

Re: Commercial Facilities in the Lougheed-Bainbridge Avenue Area  
Rezoning Reference #48/70  
(Item 22, Report No. 35, May 12, 1975)

On May 12, 1975, Council tabled a report on the proposed redevelopment of the site at the north-east corner of Lougheed Highway and Bainbridge Avenue (Item 22, Report No. 35, May 12, 1975), subject to the understanding that delegations wishing to speak on the matter would be heard on May 26, 1975.

The matter was not lifted from the table on May 26. Instead, Council after having heard a delegation directed the Planning Department to bring forward a report on the industrial area to the south, and the abutting residential areas within a one mile radius of Lougheed Highway and Bainbridge Avenue and the existing or planned commercial facilities to service the area. It was further directed that the relative merits of establishing commercial facilities on the subject site as compared to a location farther north in the Montecito area be also reported on.

The following report from the Director of Planning contains the information that Council requested when the matter was last considered in May.

RECOMMENDATIONS:

1. THAT Council lift Item 22, Report No. 35, that was received on May 12, 1975, from the table; and
2. THAT the Council reaffirm the inclusion of the C1 zoned portion of the property at the north-east corner of Lougheed Highway and Bainbridge Avenue in the land acquisition area as approved on April 7, 1975, for application to CMHC for assistance under Section 42 of the National Housing Act; and
3. THAT the triangular block of land situated at the south-easterly corner of the Winston Street-Phillips Avenue intersection, as described in the preceding section of this report, be designated for future local commercial (C1) use in the development plans for the Government Road area.

\* \* \* \* \*

Planning Department,  
July 2, 1975

TO: MUNICIPAL MANAGER

FROM: DIRECTOR OF PLANNING

RE: COMMERCIAL FACILITIES IN THE LOUGHEED - BAINBRIDGE AREA  
(BERKELEY HOMES LTD. - REDEVELOPMENT OF THE NORTH-EAST  
CORNER OF LOUGHEED HIGHWAY AND BAINBRIDGE AVENUE  
- R. Z. REF. #48/70).

A. BACKGROUND

The Council, on May 26, 1975, following consideration of a proposal for the commercial redevelopment of a C1 zoned site at the north-east corner of Lougheed Highway and Bainbridge Avenue, directed that the Planning Department prepare a report on the general area (approximately one mile radius) from the point of view of local commercial services.

B. DESCRIPTION OF STUDY AREA

The area included within a one mile radius of the subject site, which has been superimposed on the designated neighbourhood planning areas in the general vicinity, is shown on the attached map "A", together with existing and proposed commercial (shopping) facilities.

The section of the municipality which is located within this one mile radius includes the entire Sperling-Broadway residential neighbourhood, as well as portions of the Government Road, Burnaby Lake, Ardingley-Sprott, Parkerost-Aubrey and Lochdale areas.

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Existing development is primarily single family housing, most of which is of relatively recent origin. Other forms of accommodation include some two-family units north of Halifax Street, the Monticeto apartment complex and a low density apartment project east of Sperling Avenue and north of Lougheed Highway. A number of industrial developments occupy peripheral locations in the Government Road neighbourhood and in the easterly portion of the Central Valley.

C. COMMERCIAL FACILITIES: EXISTING AND PROPOSED

Existing commercial facilities are presently extremely limited within the study area. Aside from six service station operations, commercial development is almost non-existent. The Parkcrest Plaza neighbourhood shopping centre lies just outside the one mile radius from the C1 zoned site at the northeast corner of Lougheed Highway and Bainbridge Avenue. Major commercial facilities at the Brentwood and Lougheed Mall centres are situated approximately two miles and two and three quarter miles respectively from the subject site.

In the 1966 Apartment Study, development proposals for Apartment Area "F" (Lougheed-Bainbridge) included provision for a small neighbourhood shopping centre, at a location on the west side of Bainbridge Avenue, to serve the adjoining residential development. However, this proposal was deleted from the Apartment Study '69 report, with the approval of Council, and the site included within the projected low density apartment area in the sector between Broadway and Lougheed Highway.

The currently proposed land use and subdivision plan for this area is outlined on the attached map "B". The Council, on April 7, 1975, following receipt of a report from the Housing Committee, directed that the Planning Department proceed with an application to CMHC for assistance as provided under Section 42 of the National Housing Act for land acquisition within the boundaries of this area.

The earlier deletion of a neighbourhood commercial centre from the Lougheed-Bainbridge location was due primarily to the proposed siting of a commercial facility on the west side of the golf course in the adjoining Halifax-Phillips apartment area (Area "E"), as shown on map "C" which is attached. It was further indicated that a north-south collector road (the extension of Phillips Avenue between the projected Hastings - Broadway connection and Lougheed Highway) would provide direct accessibility from the centre to the Lougheed-Bainbridge area and remove the necessity for the provision of a neighbourhood type commercial facility.

