

ITEM	26
MANAGER'S REPORT NO.	17
COUNCIL MEETING	93/03/22

TO: CITY MANAGER 1993 March 17

FROM: ACTING DIRECTOR PLANNING & BUILDING

SUBJECT: PROPOSED REVISED EDMONDS TOWN CENTRE WEST  
DEVELOPMENT PLAN (INCLUDING FORMER  
BURNABY SOUTH SECONDARY SCHOOL SITE)

PURPOSE: To submit the proposed revised Edmonds Town Centre West  
Development Plan as the basis for requesting comments from  
area residents and property owners.

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RECOMMENDATIONS:

1. THAT Council endorse the proposed revised Edmonds Town Centre West Development Plan as the basis for inviting comments from area residents and property owners.
2. THAT the proposed revised Edmonds Town Centre West Development Plan be referred to the Burnaby School Board for its comments.
3. THAT a public information mailing as outlined in Section 3.0 of this report be authorized.

R E P O R T

1.0 BACKGROUND

As a result of the 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.

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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 based primarily on residential uses of a mixed character.

The recommended Development Plan was adjusted to reflect comments obtained from an Open House, a Special Council Meeting, and correspondence regarding the presented draft Development Plan. The Development Plan was adopted by Council on 1990 January 08.

Revisions to the Development Plan have been requested by the developer who has entered into an agreement to purchase the former Burnaby South School Site from the Burnaby School Board and who has also acquired virtually all other privately-owned properties encompassed within the Development Plan.

It is noted that an Edmonds Area Advisory Committee review process for the Edmonds/Stride Area is currently underway with a first phase emphasizing the identification of community issues. The proposed revisions, to this distinct sub-area on the west end of the Edmonds Town Centre, are not considered to conflict with this general review process of the Edmonds/Stride area.

## 2.0 PROPOSED REVISIONS TO THE DEVELOPMENT PLAN

The currently adopted Development Plan is outlined on Sketch #1. The proposed revised Development Plan is outlined on Sketch #2. The primary elements of these revisions are an increase in the overall residential density, the establishment of a National Nikkei Heritage Centre including a Nikkei Park Japanese garden open to the public, and specific social housing provisions composed of a senior housing development and a health care facility to be integrated with the Heritage Centre.

The proposed revisions are described as follows:

- a) The previous Neighbourhood Park of 1.7 acres remains in its general location but reconfigured and reduced marginally to 1.5 acres. The existing 1914 School building, memorial tennis courts, and cenotaph continue to be protected within the park site.
- b) A National Nikkei Heritage Centre is proposed to be established by the Japanese-Canadian ethnic group. The proposed multi-purpose cultural complex, which will also house a museum, is intended to attract participants from the general public as well as the Nikkei community.

The Heritage Centre site has an area of approximately 2.5 acres of which 0.5 acres adjacent the neighbourhood park is proposed to be developed as a Nikkei Park Japanese garden. A health care component is also proposed on this cultural centre site.

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- c) The proposed Nikkei Park of 0.5 acres is to be developed as a Japanese garden by the Nikkei Community but be accessible and enjoyed by the public at-large. An appropriate legal agreement would be pursued to allow generous public access to the garden yet have it managed and maintained by the heritage centre.
- d) An increased residential density in part to respond to the creation of the Heritage Centre site is proposed. The proposed plan outlines residential sites with RM3 and RM5 district guidelines and a seniors housing site. The previous Plan outlined residential sites with RM2, RM3 and RM4 District guidelines. Including the proposed seniors housing and health care facility, the number of units has been increased to approximately 742 units from the previously outlined 650 units with an overall increase in floor area including the heritage centre in the order of 100,000 sq.ft. Regarding the high-rise apartment component, three RM5-type high-density sites have been introduced in place of the previous four RM4-type medium-density sites.
- e) The social housing component is proposed to be met through the provision of 50 seniors housing units and a 75-bed health care facility. The health care facility is to be integrated with the heritage centre. The ability to achieve funding for these two components needs to be resolved and is being further investigated.
- f) Road improvement refinements have also been pursued particularly for the Kingsway and Sperling Avenue intersection.

