continuing public use determined for the building. The specific public disposition of this building would have to be resolved in conjunction with the initial overall rezoning and subdivision of the School Board lands. It is proposed that the Civic Development Committee of Council be requested to review the 1914 Building to provide recommendations regarding appropriate public uses for this building, the departmental responsibility for its administration, and matters related to costs of restoration, upgrading, and maintenance.

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It is noted that through a complex land exchange arrangement, the neighbourhood park is being purchased by the Municipality from the School Board. Consequently, the deposit of the applicable per unit Parkland Acquisition Charge would be required of all apartment developers within this Development Plan area in conjunction with rezoning.

The neighbourhood park needs of this Development Plan area will be met by the designated park site and by Powerhouse Park. In addition, 3.2 acres of B.C. Parkway lands directly abut the residential frontage of this Plan as public open space available to the residents of this area.

There is unanimity that the cenotaph and the memorial tennis courts be maintained at their current location and included within the park site.

3.2 APARTMENT SITES

The layout of apartment sites remains largely the same as outlined in the draft Plan. The total apartment area is marginally less in area than in the draft Plan due to a slightly larger park site. However, with an increase primarily in the amount of higher density RM4 designated sites along Kingsway, the total possible apartment units within the Plan area has actually increased from about 600 units to about 650 units. The RM4 sites along Kingsway will provide a stronger link to the Edmonds Town Centre high-rise development east of Griffiths Avenue as well as taking further advantage of the views to the south from this high point of land.

It is noted that two or more adjacent sites could be combined if desired by developers to permit the development of a variety of building forms within a single, large, integrated comprehensive site.

Commercial development which is located along Kingsway between Gilley Avenue and Conway Avenue and in areas on the north side of Kingsway are appropriate to serve the convenience needs of this area. It is important to establish a strong, clearly defined, residential enclave providing a protected livable environment for an area surrounded on 3 sides by industrial development.

The enclave of existing M4 industrial development in the area to the north and south of Arbroath Street just east of Gilley Avenue although small is well established and, consequently, the designation of this area as a future apartment expansion area has been reconsidered. This future expansion designation has been deleted in the finalized Plan.

3.3 ROAD NETWORK

The road network remains as basically outlined in the draft Plan. Maintaining the concept of attempting to separate apartment and industrial traffic remains valid.

The provincial Ministry of Transportation and Highways has stipulated that the Conway Avenue access to Kingsway be restricted to one-way-in and one-way-out access. The Ministry has indicated the possible need of a median barrier to prevent left-turn movements at Conway Avenue and in this regard further discussions will be pursued at the detailed design stage. Also, in terms of phasing, until such time as the desired all-turns Sperling Avenue access to Kingsway is available, Arbroath Street would not be cul-de-saced, in order to permit access to the all-turns traffic signal at Gilley Avenue and Kingsway.

A minor refinement of the cul-de-sacing arrangement of Arbroath Street east of Gilley has also been incorporated into the finalized Plan.

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Dedications for the widening of Kingsway apply in order to accommodate left-turning lanes at signaled intersections and corresponding medians. These long range future works if built to their full extent would impact an existing row of mature street trees along the Kingsway frontage. Section 7.0 of the Development Plan (see Appendix 'A') has been expanded to explain that efforts would be made to retain as many of these trees as feasible.

PROPOSED EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN AND NEXT STEPS 4.0

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The revised Edmonds Town Centre West Development Plan is provided as Appendix "A" of this report, and is submitted to Council for its consideration and approval.

Following the phasing out of the Burnaby South High School site when the new Burnaby South 2000 high school is operational, a major rezoning of the School Board and Municipal lands encompassing the current Burnaby South High School site should be pursued. The residential development areas would be rezoned to the Comprehensive Development District (CD) utilizing the adopted Edmonds Town Centre West Development Plan as a guideline, while retaining the designated park site in its current P3 zoning designation. A subdivision application would likely be pursued in conjunction with the rezoning application to create specific legal parcels delineating the park site and the net apartment development sites as well as providing for road dedications and construction, and serviced sites. The approval of specific developer proposals for individual sites would then be advanced through the amendment Comprehensive Development (CD) rezoning process.

Other properties within the Development Plan in private ownership could either be combined with the School Board and Municipal lands at an early stage or would be developed in due course in full compliance with the adopted Development Plan in line with usual municipal development approval procedures.