While some interest has been shown in this particular commercial centre in the past, no specific development proposals have materialized. In addition, the size of the centre has been reduced in the Community Plan for the area from a "community level" facility to what could be best described as a large neighbourhood shopping centre. The continuing growth of the Monticeto apartment complex, and the surrounding residential area is likely to stimulate interest in the development of this proposed commercial project in the future.

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D. DEVELOPMENT TRENDS AND COMMERCIAL NEEDS

There is, at present, an estimated 8,000 persons located within the area encompassed by the one mile radius of the subject site. This calculation excludes the south-easterly corner of the Parkcrest-Aubrey neighbourhood because of its close proximity to the Parkcrest Plaza shopping centre. The area north of Loughheed Highway accounts for approximately 6,400 of this estimated population figure, while the remaining 1,600 persons are situated to the south of this thoroughfare.

In the area north of Loughheed Highway rapid growth is occurring in the Sperling-Broadway neighbourhood. The construction of approximately 740 apartment units is anticipated in the Montecito sector within the next few years. These will include high rise, low rise and townhouse units. There is, in addition, a considerable amount of subdivision activity, particularly in the section south of Broadway which also has potential for an estimated 250 townhouse units. A population of approximately 9,000 is envisaged for that portion of the study area north of Loughheed Highway by 1986.

One of the major growth areas for single family housing is the Government Road neighbourhood, which has a potential for a large amount of residential development in the future. The rate of house construction has been quite high, averaging between 50 and 60 units annually over the entire neighbourhood. The population of this area, presently estimated at 2,880, is expected to increase to approximately 4,000 by 1986.

While retail business area standards tend to be somewhat variable, it is generally agreed that a neighbourhood level shopping centre should serve a population in the 6,000 to 10,000 range. Since such shopping centres usually provide readily accessible convenience goods for the day-to-day needs of their customers (i. e. food, drugs, personal services, household supplies, etc.) a location within one-half to one mile of all parts of the area served is considered necessary. With regard to siting, it is desirable to gain access to a neighbourhood shopping centre from a local collector street and to locate the facility reasonably central to the neighbourhood to be served provided that the location does not encourage invasion of the area by large numbers of shoppers' vehicles and wholesalers' trucks. On the other hand, a location along a major highway should definitely be avoided for this level of centre, as well as individual commercial developments, since this could eventually lead to a "strip development" situation that would seriously impair the traffic carrying function of the thoroughfare.

E. CONCLUSIONS

It is concluded that the projected shopping centre west of the golf course meets the criteria outlined in the preceding section of this report and would serve the local commercial needs of that portion of the study area which is located to the north of Loughheed Highway. This would remove the necessity of providing additional facilities in the Loughheed-Bainbridge area and confirm the earlier recommended deletion of a local commercial development at this location.

While the Government Road neighbourhood does not appear to provide the necessary population to support a neighbourhood shopping centre, the provision of a small scale local commercial area of three to four stores does, in our opinion, warrant consideration. Such an area could very well include a bank which would serve the local residents, as well as nearby industrial developments.

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A site of 1.5 to 2 acres would be sufficient for the scale of development envisaged. A location south of Winston Street would reduce considerably the possibility of incompatibility with the residential portion of the neighbourhood. While a central location is desirable, it should be noted that both Lozelles and Piper Avenues have been terminated north of Winston Street, which would make direct vehicular access circuitous and difficult from the north.

Phillips Avenue, on the other hand, extends across Winston Street and would provide good accessibility to both the residential and industrial areas. A triangular block of land which is situated at the southeasterly corner of the Winston Street - Phillips Avenue intersection would meet these criteria for the development of a small local commercial centre which might, for example, include such facilities as a grocery store, a bank, a restaurant etc. Access to the site should be from Phillips Avenue in order to maintain the through character of the Winston Street traffic route.

This particular block of land, which is outlined on the attached map "D", includes four separate lots. One of these is Corporation-owned and vacant, while the other three are occupied by older type dwellings. The current zoning is R1 (Single Family) Residential. However, the Council has previously approved a recommendation (May, 1971) that the site be included within the M5(Light Industrial) District category once a suitable development plan has been prepared. A future change to a C1(Neighbourhood Commercial) District classification would not, it is felt, be incompatible with the adjoining industrially zoned area.


This proposed site would be well situated to serve the entire Government Road neighbourhood and its residents, as well as the industrial portions of the area. This is graphically illustrated on map "E", which also locates the projected Montecito commercial development and the existing Parkcrest Shopping Plaza. In addition, one mile radius distances from each of these facilities are shown, which provides an indication of the extent of the commercial coverage that would be available to the surrounding residents.

