

ITEM	10
MANAGER'S REPORT NO.	37
COUNCIL MEETING	1982 05 31

RE: PROPOSED REVISIONS TO COMMUNITY PLAN 8
 APARTMENT AREA "I" - CANADA WAY/SMITH AVENUE AREA
 (ITEM 9, REPORT NO. 17, 1982 MARCH 15)

MUNICIPAL MANAGER'S RECOMMENDATION:

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

* * * * *

TO: MUNICIPAL MANAGER 1982 MAY 26

FROM: DIRECTOR PLANNING & BUILDING INSPECTION DEPARTMENT

SUBJECT: PROPOSED REVISIONS TO COMMUNITY PLAN 8
 APARTMENT AREA "I" - CANADA WAY/SMITH AVENUE AREA

RECOMMENDATION:

1. THAT Council receive the report of the Planning & Building Inspection Department and refer the matter to the Parks and Recreation Commission and the Advisory Planning Commission for their review and comment.

REPORT

1.0 SUMMARY:

On 1982 03 15, Council authorized the Planning & Building Inspection Department to prepare and distribute an information sheet to the public regarding a number of amendments to Community Plan 8, and report to Council in two months. An information sheet was sent out to all residents, businesses and property owners and an "Open House" was held on 1982 April 28 which was attended by approximately 120 people. A summary of the comments from the public is attached as an appendix.

A proposed revised land-use plan has now been prepared for the consideration of Council to update the currently adopted 1971 Community Plan 8.

2.0 PLAN REVIEW PROCESS AND BACKGROUND:

2.1 Process:

The currently adopted Community Plan 8 was developed and approved in 1971. The plan is basically consistent with the 1969 Apartment Study Area "I". Most of the potential residential development sites south of Canada Way have been developed or are the subject of recent rezoning applications and there has been some pressure for redevelopment in the area north of Canada Way.

Staff have prepared a proposed revised draft plan outlining a number of possible adjustments to the adopted plan which were intended to update the plan in the light of recent development in the area.

On 1982 03 15, Council authorized staff to distribute an information sheet to all affected residents, property owners and businesses. An "Open House" was held on 1982 April 28 at the Schou Educational Centre for the public.

A number of further changes to the currently adopted Community Plan are proposed in response to submissions received, and are now being presented to Council for consideration and adoption and this revised plan would form the policy for the future redevelopment of the area.

2.2 Background:

The original Apartment Study in 1969 recognized this Study Area I as a potential apartment development area due to the presence of an existing commercial core on Canada Way and the nearby location of Burnaby General Hospital and the B.C. Institute of Technology (refer to attached Sketches #2 & #3). Today the expansion of office, institutional uses and the employment opportunities afforded by the Discovery Park reinforce the original concept.

The Residential Growth Management Study for Burnaby, prepared in 1980, confirmed that this Canada Way/Smith Area is to be a "community level" centre in the hierarchy from town centres, district centres, community centres and down to neighbourhood level commercial/residential centres in the Municipality. This would mean that the commercial core here would meet the shopping needs of several neighbourhood areas, have a variety of services such as offices, and provide a mixture of low and medium density housing opportunities.

The Growth Management Study resulted in the area north of Canada Way being considered for meeting some of the demand for ground-oriented family housing in the Municipality. An analysis of this proposal has been conducted and it appears that, in the light of the closure of Schou School in 1980 and also based upon some preliminary projections of the anticipated supply of new ground-oriented housing, it would be appropriate to pursue a policy of developing apartments in this area - with certain adjustments to the existing adopted plan.

An assessment of the boundaries of the existing apartment area has been made and an expansion of the apartment area to the north of Manor Street to the freeway is proposed to avoid leaving two very small, single and two-family residential enclaves in this area. Thus, the plan area will include both a new residentially-designated area and a new light industrial area.

Assets of the area include the presence of two parks, Broadview and Avondale, some views across to North Burnaby, and the general central location and convenience to transit. The area boundaries are the Trans Canada Highway on the north, Gilmore Avenue on the east, Boundary Road on the west and the established single and two-family (R5 zoned) neighbourhood to the south.

