

RE: SIXTH STREET AREA PLAN

ITEM	14
MANAGER'S REPORT NO.	19
COUNCIL MEETING	1982 03 22

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning and Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1982 MARCH 12

FROM: DIRECTOR PLANNING &
BUILDING INSPECTION

SUBJECT: SIXTH STREET AREA PLAN

RECOMMENDATIONS:

1. THAT Council adopt the Conceptual Development Plan as outlined in this report for the purposes of guiding redevelopment and revitalization of the Sixth Street Commercial Area.
2. THAT all owners of properties which under this Conceptual Development Plan have been proposed for change in land use be notified of the proposal in writing.

REPORT

SUMMARY:

The Planning Department has undertaken an analysis of the existing development experienced in the Sixth Street Commercial Area and has prepared a proposed Conceptual Development Plan that can be utilized towards the appropriate revitalization and visual upgrading that is desired. The development plan contained in this report is intended to outline a guideplan for the area that can be implemented through privately initiated rezoning proposals.

1.0 INTRODUCTION:

The Planning Department advises that the Sixth Street Commercial Area, which essentially covers the properties fronting Sixth Street between Edmonds Street and Tenth Avenue and Edmonds Street between Canada Way and Sixth Street, has experienced a certain degree of physical and functional deterioration over the last several years. Numerous sites remain vacant, there is a high evidence of vacancies in existing buildings and the general visual appearance of the area needs considerable improvement.

The purpose of this report is to examine the problems of the Sixth Street Commercial Area towards providing a conceptual development plan that will encourage and promote revitalization and upgrading through redevelopment.

2.0 EXISTING ZONING:

2.1 Presently, the zoning in this area is generally split between C4 Service Commercial District and C2 Community Commercial District with small pockets of C6 Gasoline Service Station District and P1 Neighbourhood Institutional District designations (refer to attached Zoning Sketch #1). The C4 designation extends generally on both sides of Edmonds Street between Canada Way and Sixth Street and on both sides of Sixth Street from Edmonds Street to Graham Avenue. The C2 designation covers both sides of Sixth Street from Graham Avenue to Tenth Avenue. The zoning boundaries basically coincide with the rear property lines of those properties flanking Sixth Street with a depth that averages 100 ft. Adjacent to the Sixth Street and Edmonds Street frontages lies a mature and homogeneous single and two family R5 residential area (Eastburn).

2.2 The C4 District is intended to accommodate vehicular oriented commercial uses of low intensity and for commercial uses that require large areas for storage and handling materials, goods and equipment. Portions of Kingsway and E. Hastings Street are typically developed C4 areas that are essentially automobile oriented strip commercial in nature and depend upon visual exposure and traffic volume for their success. The C2 District is intended to provide for the daily and occasional shopping needs of several neighbourhoods and generally accommodate both retail and office uses in buildings of up to three stories.

3.0 EXISTING SITUATION:

3.1 Presently, a number of properties fronting Sixth Street are vacant and have remained as such for a number of years. The most prominent vacant sites are located on either side of Sixth Street between 13th Avenue and 12th Avenue and between 17th and 16th Avenue (refer to attached sketch #2). These parcels present a poor visual image for the area, indicate little demand for further commercial development under the prevailing C2 and C4 zoning and represent an under-utilization of valuable land.

3.2 Sixth Street in New Westminster to the immediate east of the subject study area between Tenth Avenue and Eighth Avenue is presently single family on the north side and park/school on the south side. Commercial development as part of the "Uptown" commercial area is located further to the east, the centre of which is located at the intersection of Sixth Street and Sixth Avenue.

3.3 Many of the older and newly constructed commercial buildings have experienced vacancy problems over the years which indicates that there is an oversupply of existing commercial space. As a result, there appears to be little incentive to maintain and upgrade (where necessary) many of the existing structures.