### 3.0 PUBLIC COMMENT PROCESS

It is recommended that Council afford surrounding residents and property owners an opportunity to comment on the proposed revisions to the Edmonds Town Centre West Development Plan. An information mailing summarizing the revisions to the Development Plan is proposed to be prepared and distributed to all residents and property owners within the precinct outlined in Sketch #3 attached, and would be available to any other interested persons. This precinct is the same as the one used for the original draft Development Plan.

Particular care will be taken to ensure that this mailing minimize any potential confusion with the Edmonds Area Advisory Committee review process of the Edmonds/Stride Area that is currently underway.

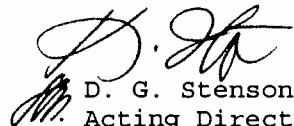
This proposed comment process is reflective of the fact that when the original draft Development Plan was made available for public comment, there was general support for the draft plan. The retention of the 1914 Building, cenotaph and memorial tennis courts which were cited as matters of concern at that time continue to be protected.

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The proposed revisions to the Plan related to park and cultural matters have been coordinated with Parks staff. The Parks and Recreation Commission at its meeting of 1993 March 03 approved the proposed neighbourhood park boundary adjustments and the Nikkei Park proposal subject to determination of an appropriate public access agreement for the Japanese gardens.

Public responses to the distributed information mailing would be invited and summarized in a further report to Council in approximately the end of 1993 April. A recommendation for adoption of a finalized revised Development Plan would be made at that time.

  
D. G. Stenson  
Acting Director  
Planning and Building

  
KI:lf

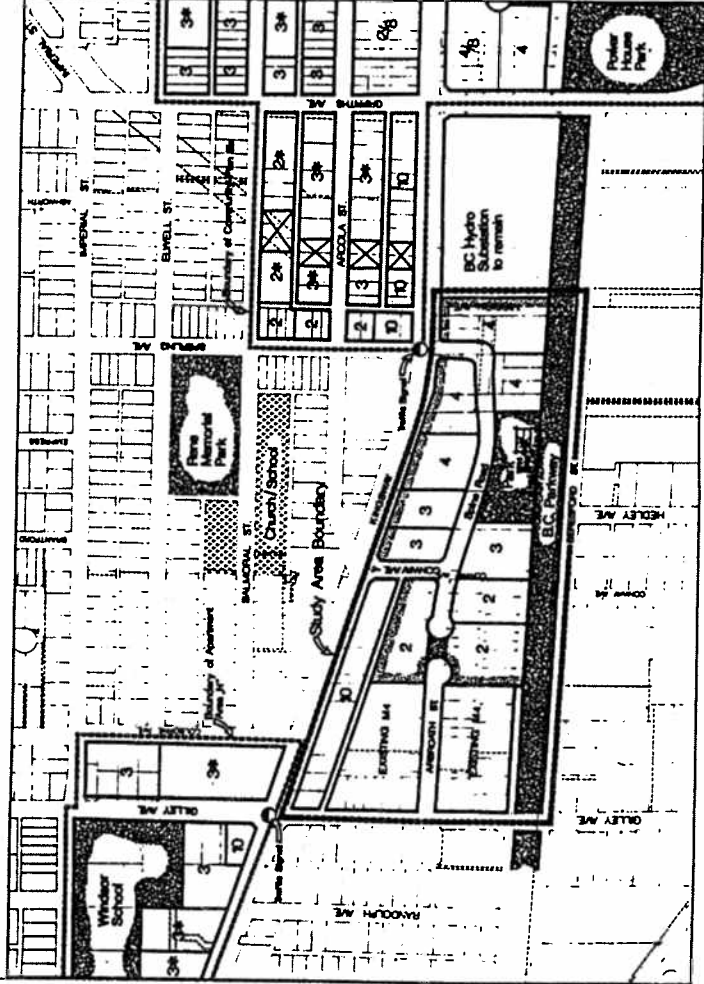
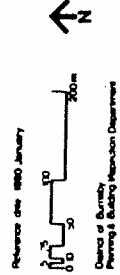
Attachments: Sketches 1 - 3, Appendix "A"