In recent years, the potential development sites in the area south of Canada Way in the existing plan have been virtually all developed or been proposed through the rezoning process for redevelopment. The area north of Canada Way has remained essentially unchanged and remains a mixture of older, single-family homes with some new two-family dwellings.

2.3 Goals of the Revised Plan:

The general purpose of having Community Plan Area designations is to guide higher density growth into several centres in the Municipality. The goals and objectives for the development of a centre in this area include:

- Develop a strong, compact, attractive local service "community level" commercial area to support the increased population in the area.
- Provide an opportunity to develop a medium density apartment area with a good level of amenities such as convenience to: employment areas, commercial shopping, parks facilities and public transportation.
- Provide a road network that services the higher density residential area and commercial area with a simple and functional road network.
- Protect the adjacent low density neighbourhood from excessive traffic flows generated from the Community Plan Area.
- Observe the "Transition Principles" outlined in the Growth Management Study along the interface between the Community Plan Area and the adjacent neighbourhoods to provide a gradual transition in building heights and density between apartments and adjacent houses.
- Promote an orderly redevelopment pattern and prevent locked-in lots.

3.0 PROPOSED REVISED PLAN (Refer to Sketch #1):

3.1 Commercial Centre on Canada Way

The commercial core area between Boundary Road and Smith Avenue is proposed to be the main pedestrian-oriented shopping area, which as a "community level centre" is expected to meet the needs of several neighbourhoods.

To complement the main pedestrian centre, a secondary office/commercial area should be permitted to develop down Boundary Road between Norfolk Street and Grandview. The existing C1 (Commercial) zoning on the three residential properties at the northeast corner of Boundary Road and Linwood Street should be altered to R5 (single and two-family residential) to avoid over-extending the commercial development area. A number of development guidelines should be utilized in the commercial redevelopment.

3.2 Primary Pedestrian Commercial Core Area Redevelopment Guidelines (Canada Way/Smith to Boundary):

- Utilize CD (Comprehensive Development) zoning based upon the C2 (Commercial) zone guidelines with underground parking.
- Encourage small shop frontages with retail stores at street level with a continuous store front facade along Canada Way.
- Improve pedestrian amenities with new sidewalks and boulevard trees and a 3-metre building setback from Canada Way.
- Develop sites with through block consolidations between Canada Way and Norfolk Street.

- Develop the present parking area on the Esmond Street road right-of-way. Landscape and provide a pedestrian area near Canada Way and provide parking through to Norfolk. The lane between Canada Way and Laurel Street should be left open for circulation purposes. A further report on the cost, design and source of funds will be prepared.
- Encourage office development on the second and third building levels to support the stores. Residential use of the upper storeys may be considered where the units are oriented away from Canada Way.
- Widen Canada Way in these two blocks to permit on-street parking at all times and also handle the necessary through traffic volumes. A road design will be necessary to determine the width of the property dedications which may be required as a condition of redevelopment.
- Vehicle access to these sites will be from the rear rather than from Canada Way.

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3.3 Secondary Commercial Core Area Guidelines (Boundary Road/Norfolk to Grandview):

- The Secondary commercial area will extend down the Boundary Road hill from Norfolk (see 3.1) to Grandview Highway. In this area there will be a mixture of offices and stores at street level with the opportunity for mixed use projects with residential units on the east side of the developments oriented towards the residential area and views to the east and away from Boundary Road.
- A minimum building setback of 6.0 metres for the sites on Boundary Road from the front property line will assist in providing an area for landscaping between the buildings and the very heavy traffic on the Boundary Road hill. The depth of these development sites will be extended eastward across the north/south lanes which will be closed. Vehicular access to these consolidated sites will be from the side streets rather than from Boundary Road.
- The CD (Comprehensive Development) District, based on C2 (Commercial) and RM3 (Residential) zone guidelines for use and density, will generally be utilized in this secondary core area on Boundary Road.
- As part of the implementation of this plan the three residentially developed properties at the northeast corner of Linwood and Boundary Road should be brought into conformity by rezoning these parcels from C1 to R5 (refer to attached Sketch #4).
- Norfolk Street should be closed at Boundary Road to eliminate the traffic hazard as shown in the existing adopted Plan.