A. L. Parr

Director Planning & Building Inspection

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Attachments:

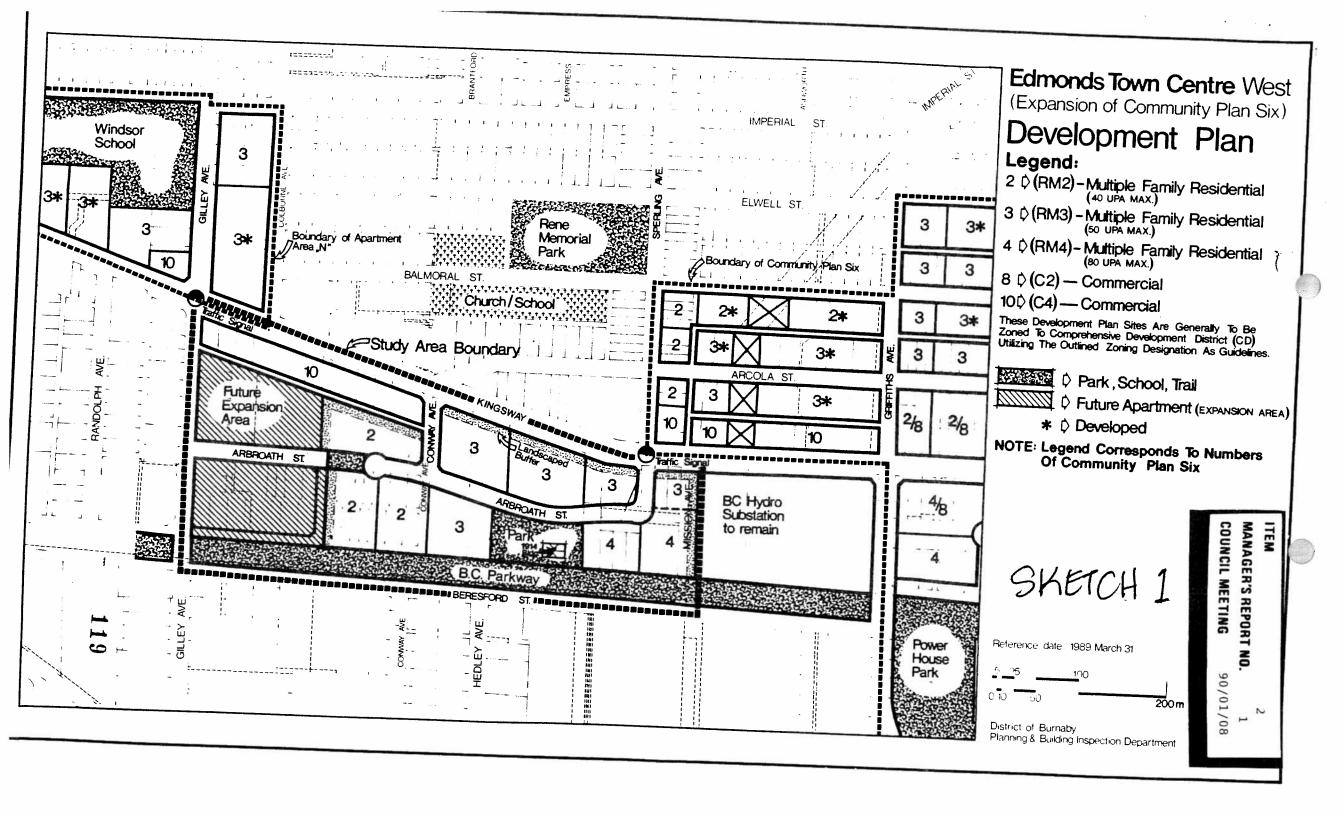
Sketches 1 and 2 Appendix "A"