- 3.4 There are a number of legally non-conforming industrial facilities located along Sixth Street which may be situated adjacent to commercial development or existing residential uses. These industrial uses provide neither an appropriate interface with existing residential uses nor present a good visual image for the area. The Planning Department recognizes that physical upgrading of these industrial facilities is difficult given their legally non-conforming status coupled with the fact that there is no economic incentive for the businesses to relocate.
- 3.5 The prevailing zoning pattern does not provide for the appropriate form of development for this area. The prevailing C4 zoning does not permit the types of uses that reflect the commercial services required for this area of the Municipality and specifically the adjacent single and two family residential area. The C2 zoning is also out of context with respect to scale and character of the area. This is probably most clearly exemplified by the intensively developed site at the northeast corner of Twelfth Avenue and Sixth Street, which is occupied by a three storey office building where homes are located immediately adjacent to the site.
- 3.6 Many of the commercially developed blocks fronting Sixth Street have no rear lanes which are necessary to provide secondary access to the commercial properties, greater physical and psychological separation between the commercial and adjacent residential uses and appropriate vehicular circulation which does not rely on the adjacent residential streets.
- 3.7 The existing commercial development flanking Sixth Street tends to bisect the Eastburn residential area rather than provide a bridging or connecting function. Sixth Street should provide a linking function to tie the area together.
- 3.8 The Planning Department advises that interest has been expressed by property owners and developers to develop low density multiple family accommodation in this specific area and particularly on some of the larger vacant sites that front Sixth Street.
- 4.0 GENERAL COMMENTS:
- 4.1 In view of the foregoing situation, the Planning Department advises that the revitalization and upgrading of the Sixth Street Commercial Area requires the development of solutions to the problems that have been specifically identified.
- 4.2 It is recognized that the amount of land that possesses commercial zoning (C4 and C2) exceeds the commercial service demand for the immediate residential area. The Sixth Street Commercial Area is not intended to provide a "community level" retail core that is usually associated with designated medium density Apartment Areas where larger concentrations of people reside. Many of the commercial services required by the adjacent residents are provided in other commercial centres nearby such as Middlegate, Sixth Street in New Westminster, Lougheed Shopping Centre, etc. It would therefore be appropriate to not only limit the amount of commercially zoned land but to promote the concentration of commercial activity where possible and to scale it down to relate to a neighbourhood level. The CI Neighbourhood Commercial District zoning is considered to be appropriate in this regard.
- 4.3 In order to assist the proposed concentration and scaling down of commercial activities in the area, appropriate incentives must be provided to redevelop existing commercially zoned lands for other viable and appropriate uses. The Planning Department advises that this can be accomplished through designating such lands for low density multiple family accommodation utilizing the RM1 District which permits family oriented accommodation at 15 to 21 units per acre. Residential development of this type through rezoning will provide the necessary incentive for redevelopment of many sites

that lie vacant or underutilized. It will also physically upgrade the Sixth Street frontages and provide support for the existing and future commercial service activities. Furthermore, residential development will assist in integrating or connecting the adjacent single family areas on either side of Sixth Street. Through careful design and siting, RMI development can provide an appropriate residential environment adjacent to Sixth Street. **221**

- 4.4 The development of rear lanes adjacent to Sixth Street fronting properties for circulation and secondary access purposes can be accomplished through individual, privately initiated rezoning applications. As such, lane development can be established as a prerequisite condition of rezoning.
- 4.5 The proposed introduction of additional family oriented accommodation will not significantly increase the school population in the area and as such will not place undue demands on the existing school facilities. Nonetheless, there are a number of schools located nearby which have additional enrollment capacity to adequately serve the needs of the future residents. In addition, there are a number of public parks within the immediate area that will also serve the proposed additional residents.

5.0 CONCEPTUAL DEVELOPMENT PLAN:

- 5.1 In consideration of the foregoing, the Planning Department has prepared a conceptual development plan of the Sixth Street Commercial Area which is intended to be utilized as a guideplan for future development (refer to attached sketch #3). The development objectives will be implemented by individual rezoning applications initiated by private interests.
- 5.2 The conceptual plan essentially calls for the concentration of two commercial nodes that will continue to provide the commercial services for the immediate residents. Notwithstanding the establishment of the two commercial nodes, the proposed plan recognizes that the existing commercial facilities which will not likely be redeveloped or rezoned from their current C2 or C4 categories to the proposed C1 District. However, any redevelopment or infill development should be pursued on the basis of the C1 Neighbourhood Commercial District. These commercial nodes will generally extend along both sides of Sixth Street between Tenth Avenue and Twelfth Avenue, between Seventeenth Ave. and Edmonds St. and along Edmonds Street between Canada Way and Sixth Street. Commercial expansion into adjacent residential areas should be discouraged and the development of rear lanes should be implemented wherever possible.
- 5.3 The development of low density apartments should occur adjacent to Sixth Street generally between Seventeenth Ave. and Twelfth Ave. and should involve consolidated sites sufficiently large and deep to provide design flexibility, appropriate interface with the adjacent single and two family development and a suitable residential environment for its residents. As such, building design and siting must take into consideration the noise and dust factors associated with Sixth Street traffic. In this regard Sixth Street frontages should be provided with appropriate landscaping and berming in order to minimize these potentially negative factors. Furthermore, the Municipally adopted noise policy regarding multiple family residential development located near or adjacent to other major traffic corridors should apply to these residential sites. As a result, individual applicants will be required to conduct an acoustical noise study and to incorporate all recommendations in the development plans to comply with the HUD criteria. Sites with minimum depths of between 120 and 150 feet will be encouraged with the provision for the development of rear lanes as a condition of rezoning.