3.4 Industrial/Office Area: (Boundary Road/Grandview Highway/Trans Canada Highway Triangle)

When the Trans Canada Highway was constructed through this area, a triangular area of approximately 2.4 ha (6 acres) was cut off from the adjacent neighbourhoods. The Grandview Highway freeway ramp is a barrier which effectively cuts off this enclave from the balance of this Community Plan Area land-use pattern. This area is presently developed with older, single-family homes.

The area is proposed for redevelopment under the M5 (Light Industrial/Office) zone guidelines. This zone permits a variety of uses which is complemented by other industrial uses in the Central Valley industrial area lying to the east and north of this site. The land to the west, across Boundary Road in Vancouver, is also light industrial.

- Access to the development sites should be from Regent Street only, via Boundary Road.
- The Ministry of Transportation and Highways should be requested to acquire any further road widening they may require on the Grandview Highway and they should provide the municipality with an agreement that lands they own which are not required for road purposes will be made available to the Municipality to assist in the land assembly. This will facilitate redevelopment in the area.

3.5 RESIDENTIAL AREAS REDEVELOPMENT CONCEPT:

The goals for the residential redevelopment of this Community Plan area include providing a medium density housing neighbourhood. This area will be primarily adult oriented housing, due to the remoteness of this area from schools, and the convenience to nearby employment areas such as the hospital, B.C.I.T., Discovery Parks and the office area to the east. The available stock of rental apartments in this portion of Burnaby should be increased and encouragement given by the Municipality to this type of housing given the general demand for rental housing and the demand generated by the nearby institutions.

The concept allows for RM3 (three-storey apartment) development in the core area and RM2 (apartment) development around the perimeter of the area to provide a better opportunity for the transition to the existing low density residential areas, and to provide improved setbacks and buffer areas in the heavily noise-impacted zone along the Trans Canada Highway.

3.5.1 Redevelopment Guidelines:

- The development site consolidations should be assembled in a manner which will optimize the development pattern. Careful consideration of development sites must be given to avoid creation of "locked-in" lots.
- The block bounded by Smith, Norfolk, Canada Way and Broadview Park should be developed with through-lot patterns with north-south building orientation so that the ends of the buildings face Canada Way to reduce the noise impact and to afford the sites vehicular access from Norfolk Street.
- Buildings in excess of 70 m in length should be discouraged in favour of buildings which are separated to reduce building bulk and length and afford view corridors. Buildings adjacent Smith Avenue should be oriented north/south to preserve views where practicable.
- Visitor parking should be provided for apartment buildings where it is available at all times. Security gates on underground garages are to be located to exclude visitor parking areas.

3.5.2 Phasing of Residential Development:

The first priority development area should be the general area north of Canada Way and west of Broadview Park and any remaining development sites south of Canada Way. The development of new single or two-family homes in the Plan area will conflict with redevelopment and work against the orderly implementation of the Plan.

The second priority development area is that area north of Canada Way and east of Broadview Park. The present condition of the dwellings in this area is somewhat better than the western area and the area will not be required for redevelopment until some time into the future.

This second priority apartment area should not begin to be redeveloped until such time as the first priority area west of the park is more than half redeveloped for apartment use.

3.6 TRAFFIC AND TRANSPORTATION:

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Now that Linwood Street has been constructed eastward from Smith Avenue to Kalyk Avenue no new, or additional streets are proposed to be constructed. The Manor Street road right-of-way from Boundary Road to Gilmore Avenue is to be protected as a public way, however it is proposed to be developed as a buffer area where it abuts the freeway with a pedestrian trail as this road link parallel to the freeway is not intended to be developed in the foreseeable future.