cc: Director Engineering  
Director Recreation and Cultural Services

**Edmonds Town Centre West**  
 (Expansion of Community Plan Sk)

**Development Plan**

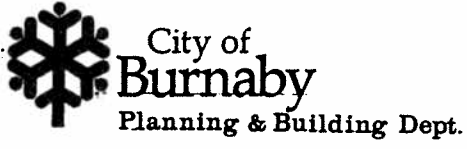
- Legend:**
- 2 0 (RM2) - Multiple Family Residential (as per S.U.C.)
  - 3 0 (RM3) - Multiple Family Residential (as per S.U.C.)
  - 4 0 (RM4) - Multiple Family Residential (as per S.U.C.)
  - 8 0 (C2) - Commercial
  - 100 (C4) - Commercial
- These Development Plan Sites Are Generally 3.5% Zoned & Correspondence Development District (CZ) Using The Current Zoning Description As Guidance.
- ◊ Park, School, Trail
  - \* Developed
  - ◊ Landscaped Buffer
- NOTE: Legend Corresponds To Numbers Of Community Plan Sk



Date:  
**MARCH 1993**

Scale:  
**N.F.S.**

Drawn By:  
**J.P.C.**



**CURRENTLY ADOPTED DEVELOPMENT PLAN**

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**SKETCH #1.**

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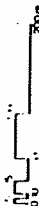
### Edmonds Town Centre West (Expansion of Community Plan Six)

### Development Plan

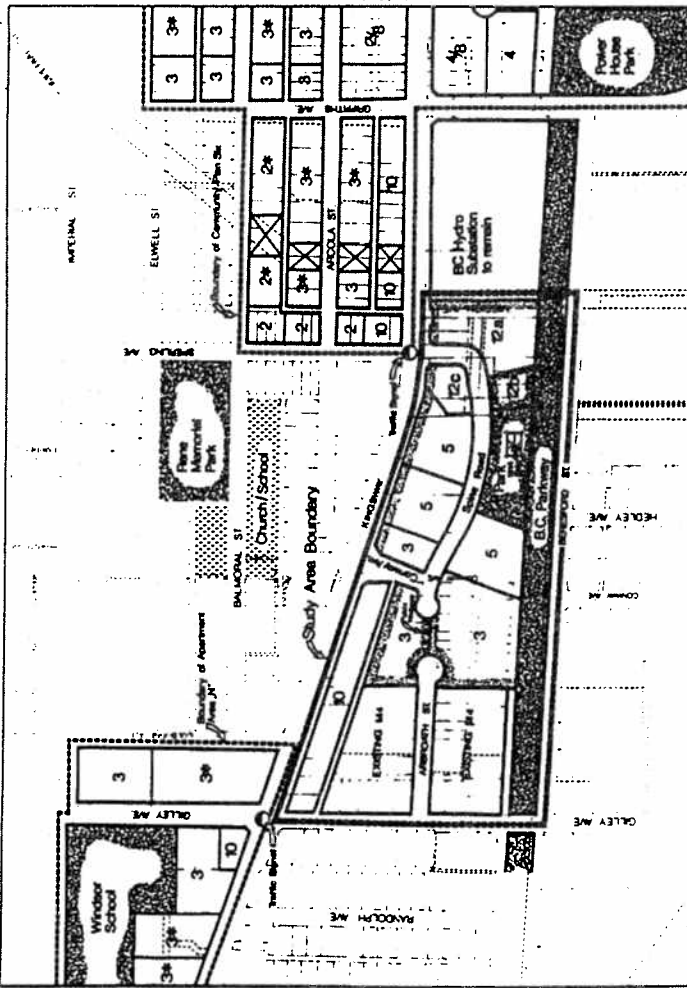
- Legend:**
- 3.0 (RM3) - Multiple Family Residential (town lots)
  - 5.0 (RM5) - Multiple Family Residential (town lots)
  - 8.0 (C2) - Commercial
  - 10.0 (C4) - Commercial
  - 12a.0 - National Niketal Heritage Centre and Health Care Facility
  - 12b.0 - Niketal Park
  - 12c.0 - Senior Citizens
- THESE DEVELOPMENT PLAN AREAS ARE GENERALLY TO BE ZONED TO COMPREHENSIVE DEVELOPMENT DISTRICT (CDD) INCLUDING THE OUTLINED ZONED SUBDIVISION AS OUTLINED.
- Park, School, Trail
  - Landscaped Buffer
  - Developed