It should be noted that the Loughheed-Bainbridge sector lies within the one mile radius "overlap" of all of these commercial centres. This factor serves to reinforce the earlier conclusion that this particular area will be adequately served with commercial facilities and that further development would not be required nor warranted.

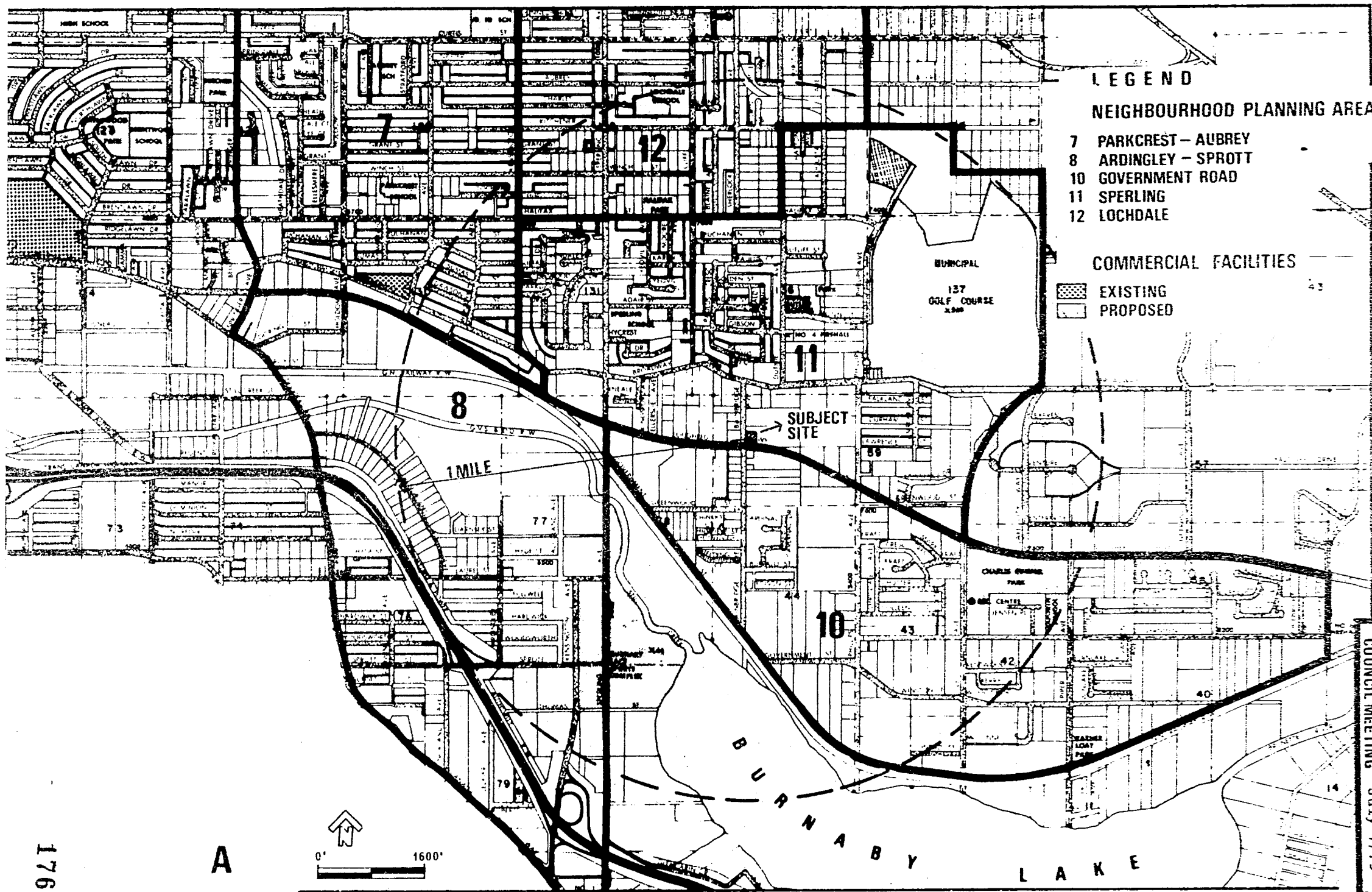
F. RECOMMENDATIONS

It is recommended:

- (1) THAT the Council reaffirm the inclusion of the C1 zoned portion of the property at the north-east corner of Loughheed Highway and Bainbridge Avenue in the land acquisition area as approved on April 7, 1975, for application to CMHC for assistance under Section 42 of the National Housing Act.
- (2) THAT the triangular block of land situated at the southeasterly corner of the Winston Street-Phillips Avenue intersection, as described in the preceding section of this report, be designated for future local commercial (C1) use in the development plans for the Government Road area.

  
A. L. Parr,  
DIRECTOR OF PLANNING.

RBC:ew  
c.c. Municipal Clerk  
Assistant Director - Long Range Planning  
& Research  
att.