In order to reduce the number of intersections between local and arterial streets which will improve the capacity of the main streets, and to improve the potential development sites, it is proposed that a number of streets be closed. These should include Laurel Street for the half block west of Smith, Norfolk Street at Boundary Road and Manor Street for the block west of Gilmore in order to provide the buffer/trail south of the freeway. The intersection of Esmond Avenue with the Grandview Highway (freeway ramp) should also be closed for safety and to prevent continued "short cutting" to and from the 401 freeway through the neighbourhood.

The widening of Canada Way by one lane will permit the retention of on-street vehicle parking in the commercial area between Smith Avenue and Boundary Road which will support the businesses in this area.

In terms of public transit an east-west bus route on Canada Way would assist in connecting this area with the B.C.I.T./Willingdon area as the present bus connections are indirect. This service would supplement the existing north/south bus service on Smith Avenue.

It is proposed that the Provincial Ministry of Transportation and Highways continue to acquire property on the south side of Grandview between Boundary Road and the freeway (5 properties) in order to develop Grandview to a proper standard and provide a buffer strip area between the Grandview and the residential area to the south, as was envisioned when the freeway was first designed.

In the future it will be necessary to monitor the traffic patterns in the low density residential neighbourhood to the south of the Community Plan area to determine if actions are necessary to guide through traffic onto the existing arterial streets.

3.7 COMMUNITY FACILITIES:

3.7.1 Pedestrian Trail System

In addition to the overall **park/trail** system which passes through this area a number of local pedestrian easements 3.0 metres in width are proposed. These pedestrian walkways will connect the residential areas with destinations such as the bus stop points, the commercial area, the parks and other destinations such as the Hospital. The link at the east end of Avondale Street to Gilmore will afford the opportunity for people who live in this apartment area to conveniently walk or bicycle to B.C.I.T. or the Discovery Parks area without travelling on major streets. The paths will be required to be constructed by the developers of the abutting properties.

3.7.2 School/Recreational Facilities

The recent closure of Schou School results in children from this area having to travel south along Smith Avenue to Cascades School, a distance of 1 km. south of Canada Way. The distance and the presence of the Canada Way barrier to school children has been considered to render the area north of Canada Way less suitable for family oriented housing.

3.7.3 School/Recreational Facilities (Continued)

The old Schou School is presently reutilized as a resource centre by the Burnaby School Board and there is some limited community use of the buildings. In the future the potential role of these buildings in serving the social and recreational needs of area residents should be considered.

3.7.4 Parks

The two existing parks are Broadview, on the north side of Canada Way and Avondale Park in the south part of the area. Broadview Park has an area of approximately 3.2 ha. (8.0 acres); however, the presence of a ravine restricts the development potential of the park for active recreational uses.

The effectiveness of Avondale Park 1.2 ha. (2.9 ac) as an active play area is restricted by the existence of two private properties in the northwest corner of the park which contain two older homes which front on Smith Street. These properties were proposed for ultimate inclusion in the park in the 1969 Apartment Plan; however, the two properties were shown in the 1971 presently adopted Community Plan as a medium density apartment site. It is proposed that they be acquired as they become available to improve the shape and development potential of Avondale Park. A report on the comments by one of the owners affected by this proposed expansion appears elsewhere on the Council agenda.

4.0 PUBLIC RESPONSE TO THE PROPOSED PLAN

On 1982 April 28 an "Open House" was held at Schou Education Centre to present the plan for the information of residents and merchants in the area. Approximately 120 people attended and a two page summary of the most frequent comments is included as an appendix I (attached). This summary was sent out on 82 05 20 to those who left their addresses at the "Open House".

Generally, there was support for the concept of redevelopment in this area voiced from the majority of people who attended; however, a number of residents would prefer to see the area remain unchanged.

One issue raised by residents of Linwood Street was the views to the north which would be affected by the proposed redevelopment on the south side of Laurel Street. It should be noted that the existing C2 and C4 zoning on Canada Way permits buildings of three and two storeys which would largely obstruct views to the north regardless of the proposed development south of Laurel Street. The length of any residential buildings on Laurel should be limited to provide view corridors.