Note: LEGEND CORRESPONDS TO NUMBERS OF COMMUNITY PLAN SIX.

Revised: 04, 1990 January  
Revision Date: 1993 March



City of Burnaby  
Planning & Building Department

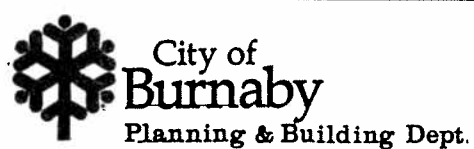


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MARCH 1993

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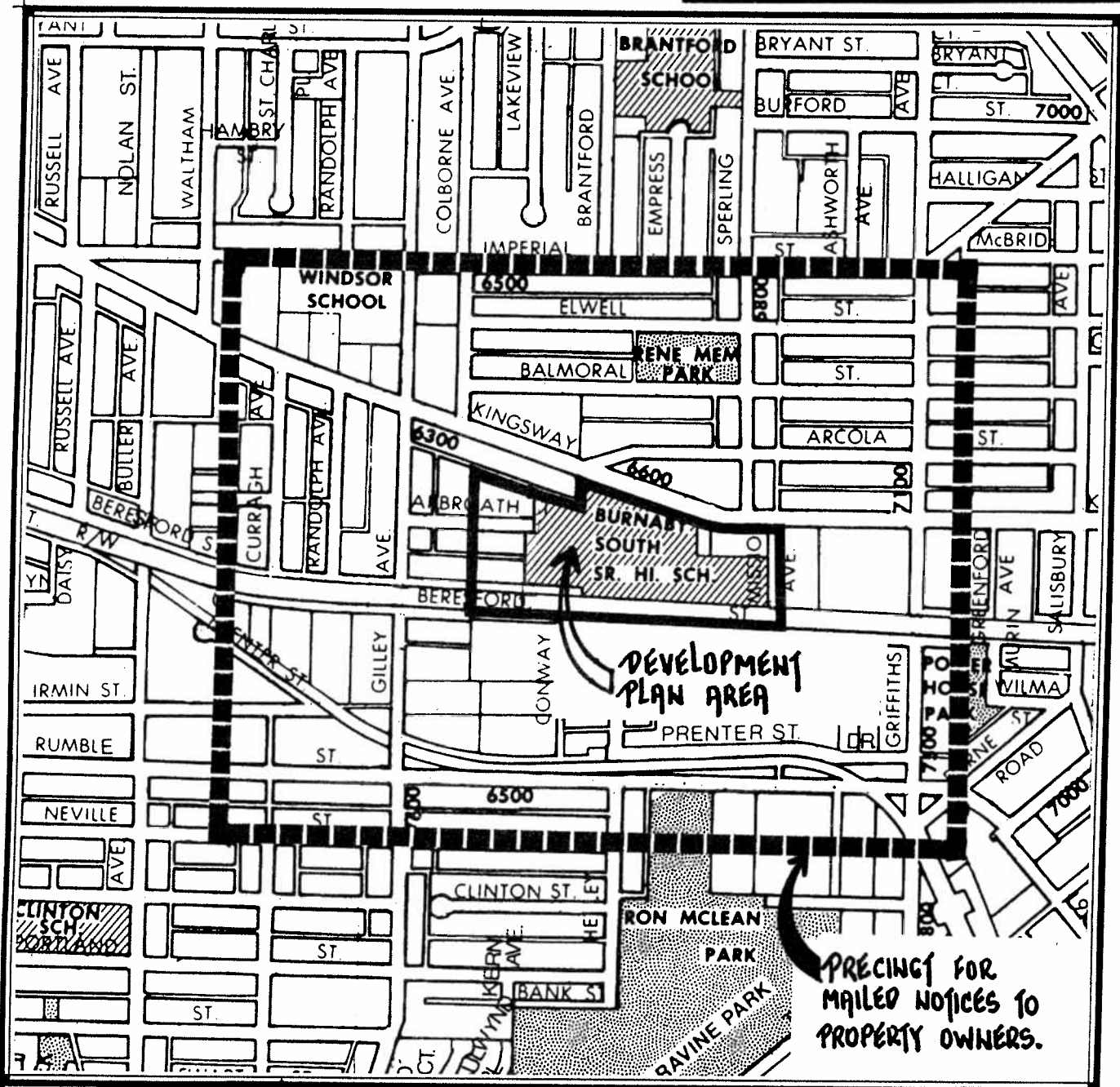
Drawn By:  
J.P.C.



