

ITEM	8
MANAGER'S REPORT NO.	9
COUNCIL MEETING	1980 02 04

RE: LAKE CITY EAST COMMUNITY PLAN AREA
 RFZONING REFERENCE #27/79
 (ITEM 14, REPORT NO. 57, 1979 AUGUST 27)
 (ITEM 15, REPORT NO. 59, 1979 SEPTEMBER 04)

Following is a report from the Director of Planning regarding the Lake City East Community Plan Area.

RECOMMENDATION:

1. THAT the recommendations of the Director of Planning be adopted.

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TO: MUNICIPAL MANAGER PLANNING DEPARTMENT
 1980 JANUARY 29
 FROM: DIRECTOR OF PLANNING Our File: 15.148
 SUBJECT: LAKE CITY EAST COMMUNITY PLAN AREA - R.Z. #27/79

RECOMMENDATIONS:

1. THAT Council authorize the Planning Department to work with applicant of R.Z. #27/79 towards appropriate modifications to the development proposal, as noted in Section 5.2 of this report, on the understanding that the rezoning will be advanced to First and Second Readings upon satisfactory completion of the changes.
2. THAT Council authorize the Planning Department to work with the owner of Site 6 towards appropriate modifications to the adopted Comprehensive Development Plan as noted in Section 5.2 of this report prior to the issuance of Preliminary Plan Approval.
3. THAT Council authorize the Parks and Recreation Department to develop a suitable design and implementation program for Fraser Hills Park in consultation with people living in the area and the Planning Department.
4. THAT a copy of this report be sent to the applicant of R.Z. #27/79 (Menkis Construction Ltd.), the owner of Site 6 (Housing Corporation of British Columbia) and those people who made presentations at the Public Hearing.

REPORT

1.0 BACKGROUND

Council, on 1979 August 27, established prerequisites to Rezoning Reference #27/79 and authorized advancement of the rezoning to a

Public Hearing on 1979 October 16. Rezoning Reference #27/79 involves the development of 144 dwelling units in a high rise building form and a small one-storey convenience commercial facility in accordance with the currently adopted Community Plan (see attached Sketch #1). At the Public Hearing related to this proposal a number of concerns were raised by residents in the area about the specific proposal and the Community Plan in general. Council directed staff to comment upon the concerns raised and on the advisability of reviewing the Community Plan. This report is in response to that direction.

2.0 SUMMARY OF LAKE CITY EAST COMMUNITY PLAN

2.1 Original Community Plan

The original Community Plan for the Lake City East Area was adopted by Council on 1970 July 27. This area had been designated in the past as suitable for medium density housing. Using this general density parameter the plan was proposed with an overall density of approximately twenty units per acre including housing types ranging from high density forms to townhouses interconnected with trail systems and park areas. The range of housing types was proposed to maintain areas of open space, including stands of good quality trees, while still achieving the overall density criterion.

2.2 Amended Community Plan

On 1974 December 30, Council adopted an amendment to the Community Plan in conjunction with Rezoning Reference #55/74. The amendment included Sites 4 and 8 and Fraser Hills Park, Sketch 1. Essentially the amendment involved the provision of a higher proportion of family-oriented housing utilizing a cluster housing (garden apartment) concept and elimination of three high rises. Site 4 was increased in size through a land exchange involving 3.43 acres of redundant road allowance. The Municipality made the 3.43 acres of road allowance available for cluster housing and the developer dedicated 4.55 acres of designated high rise land to the Municipality for parks purposes. The net gain to the Municipality was thus 1.12 acres. As the net area of land acquired exceeded that which could be obtained through park levies from Sites 4 and 8, it was determined that levies would not be required from these two areas. The site area was further increased as the developer obtained 1.24 acres of land from B.C. Hydro. This land exchange and acquisition from Hydro resulted in a 16.53 acre cluster housing site. Following are the statistical adjustments resulting from this Community Plan amendment:

<u>Site 4 (1970 Plan)</u>		<u>Site 8 and Fraser Hills Park (1970 Plan)</u>	
Site Area:	11.86 acres	Site Area:	6.34 acres
Court Housing:	10 units		
Townhouses:	32 units	Total Number	300 units in
Maissonettes:	120 units	of Units:	3 high rises
High Rise:	85 units (one tower)		
Total Number			
of Units:	247		

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<u>Site 4 (1974 Plan)</u>	<u>Site 8 and Fraser Hills Park (1974 Plan)</u>
Site Area: 16.53 acres	Total Site Area: 6.34 acres
Total Number of Units: 282 units of cluster housing	Public Park Area: 4.55 acres
	Apartment Site: 1.79 acres
	Total Number of Units: 144 units in one high rise

This amended Community Plan has been updated in map form for convenience (Sketch 1). In summary, while the residential development site area remained virtually the same (18.20 acres in 1970 versus 18.32 acres in 1974), the overall number of units was reduced from 547 units to 426 units, 3 high rise apartments were eliminated and a 4.55 acre public park was achieved at a central location within this community plan area.