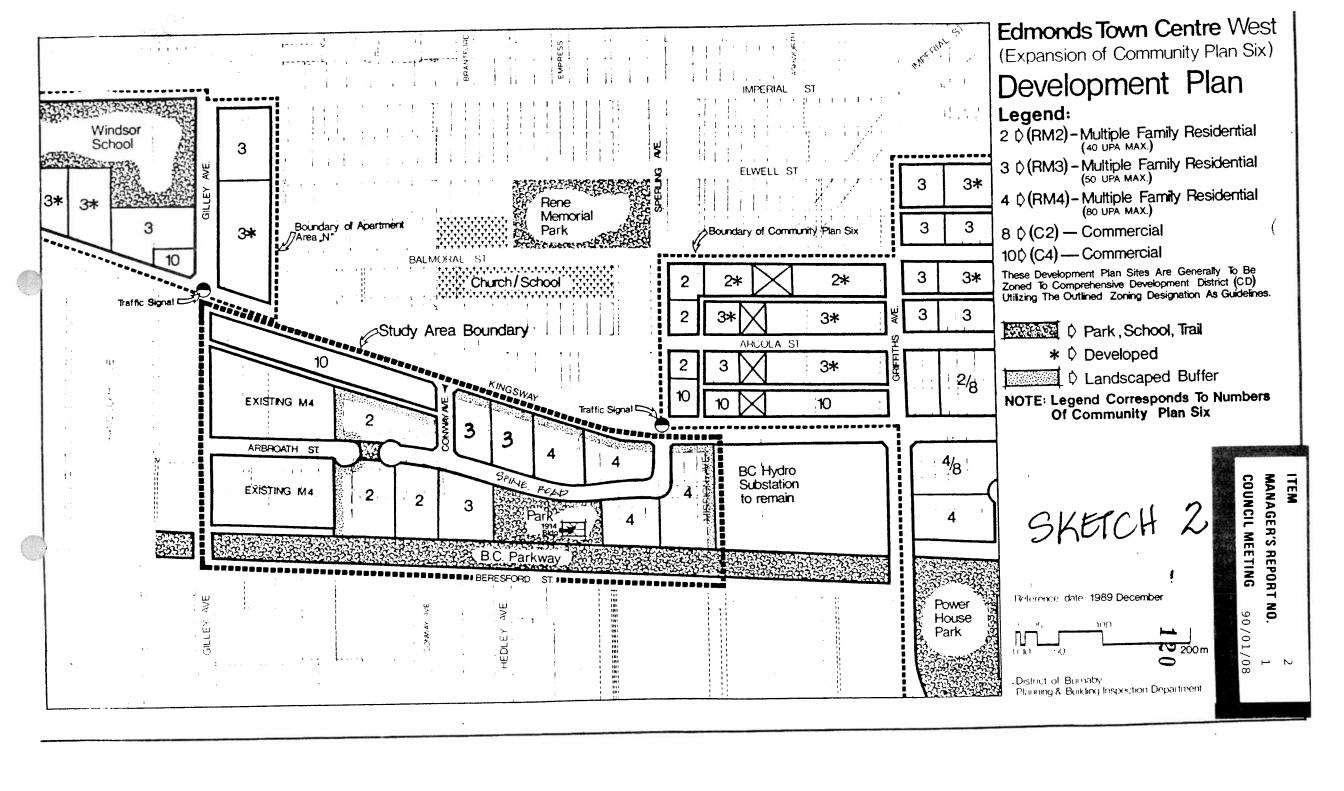
cc:

Director Recreation & Cultural Services

Director Administrative & Community Services

Director Finance Director Engineering Municipal Solicitor





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APPENDIX "A"

EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN

(EXPANSION OF COMMUNITY PLAN SIX)

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 McPherson Park location, the former Burnaby South School site on the south side of Kingsway just west of Sperling Avenue report providing a preliminary analysis of the redevelopment potential of the Burnaby South School site and outlining three possible redevelopment school site. 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.

The recommended Development Plan has been adjusted to reflect comments obtained from an Open House, a Special Council Meeting, and correspondence regarding the presented draft Development Plan.

This Edmonds Town Centre West Development Plan, summarized in the attached sketch and described 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 Development Plan is composed of ten (10) apartment sites served by a central spine 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 with the retention of the existing heritage 1914 school building, cenotaph and memorial tennis courts within the park site.

2.0 GENERAL PARAMETERS OF THE PLAN

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

- 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.
- The development of these lands recognizes its transitional location between the strong attractive centres of the Edmonds Town Centre to the east and Metrotown to the west along Kingsway.
- 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, and RM3 and RM2-type low-rise apartments.

- e) The existing M4 industrial designations will be maintained for the approximately 6 acre area just east of Gilley Avenue.
- f) A neighbourhood park site is provided to serve the new residential development.
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- 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.
- h) The existing strip commercial development on the south side of Kingsway between Gilley Avenue and Conway Avenue is retained.
- 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.
- The cenotaph and memorial tennis courts on the Burnaby South School site are retained at their current location within the neighbourhood park site.