**REVISED DEVELOPMENT PLAN**  
(CURRENTLY UNDER CONSIDERATION.)

SKETCH # 2.

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Date:  
**MARCH 1993**

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Drawn By:  
**J.P.C.**



City of  
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 Planning & Building Dept.

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**EDMONDS TOWN CENTRE WEST  
 DEVELOPMENT PLAN**

**SKETCH #3.**

APPENDIX "A"

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PROPOSED REVISED

EDMONDS TOWN CENTRE WEST DEVELOPMENT PLAN

(Expansion of Community Plan Six)

1.0 BACKGROUND AND SUMMARY

As a result of the 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 based primarily on residential uses of a mixed character.

The recommended Development Plan was adjusted to reflect comments obtained from an Open House, a Special Council Meeting, and correspondence regarding the presented draft Development Plan. The Development Plan was adopted by Council on 1990 January 08.

Revisions to the Development Plan have been requested by the developer who has entered into an agreement to purchase the former Burnaby South School Site from the Burnaby School Board and who has also acquired virtually all other privately-owned properties encompassed within the Development Plan. The primary elements of these revisions are an increase in the overall residential density, the establishment of a National Nikkei Heritage Centre including a Nikkei Park Japanese garden open to the public, and specific social housing provisions composed of a senior housing development and a health care facility to be integrated with the Heritage Centre.

This revised Edmonds Town Centre West Development Plan, summarized in the attached sketch and described in the following sections, is part of the currently adopted Community Plan Six for the Edmonds Town Centre. Changes to planned land use 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 the adopted area plans outside the outlined boundaries.



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In summary, the Development Plan is composed of six (6) apartment sites served by a central spine road. Residential traffic is separated as much as possible from industrially-generated traffic in the area. One site is specifically designated for seniors housing. Another site is designated to accommodate a National Nikkei Heritage Centre with a health care facility and a Nikkei Park adjacent the neighbourhood park. The 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:

- a) The development of this substantial apartment area is a westward expansion of the Edmonds Town Centre which recognizes that the Newell 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 recognizes 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 has been 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 RM5-type high-rise apartments, RM3-type low-rise apartments, and seniors housing.
- e) A significant cultural facility, the National Nikkei Cultural Centre is proposed together with an enhancing Nikkei Park Japanese garden. A social housing component of seniors housing and a health care facility are also proposed under the general auspices of the Centre.
- f) The existing M4 industrial designations will be maintained for the approximately 6 acre area just east of Gilley Avenue.
- g) A neighbourhood park site continues to be provided to serve the new residential development.