2.3 Developments in the Area

All the sites in the Community Plan area are developed except Sites 6 and 8. The development of Site 4, was approved by Council as Rezoning Reference #55/74 and is constructed. Rezoning Reference #57/71 (Site 6) has been granted Final adoption by Council but has not yet been constructed. The current zoning of that site permits the construction of a twenty-one storey high rise.

Third Reading of Rezoning Reference #51/75 was granted on 1976 June 14. This rezoning was to permit the construction of a 144 unit high rise on Site 8, in accordance with the currently adopted Plan as amended in 1974. Additionally, a small convenience commercial facility was proposed for the site as an integrated accessory convenience use related to the tower and to serve the local area. An option on this site has been obtained from the Province (the current owner) by a developer in response to the Province's tender call. The developer wished to make design adjustments to the Comprehensive Development Plan of Rezoning Reference #51/75. While the design adjustments are within the Community Plan guidelines, the adjustments are significant enough to require a new rezoning and associated Public Hearing. On 1979 September 05, Council therefore abandoned the Bylaw associated with Rezoning Reference #51/75 as a procedural matter and authorized the advancement of the amended project as a new rezoning (Rezoning Reference #27/79) to a Public Hearing on 1979 October 16.

3.0 PUBLIC HEARING FOR REZONING REFERENCE #27/79

At the Public Hearing for Rezoning Reference #27/79 a number of people living in the Lake City East Community Plan Area expressed concerns related to the specific rezoning proposal and high rise proposals within the area in general. Following is a summary of the indicated concerns.

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3.1 Indicated Concerns

- parking for the residential and commercial components is inadequate as proposed
- traffic in the area will increase with associated noise and safety concerns
- pressure on schools will increase
- development should pay full park levy
- tower will be rental for singles and couples - generally a transient population lacking community ties.
- possibly more vandalism
- lack of recreational facilities for the tower residents
- more noise in the area caused by traffic and non-family life styles
- tower will cast shadows over park and low rise residential development
- overlook problems will result from people in towers looking down onto patios of low rise housing
- like character of community now - a community spirit has evolved
- block parent program in effect - high rise a visual and social intrusion
- desire more compatible forms of housing
- need more park space
- park improvements need defining
- want a "people place"
- plan not printed in Community Plan booklet - revised through rezonings but not a clear public document
- plan old - time for a fresh look
- review plan with resident input

4.0 REVIEW AND COMMENT

- 4.1 The Lake City East Community Plan is fully implemented with the exception of Fraser Hills Park and Sites 6 and 8, Sketch 1. Therefore a review of the Community Plan is unnecessary, and only the most desirable development of Sites 6 and 8 Fraser Hills Park need be determined.

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- 4.2 All the designated lower density family oriented housing sites are fully constructed and Sites 6 and 8 are the two high density housing sites remaining in the area which was formerly to contain five high rises. The two sites must be considered together. If Site 8 is to retain its high density housing designation, then Site 6 would similarly retain its designation (as currently zoned). If Site 8 is to be amended to a low or medium density housing designation then the designation of Site 6 should also be amended to avoid an odd, single tower. As Site 6 is zoned for high rise (adopted Comprehensive Development Plan), the new designation would also involve a rezoning.
- 4.3 The most suitable development of Fraser Hills Park has not been determined. It is recommended that the Council authorize the Parks and Recreation Department to develop a suitable design and implementation program for the park which would retain as many trees as possible on the site in consultation with people living in the area and the Planning Department.
- 4.4 The following comments are in response to the concerns raised at the Public Hearing.
- 4.4.1 The parking as proposed complies with the standards set out in the Zoning Bylaw. Other developments in the area also met Bylaw standards. As Council is aware, our parking standards are under review but any proposed Bylaw change, if adopted, would not be retroactive.
- 4.4.2 It is recognized that traffic in the area will increase. The circulation system and road width is designed to apartment area standards and was considered suitable to handle the greater traffic which would be expected had the former plan containing five apartment towers been implemented. It will continue to be adequate with the lower density of the currently adopted plan.
- 4.4.3 The expected increase in the school population generated by the tower proposal is five to ten elementary school pupils based upon existing pupil/dwelling unit ratios. A greater number of pupils would result from other housing forms. The School Board staff have indicated that this addition of students would not be beyond the capacity of Stoney Creek and Cameron Schools.
- 4.4.4 The proposed development will contain a greater percentage of singles and couples as opposed to families with children than would a town house or garden apartment development. This mixture of population in the community is not expected to have an adverse affect. Due to the tower's suburban, natural setting it will appeal to a different type of tenant than a tower in an urban area such as the West End of Vancouver.
- 4.4.5 The tower will provide needed rental accommodation. The community currently contains rental and self-owned dwellings. The additional rental component should not have a negative impact. Generally, rental developments in Burnaby have been as well maintained as condominium developments.