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- 5.4 Additional physical upgrading of the area can be accomplished through the installation of decorative sidewalk treatment, street lighting, boulevard trees etc. which will be the subject of further reports to Council.
- 5.5 The residentially developed lands beyond the Sixth Street and Edmonds Street frontages as referenced in this report are intended to maintain their prevailing single and two family residential status.



A. L. Parr,
DIRECTOR PLANNING &
BUILDING INSPECTION

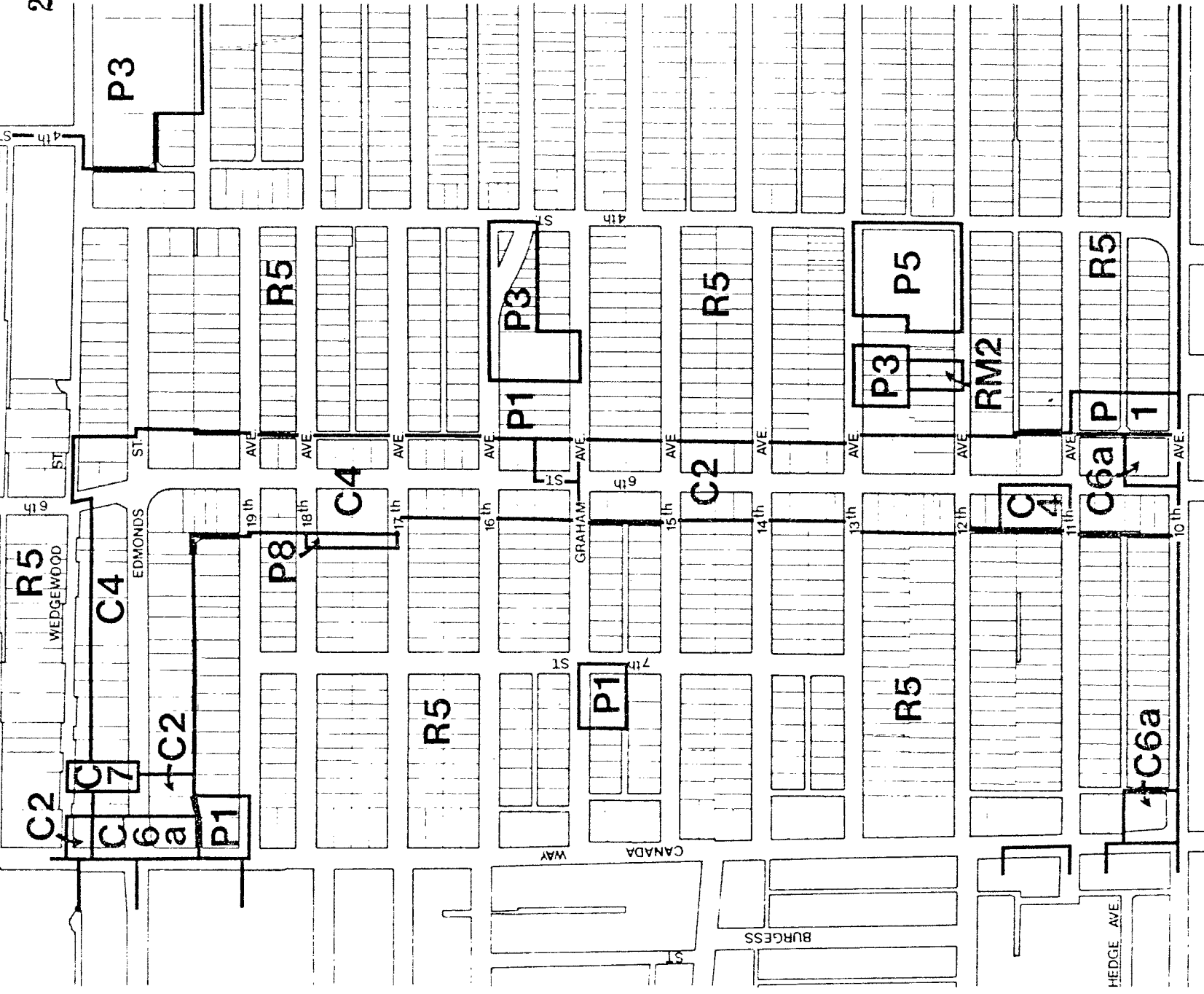
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Attachments

cc: Director Recreation and Cultural Services
Director Engineering

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SIXTH STREET AREA STUDY

10th Ave. To Edmonds

Scale: 1" = 200'