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- h) 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.
- i) The existing strip commercial development on the south side of Kingsway between Gilley Avenue and Conway Avenue is retained.
- j) 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.
- k) 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 six (6) market-oriented apartment sites are provided encompassing approximately 8.5 acres and accommodating approximately 615 units and a population of approximately 1,030. This does not include the social housing component which is described in the following Section 4.0. As the limiting density factor is the Floor Area Ratio based on net development site areas, the final total number of market-oriented residential units achievable within this Development Plan area may differ.

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. A minimum 50' building setback adjacent Kingsway is called for the RM5 apartment towers. It is proposed that existing mature trees (some of a memorial nature) located between the school building and Kingsway be retained.

This new residential neighbourhood will include the School Board and municipally-owned lands which currently constitute the Burnaby South School site; the commercially-zoned properties at 6672, 6686, and 6694 Kingsway just west of Mission Avenue, formerly accommodating a used car facility; and some large single-family dwelling lots west of the school site along Arbroath Street.

Residential redevelopment would require that sites be zoned to the Comprehensive Development District (CD) utilizing the designated RM3 or RM5 Districts and the adopted Development Plan as guidelines.

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3.1 HIGH RISE APARTMENTS (RM5 GUIDELINES)

The three sites designated for this type of use are located centrally within this Development Plan area. These sites would be developed under RM5 guidelines, with a maximum density of 100 units per acre, and a maximum floor area ratio of 2.2 applicable to the net site and with full underground parking.

3.2 LOW RISE APARTMENTS (RM3 GUIDELINES)

The three (3) sites designated for this type of use are located within the western portion of the Development Plan area. These sites would be developed under RM3 guidelines for generally 3-storey apartment buildings or 4-storeys subject to the approval of the Chief Building Inspector with a maximum net density of 50 units per acre, and a maximum Floor Area Ratio of 1.1 applicable to the net site and with full underground parking. A townhouse component is contemplated within the RM3 designated site at the south-west corner of the Plan area.

4.0 SOCIAL HOUSING COMPONENT

The social housing component of 50 units of seniors housing and 75 health care beds for a total of 125 units/beds is proposed to be provided under the auspices of the Heritage Centre. The 75 health care beds are to be located on a large site just east of Sperling Avenue together with the proposed National Nikkei Heritage Centre multi-purpose complex itself. The 50 seniors housing units are located on a separate smaller site with a proposed maximum FAR of 1.35, located just west of Sperling Avenue. It is necessary that the required funding commitments be assured and site specific rezoning applications be pursued for these social housing components concurrently with the development of the market-housing sites.

5.0 NATIONAL NIKKEI CULTURAL CENTRE

The National Nikkei Cultural Centre in an overall sense, functions as an umbrella for five societies representing the Japanese Canadian community for the purposes of developing a cultural centre, seniors housing, a health care facility, and a Japanese garden. The cultural centre is proposed as multi-purpose complex with a proposed gross floor area of 63,500 sq.ft. which will include a museum and be integrated with the health care facility with a proposed gross floor area of 50,000 sq.ft. on a 2.5 acre site on the east side of Sperling Avenue. A 0.5 acre portion of this site adjacent the neighbourhood park is to be set aside and developed as the Japanese garden or Nikkei Park which is described further under Section 7.2. The cultural centre can also be enjoyed by interested members of the general public and the Japanese garden is intended to be accessible to the public.

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6.0 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.