3.0 RESIDENTIAL DEVELOPMENT SITES

A total of ten (10) apartment sites are provided encompassing approximately 11.4 acres and accommodating approximately 650 units and a population of approximately 1,100. As the limiting density factor would probably be the Floor Area Ratio based on net development site areas, the final total number of residential units achievable within this Development Plan area will likely be related to the size of units desired by developers. Abutting sites could also be combined to permit the development of a variety of building forms within a single large integrated comprehensive site. A minimum 35 ft. wide landscaped building setback should be provided within development sites adjacent Kingsway, the B.C. Hydro substation, and existing industrial areas as outlined on the Development Plan sketch. It is desirable that existing mature trees (some of a memorial nature) located between the school building and Kingsway be retained.

This new residential neighbourhood will include not only the School Board and municipally-owned land 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 facility; and some large lots currently accommodating older single-family dwellings west of the school site along Arbroath Street.

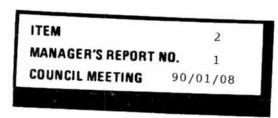
In accordance with the proportion of social housing currently provided in the Municipality, approximately 20% of the units in this area are proposed for social housing. The designation of specific sites for social housing would be determined at the time of rezoning and subdivision.

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 four 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 easternmost RM4 site encompassing the closed portion of Mission Avenue is relatively large and therefore a mixed high-rise and low-rise development would be appropriate for this site while maintaining the permitted RM4 density in order to avoid too high an apartment tower.



3.2 LOW RISE APARTMENTS (RM3 GUIDELINES)

The three (3) sites designated for this type of use are located along the Kingsway frontage and just west of the park site. These sites would be developed under RM3 guidelines 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.

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. 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. Stacked townhouse-type units are possible under these RM2 guidelines as a housing variant to meet the needs of small families.

4.0 COMMERCIAL USES

From the point of view of local convenience commercial, the area is appropriately served by an existing strip commercial area on the south side of Kingsway between Gilley Avenue and Conway Avenue, as well as by other extensive 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 regional shopping centre and entertainment attractions is also convenient to the area.

PARKS AND OPEN SPACE

5.1 NEIGHBOURHOOD PARK

A centrally-located 1.7 acre neighbourhood park is proposed directly adjacent B.C. Parkway. The neighbourhood park is being acquired by the Municipality from the School Board. The deposit of the applicable per unit Parkland Acquisition Charge would be required of all apartment developers within this Development Plan area in conjunction with rezoning. Appropriate development of the neighbourhood park would be pursued.

The park currently accommodates a heritage school structure, the first Kingsway East School constructed in 1914. Retention of this structure is recommended, but the determination of specific public uses for this structure, responsibility for its administration, and matters related to costs of restoration, upgrading and maintenance would be resolved after further study.

The cenotaph dedicated in 1948 remembering Burnaby South School students along with the existing memorial tennis courts are also proposed to be integrated into the neighbourhood park site.

5.2 B.C. PARKWAY

The B.C. Parkway (Highland Park Line) which encompasses 3.2 acres along the frontage of this Plan and is adjacent the park site, 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.

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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 spine road linked to Kingsway by Conway and Sperling Avenues. This east-west road 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 spine road 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. Preliminary indications are that easements will be required within the closed Mission Avenue right-of-way for utility purposes and further detailing would be pursued to ensure that these easement needs are minimized.

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. Conway Avenue at its intersection with Kingsway will be restricted to one-way-in and one-way-out movements and further discussions will be required with the provincial Ministry of Transportation and Highways in order to determine how best to preclude left-turn movements.

The western end of the spine road which is currently part of Arbroath Street is to terminate in a landscaped cul-de-sac area. Industrial traffic would be discouraged from infiltrating into the apartment area.

The widening of the south side of the Kingsway right-of-way 16-1/2 feet for the future upgrading of Kingsway will be obtained in conjunction with rezoning and subdivision applications. Any new street curbing should be proposed no closer than 6 feet to the existing row of mature trees along Kingsway wherever possible in order to assist the retention of these trees. Most of these trees have been assessed as being of good quality. Any future sidewalk along the Kingsway frontage should be located south of the row of trees, protected by easement if an encroachment upon a development site is necessary.

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 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 construction of the spine road through the area are the first servicing priorities. The spine road construction 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