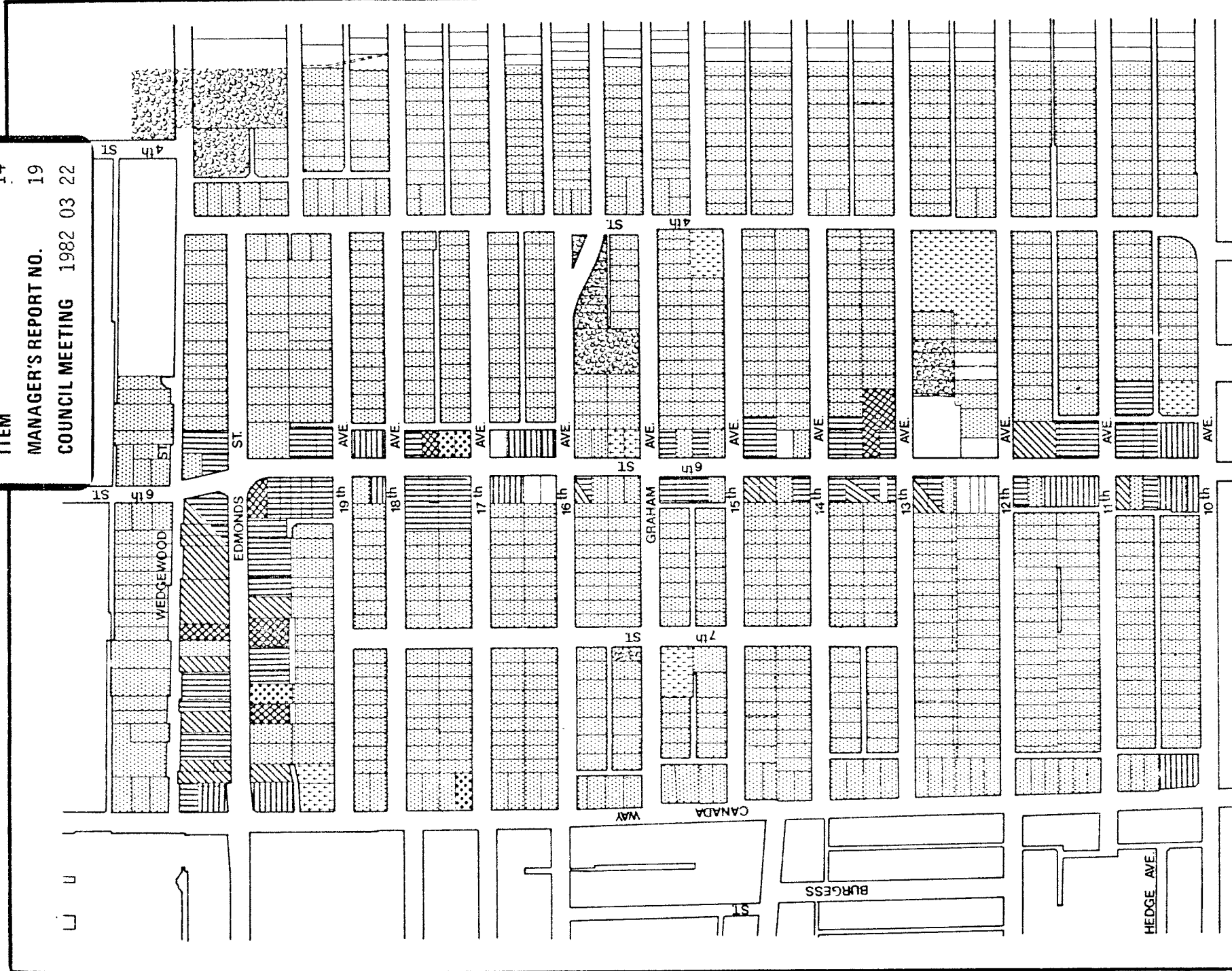
North



EXISTING ZONING

Sketch 1

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Scale: 1" = 200'