7.0 PARKS AND OPEN SPACE

7.1 NEIGHBOURHOOD PARK

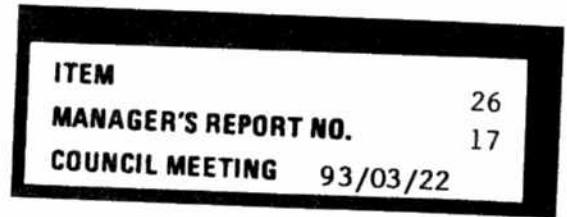
A centrally-located 1.5 acre neighbourhood park is proposed directly adjacent B.C. Parkway. The neighbourhood park has been acquired by the City. The deposit of the applicable per unit Parkland Acquisition Charge would be required of all apartment developers within this Development Plan area in conjunction 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.

7.2 NIKKEI PARK

A 0.5 acre portion of the overall National Nikkei Heritage Centre site of 2.5 acres is proposed as a Nikkei Park, to be developed as a Japanese garden. The Nikkei Park is located adjacent and to the east of the neighbourhood park. The Nikkei Park will be accessible to the public for its enjoyment but is planned to be constructed and maintained by the Heritage Centre. An appropriate legal agreement between the Heritage Centre and the City to this effect will need to be determined.



7.3 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.

8.0 SCHOOLS AND PUBLIC FACILITIES

This apartment area will be primarily non-family oriented, but may generate a few 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.

9.0 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, the social housing sites, the Heritage Centre, and neighbourhood park are accessed. Residential and industrial traffic in the area are proposed to be independent of each other. The pavement width of the Sperling Avenue link 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). The Conway Avenue link would have a 36-foot wide pavement width in an angled alignment to coincide with Arcola Street on the north side of Kingsway. Various corner truncations are required at street intersections.

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 but it is desirable for these easement needs to be minimized.

The eastern portion of the loop road is proposed to align with Sperling Avenue. The Sperling Avenue and Kingsway signalized intersection will need to be improved to meet ingress and egress turning movements to serve this major development. Conway Avenue at its intersection with Kingsway is intended to be restricted to one-way-in and one-way-out movements.

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The western end of the spine road which is currently part of Arbroath Street is to terminate in a cul-de-sac area. A public pedestrian link would be retained in this area. Industrial traffic would be discouraged from infiltrating into the apartment area and Arbroath Street would also be an industrial cul-de-sac off Gilley Avenue.

The widening of the south side of the Kingsway right-of-way by generally 16-1/2 feet for the upgrading of Kingsway and further widening to accommodate a bus bay east of Sperling Avenue will be obtained in conjunction with rezoning and subdivision applications. The location of new street curbing, separated sidewalks and underground services would be carefully determined in order to assist in retaining the existing row of mature trees. These services will likely be located within an easement parallel to Kingsway. Most of these trees have been assessed as being of good quality. The sidewalk along the Kingsway frontage would be located south of the row of trees.

10.0 SERVICING

Servicing will include but not be limited to 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. The upgrading of the Sperling Avenue and Kingsway signalized intersection to assure all turning movements especially off Kingsway is necessary. Required servicing will also include the removal where feasible and replacement underground of existing overhead wiring throughout the area.

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 7.1.

KI:lf  
Attachment: Development Plan Sketch

# Edmonds Town Centre West (Expansion of Community Plan Six)

## Development Plan

### Legend:

- 3. ◊ (RM3) - Multiple Family Residential (50 UPA MAX.)
- 5. ◊ (RM5) - Multiple Family Residential (100 UPA MAX.)
- 8. ◊ (C2) - Commercial
- 10. ◊ (C4) - Commercial
- 12a. ◊ - National Nikkei Heritage Centre and Health Care Facility
- 12b. ◊ - Nikkei Park
- 12c. ◊ - Senior Citizens

THESE DEVELOPMENT PLAN SITES ARE GENERALLY TO BE ZONED TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD) UTILIZING THE OUTLINED ZONING DESIGNATION AS GUIDELINES.