**LEGEND**

**NEIGHBOURHOOD PLANNING AREAS**

- 7 PARKCREST - AUBREY
- 8 ARDINGLEY - SPROTT
- 10 GOVERNMENT ROAD
- 11 SPERLING
- 12 LOCHDALE

**COMMERCIAL FACILITIES**

-  EXISTING
-  PROPOSED

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A



BURNABY LAKE

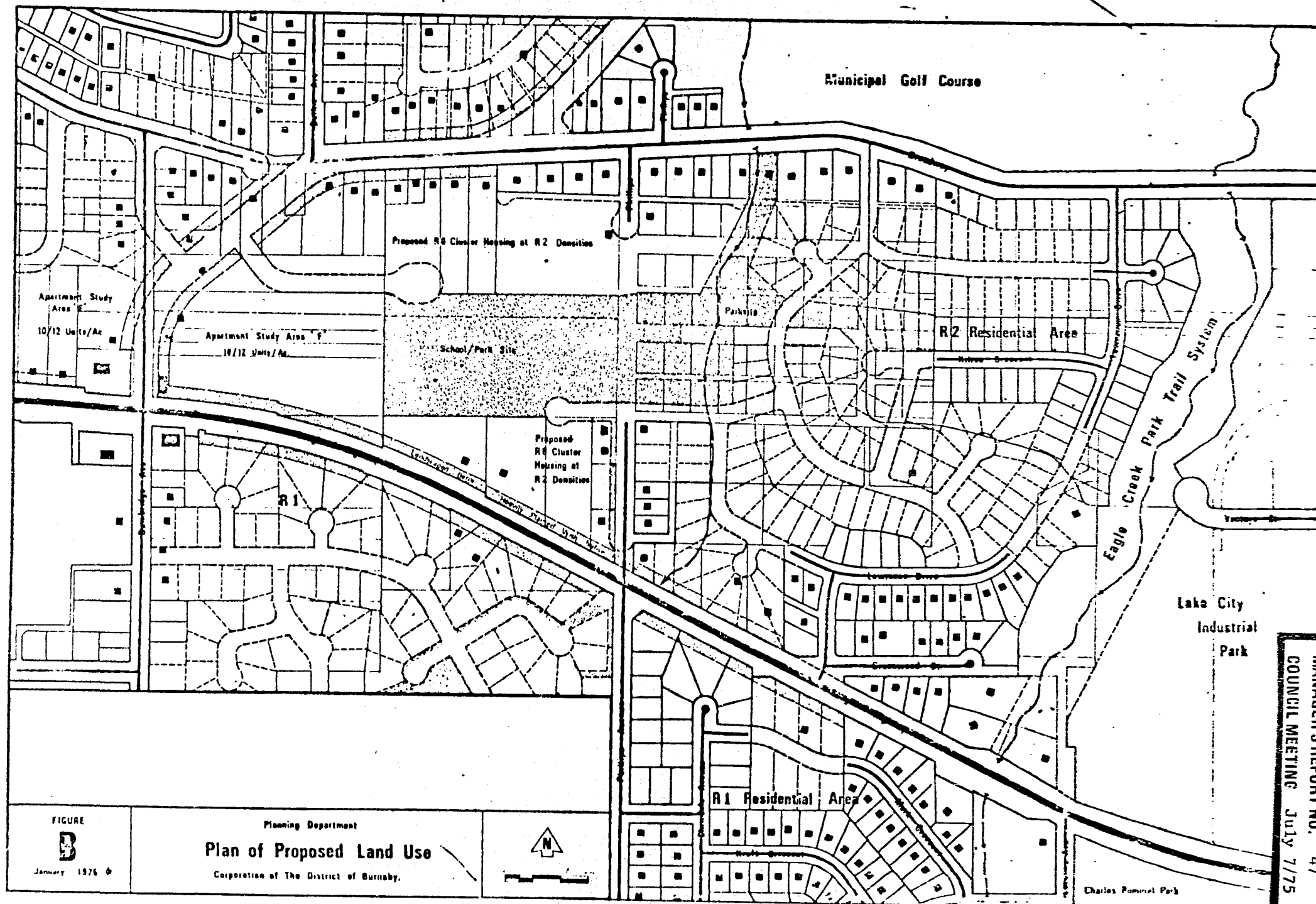


FIGURE  
**B**  
 January 1976

Planning Department  
**Plan of Proposed Land Use**  
 Corporation of The District of Burnaby.