4.0 Review and Comment - cont'd

- 4.4.6 The development will provide a tennis court, recreation room and landscaped outdoor areas. This is a typical standard of recreational facilities expected of housing developments in Burnaby. It would not be expected that any other form of housing would provide a greater number of facilities.
- 4.4.7 The towers will cast morning and evening shadows in the summer and shadows throughout the day in the winter. These shadows will effect some residences, but will have little impact on the park during the summer months. The tower on the specific site under discussion (Site 8) will have marginal effects on surrounding residential development since the tower is to be set well back from the property lines and is separated from other residential development by the 66' wide road allowance.
- 4.4.8 Some overlooking will result from the towers. If Sites 6 and 8 were developed with three-storey apartments some overlooking would also result. If they were developed with townhouses overlooking would be minimal but of necessity the unit density would be lowered by over 80%.
- 4.4.9 Tower forms can be compatible with townhouses and garden apartments. Materials having a residential character such as brick can be utilized. Roofs can be sloped. Cedar screening elements can be used at the ground level. The low site coverage, 13.7%, permits extensive setbacks and landscaping.
- 4.4.10 Park space in the area is adequate. Stoney Creek Park, Stoney Creek Elementary School Playground and Fraser Hills Park total 14.0 acres. The projected future requirements to 1986 are 7.7 acres.
- 4.4.11 The proposed small convenience commercial space and the public park will provide a neighbourhood focus within this area.
- 4.4.12 As noted in Section 4.3, we are recommending the immediate development of a suitable park design.
- 4.4.13 The Community Plan was approved by Council in the normal manner and amendments were approved by Council in conjunction with Rezoning Reference #55/74 after a Public Hearing. A new map of the Plan has been prepared (Sketch #1) for convenient reference.

5.0 CONCLUSION

- 5.1 On balance, we continue to be of the opinion that high rise housing developments are suitable for Sites 6 and 8 (which would not require rezoning of Site 6); although we recognize that it may be possible to achieve suitable lower density forms (which would require rezoning of Site 6). The current rezoning applicant for Site 8 and the earlier rezoning applicant for the same site prepared development schemes in good faith in accordance with the adopted Community Plan. Site 6 has been rezoned to the Comprehensive Development District to permit a high rise in accordance with the Plan.

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5.0 Conclusion Cont'd

- 5.2 It is recommended that the proposals for both Sites 6 and 8 be modified to increase their compatibility with the housing existing in the area. These modifications involve changes to materials, roof forms and detailing of landscape and building elements without altering the development statistics. These changes could be made as a result of input received at the Public Hearing. Staff is prepared to work with the developer of Site 8 to achieve these modifications prior to First and Second Readings of the rezoning bylaw and with the developer of Site 6 prior to issuance of Preliminary Plan Approval. If the developer of Site 6 wishes to make significant changes of a statistical nature this would change the substance of the development and a new rezoning would be required.