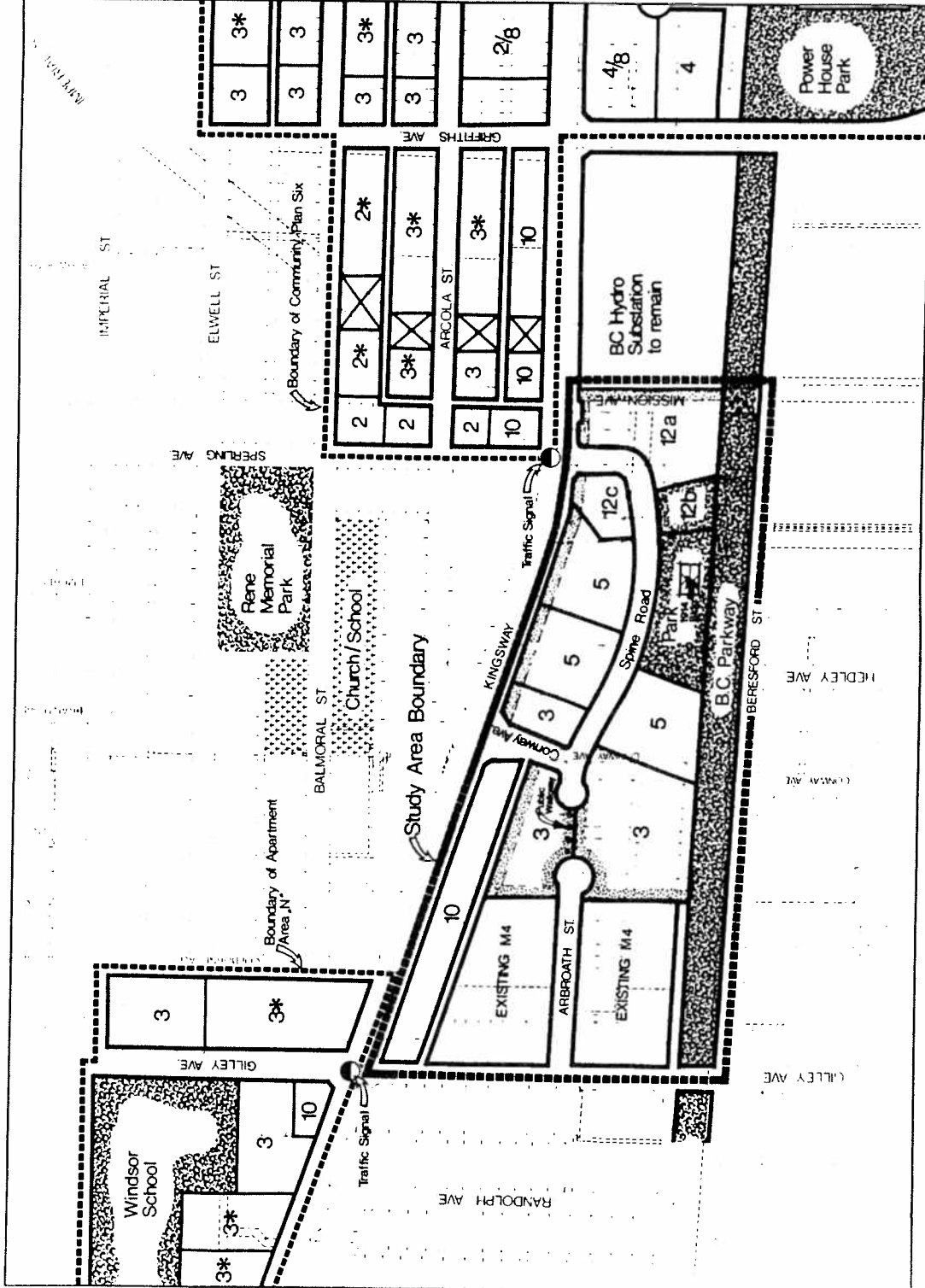
- ◊ Park, School, Trail
- ◊ Landscaped Buffer
- \* ◊ Developed

Note: LEGEND CORRESPONDS TO NUMBERS OF COMMUNITY PLAN SIX.

Revisions: 14 - 1990 January  
Revision Date: 1993 March



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