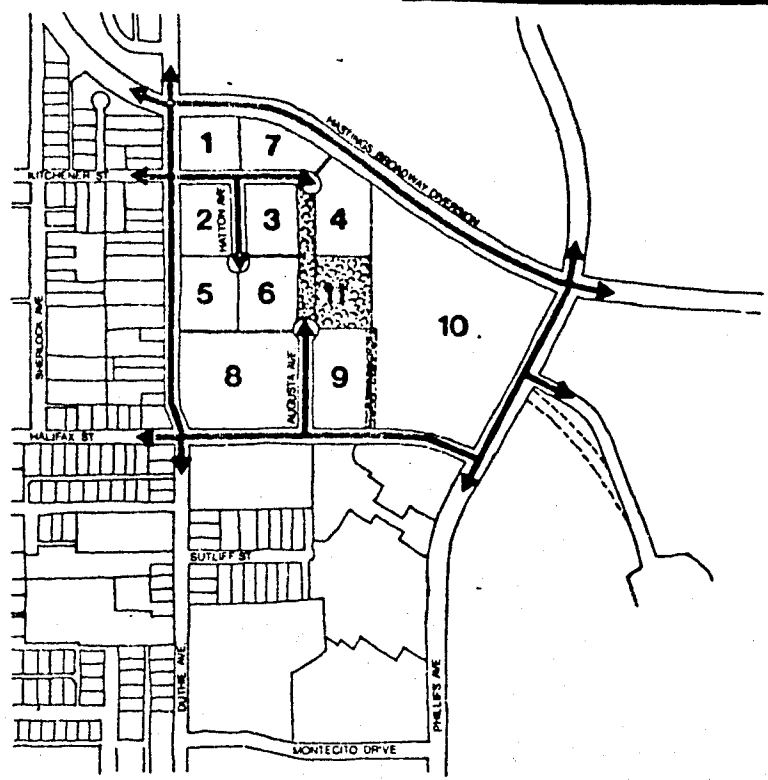


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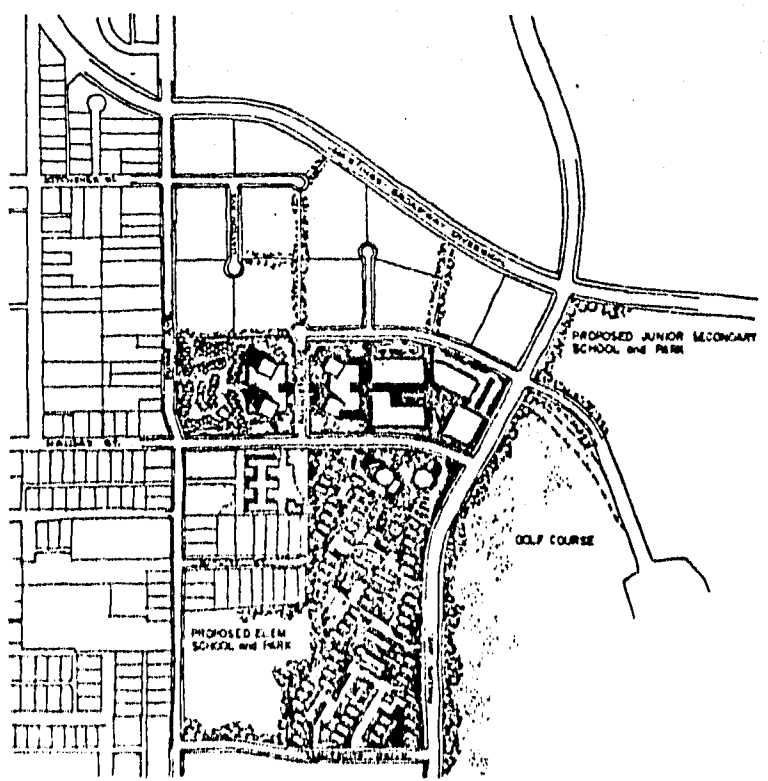
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LEGEND

- 1-6 Proposed Low Density Multiple Family  
UNIT DENSITY: 10/12 UNITS per. acre
- 7 Proposed Church Site  
SITE AREA: 2.0 acres (approx.)
- 8 Proposed Medium Density Comprehensive Development  
SITE AREA: 8.5 acres (approx.)  
UNIT DENSITY: 50 UNITS per. acre  
TOTAL UNITS: 325 (approx.)
- 9 Proposed RM4 Multiple Family Comprehensive Development
- 10 Proposed Commercial Development
- 11 Park  
PEDESTRIAN SYSTEM