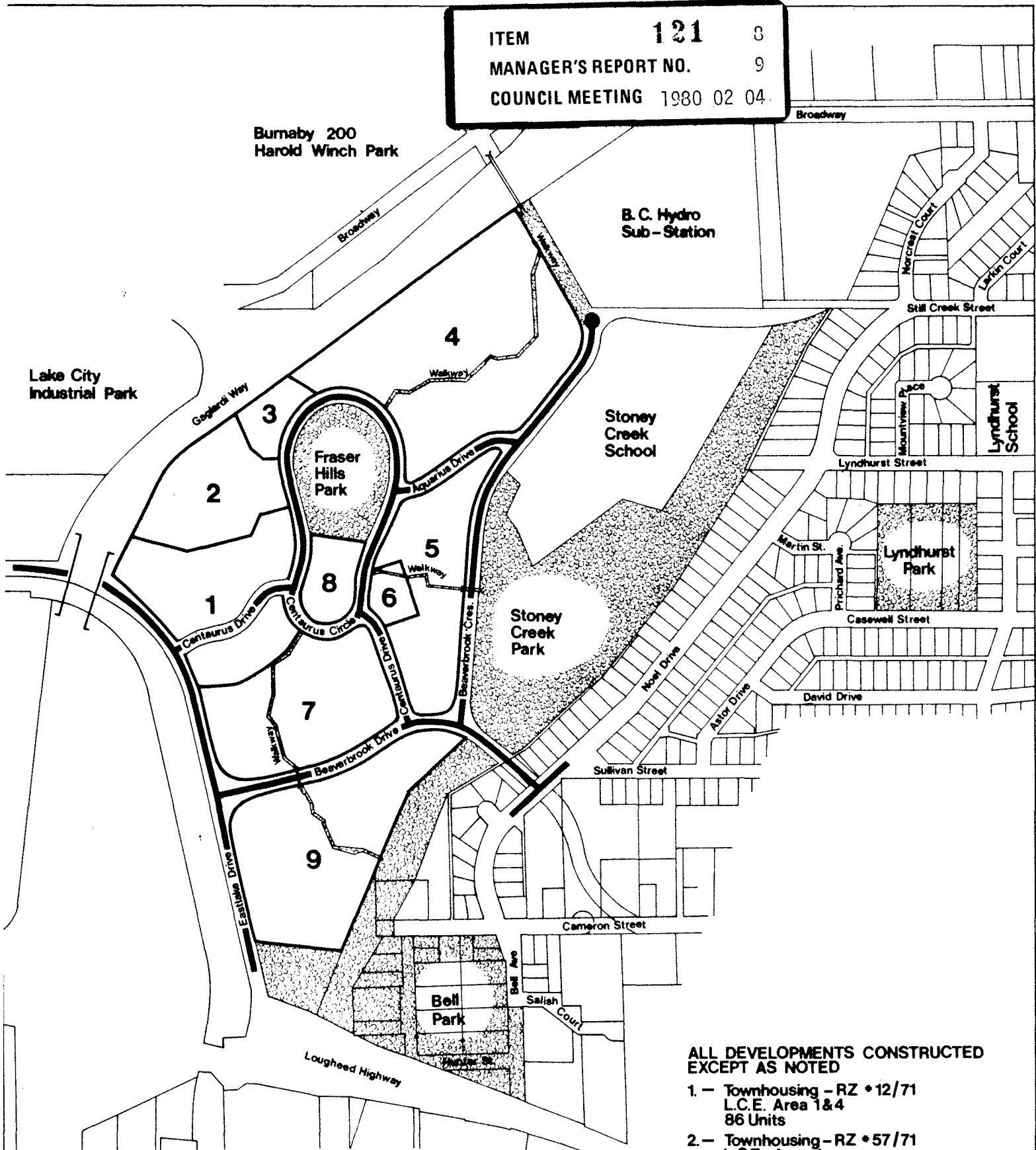

A.L. Parr
DIRECTOR OF PLANNING

CBR/rlp

Attachment

cc: Parks and Recreation Administrator

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ALL DEVELOPMENTS CONSTRUCTED EXCEPT AS NOTED

- 1. - Townhousing - RZ * 12/71
L.C.E. Area 1&4
86 Units
- 2. - Townhousing - RZ * 57/71
L.C.E. Area 1
74 Units
- 3. - Garden Apartment - RZ * 57/71 B
L.C.E. Area 1
24 Units
- 4. - Garden Apartment - RZ * 55/74 & RZ * 50/75
L.C.E. Area 2
282 Units
- 5. - Townhousing - RZ * 57/71 A
L.C.E. Area 3
102 Units
- 6. - Proposed High Rise Apartment
Adopted CD Plan - RZ * 57/71
L.C.E. Area 3
120 Units
- 7. - Townhousing - RZ * 27/71
L.C.T. Area 4
165 Units
- 8. - Proposed High Rise Apartment
Under Rezoning - RZ * 27/79
L.C.E. Area 5
144 Units
- 9. - Townhousing - RZ * 37/70
L.C.E. Area 6
189 Units


 North
 Ref. Date: December 1974


**LAKE CITY EAST (L.C.E.)
(SIMON FRASER HILLS)**

UPDATED FOR CONVENIENCE
1979 NOVEMBER