North

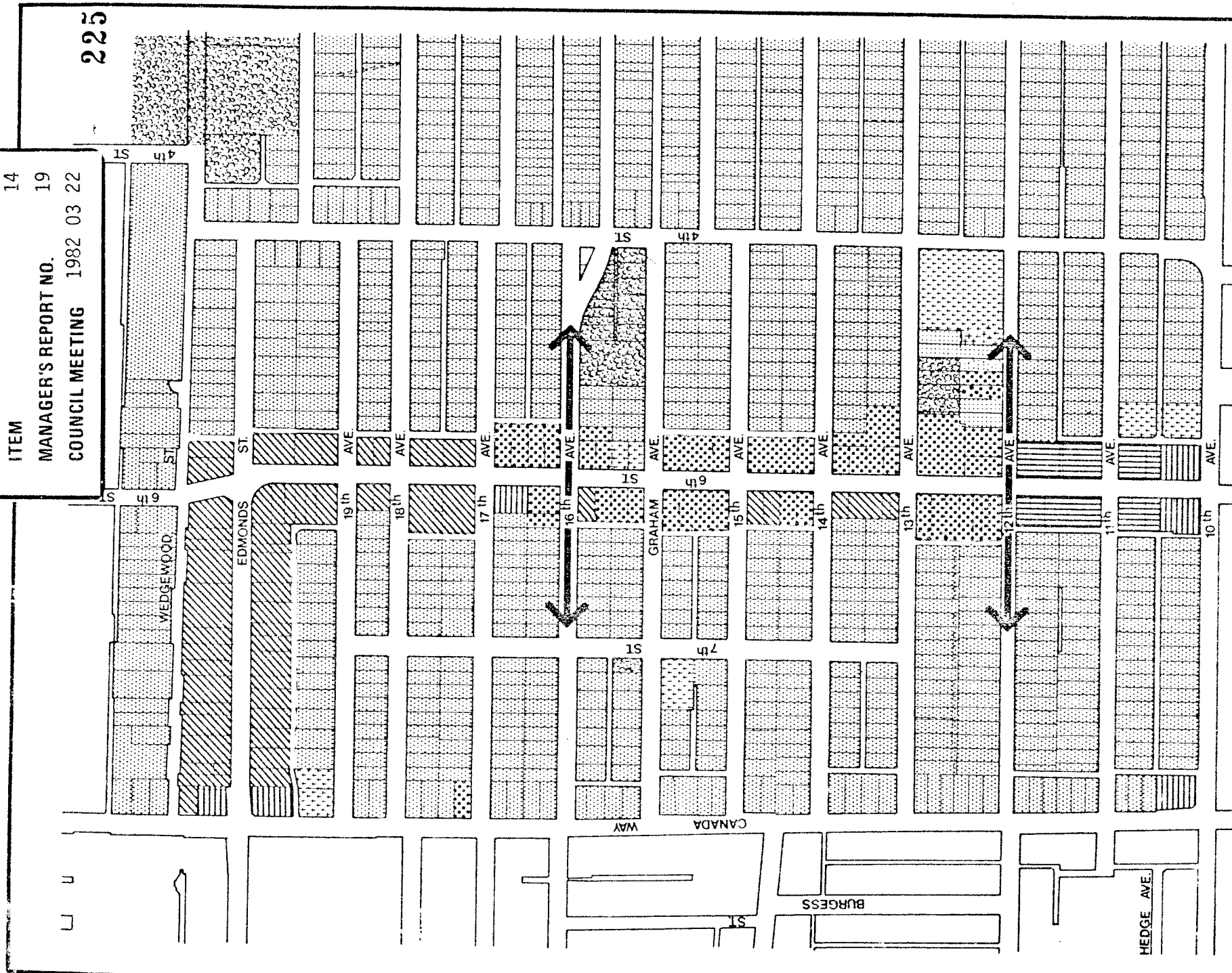


Legend:

- Commercial
- Retail / Restaurant / Bank
- Office / Medical
- Gas Station / Car Service
- Other Commercial / Industrial
- Single Family / Duplex
- Multiple Family
- Institutional
- Park
- Vacant

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






Scale: 1" = 200'



North



Legend:

-  Commercial C-1
-  Commercial C-2
-  Commercial (Gas Station)
-  Low Density Group Housing RM1
-  Single Family/Duplex
-  Institutional
-  Park
-  Primary Pedestrian Connection

PROPOSED LAND USE CONCEPT

Sketch 3