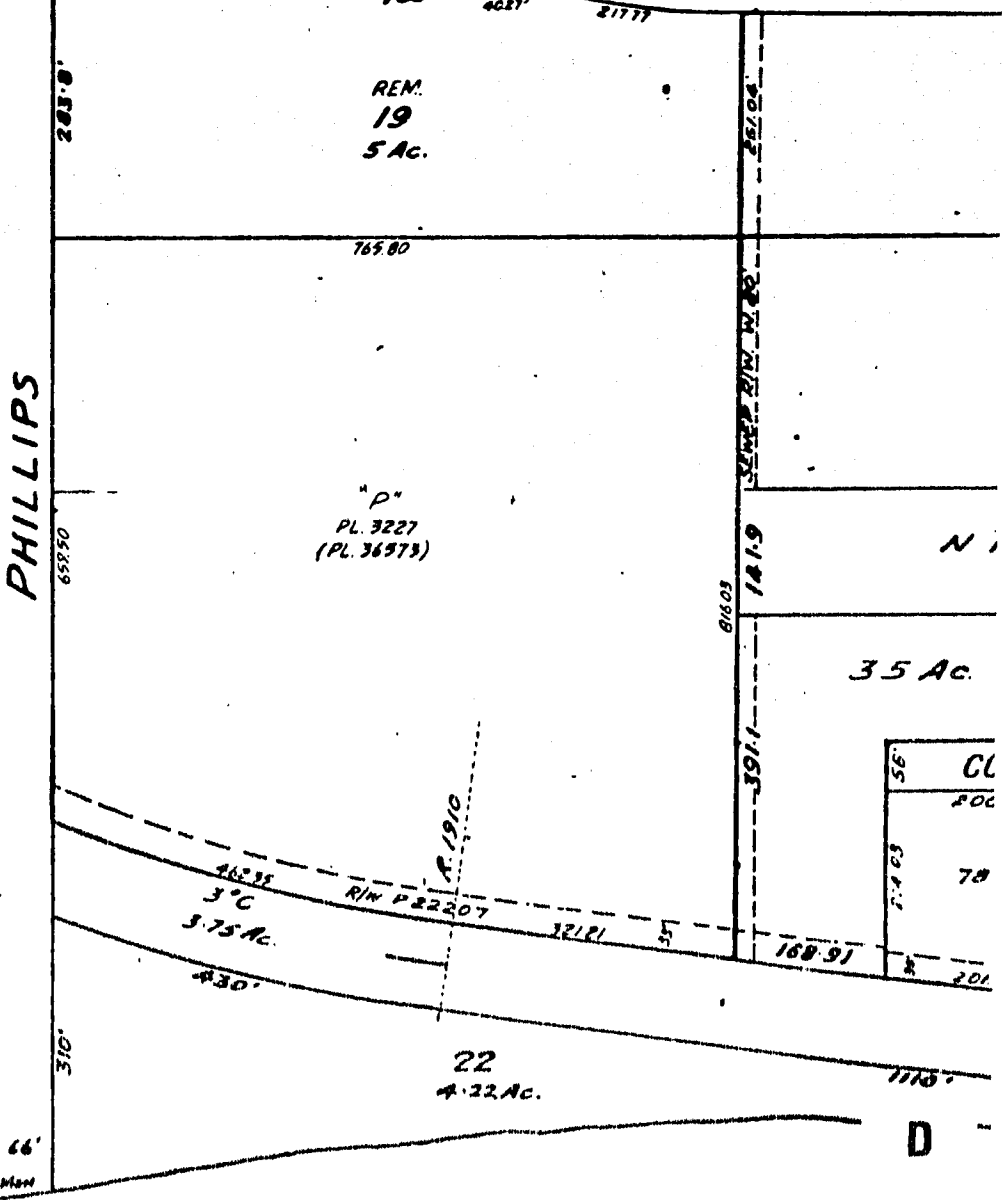
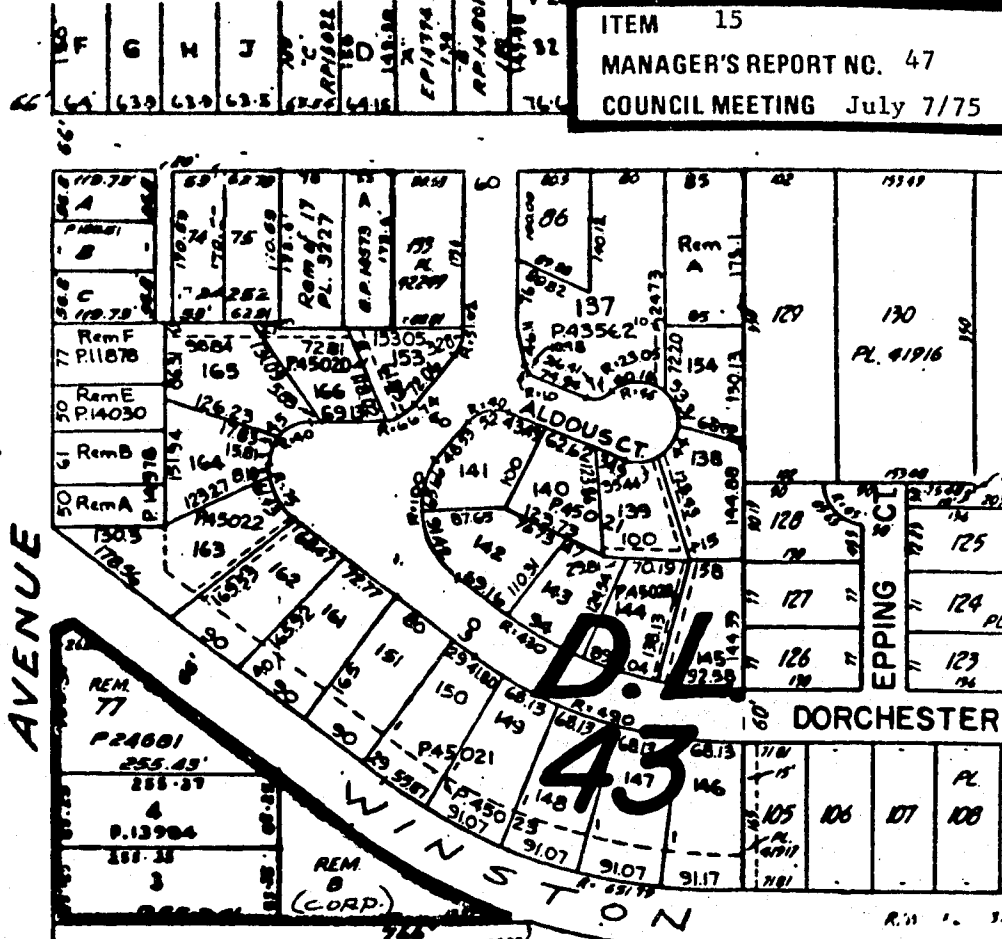
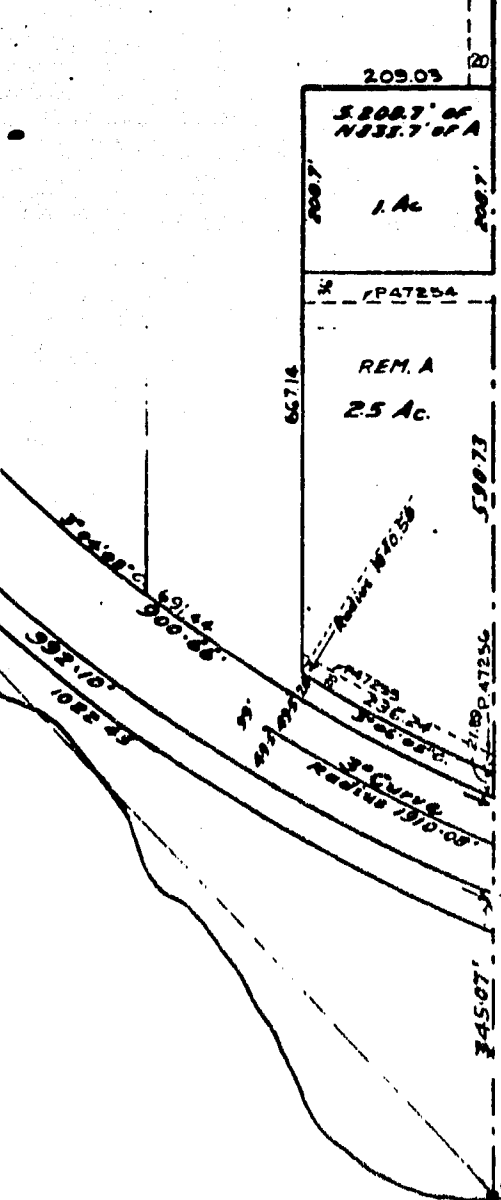
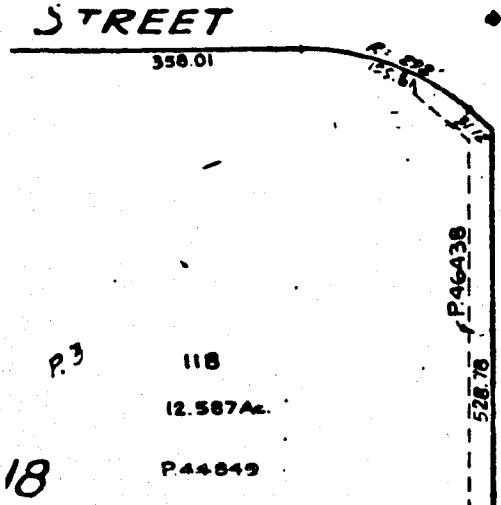
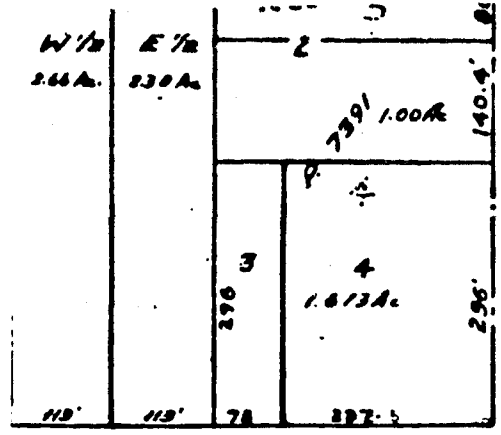
**Community Plan - Area 'e'**  
 PROPOSED SUBDIVISION (REVISED OCTOBER 15 1973)  
 SCALE: 1" = 400'



**community plan - area 'e'**  
 proposed development  
 scale: 1" = 400'

C

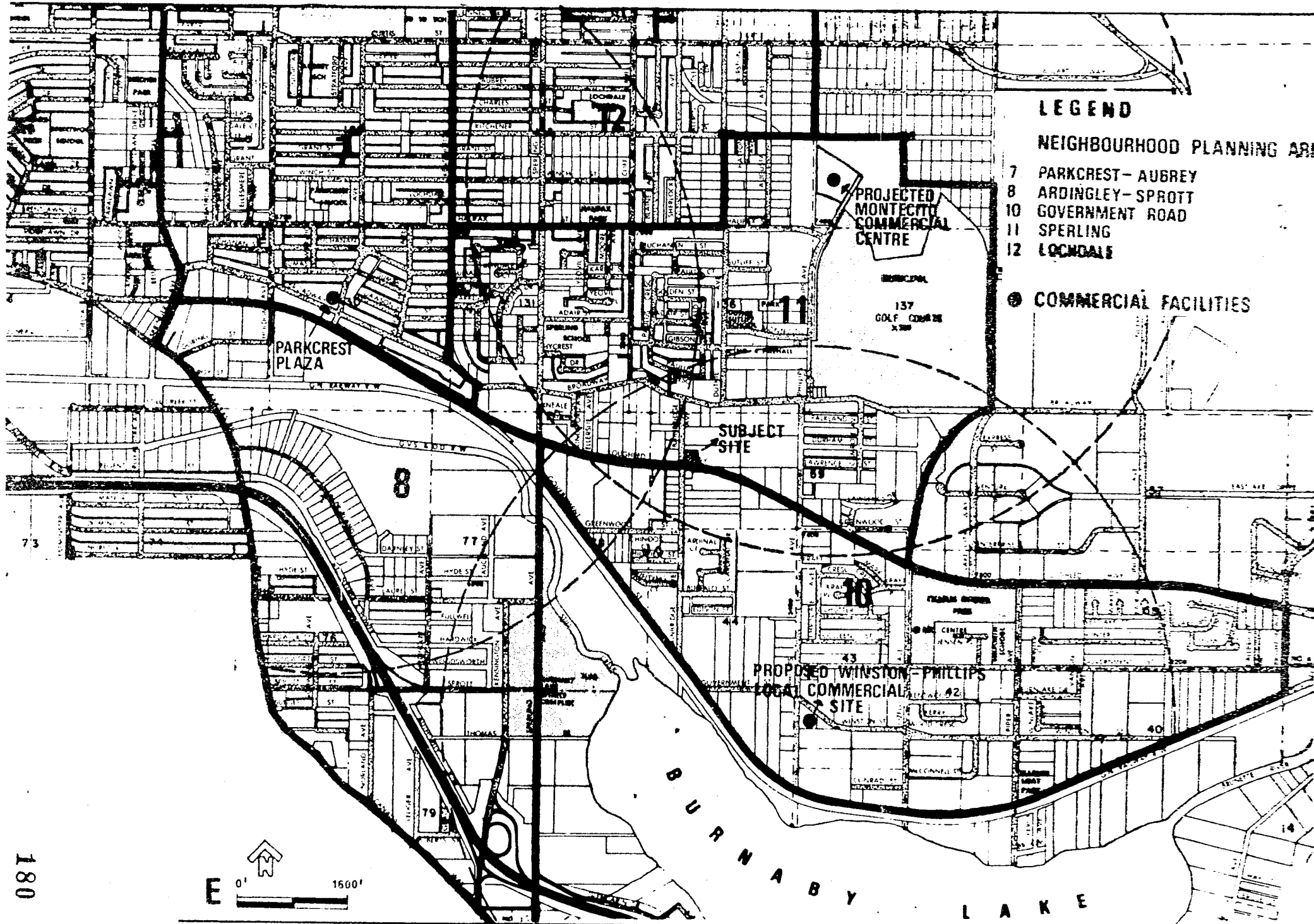
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P.3  
118  
12.587 Ac.  
P44849  
18

56	CL
70	206
78	201
201	201





**LEGEND**

**NEIGHBOURHOOD PLANNING AREAS**

- 7 PARKCREST - AUBREY
- 8 ARDINGLEY - SPROTT
- 10 GOVERNMENT ROAD
- 11 SPERLING
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● COMMERCIAL FACILITIES

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