A number of people expressed concern about the possibility of having re-development surround their property and leaving it "locked in". For this reason logical lot assembly for redevelopment should be a condition of rezoning, and the phasing of development to first encourage redevelopment west of Broadview Park should be pursued.

In the commercial core area a number of businessmen indicated their general support for the proposed plan although the need for parking was expressed.

There was some criticism of the proposal from the owner to redevelop the Armitage Lumber store area on the north side of Canada Way between Broadview Park and Smith Avenue for residential purposes. This was expressed by Mr. Armitage in his presentation to Council dated 82 03 15 regarding his views on the proposal to designate his property as a part of a future apartment redevelopment site. It is however, an important point in the proposed plan to restrict the pedestrian area to a viable, compact two block length and to avoid having "strip commercial" redevelopment opposite the housing on the south side of Canada Way. This designation need would not affect the existing land use, although future redevelopment would be expected to be consistent with the plan.

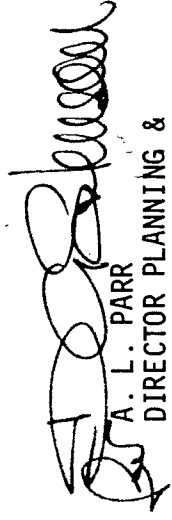
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On-going monitoring of the traffic patterns in this area should occur as redevelopment takes place to ensure that adequate road capacity exists and that the traffic flows in the adjacent neighborhood do not increase beyond acceptable levels, as this was a frequently mentioned concern.

5.0 CONCLUSION:

The proposed revisions to Community Plan 8, resulting from this review process, are presented for the consideration of Council. The revisions result from an analysis by staff of the means to redevelop this area and incorporate a number of proposals resulting from the public comments and response to the draft plan.

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A. L. PARR
DIRECTOR PLANNING &
BUILDING INSPECTION

ccl Director Recreation & Cultural Services
Director Engineering

DISTRICT OF BURNABY
DEPARTMENT OF PLANNING & BUILDING INSPECTION

1982 MAY 12

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Summary of Comments received by staff from visitors at an "Open House" which was held on 82 04 28 at Schou Education Centre to discuss proposed revisions to the Community Plan 8.

INTRODUCTION:

The purpose of the "Open House" was to provide residents, property owners and business people with an opportunity to obtain information about the Community Plan and to speak to staff about their concerns.

Brochures were hand delivered to all residences and businesses in the area (approximately 525) and were mailed to absentee property owners, and notices were placed in several shops in the area during the week prior to the "Open House". Maps and other information were presented on wall displays and people were able to speak informally with the staff who were available to answer questions and take note of the points raised.

Approximately one hundred and twenty people dropped by to speak to the staff and view the displays. Most visitors appeared to stay approximately one hour.

The format afforded the opportunity for a maximum exchange of information between staff and citizens and it appeared that most people were able to obtain the information or make a statement about matters which concerned them.

While every comment was not recorded, a number of issues were frequently raised in response to the proposed revised plan:

Land Use Issues

- Residents and property owners in the "Grandview Triangle" north of the Grandview Highway generally support the proposed M5 (light industrial) zone land use designation.
- Concern was expressed by a number of people that their properties could remain "locked in" by adjacent apartment development.
- A number of people expressed the opinion that the land use should remain unchanged from the existing single and two family zoning. Another group of people stated that they supported the proposed development of apartments in the area.
- The disruption to the community resulting from having a large area designated for apartments was raised as a concern by residents.
- The expansion of Avondale Park to include the two existing single family homes was expressed as a concern by an owner.
- The impact of the Discovery Park project on the community in terms of building heights, parking, traffic and hazardous research was an issue.
- The potential loss of the views to the north from Linwood Street and other streets due to the construction of apartments was considered a problem.

Traffic, Transportation and Parking Issues

- Overspill parking and traffic from Discovery Park and the proposed Ismaili Mosque into the neighbourhood was a concern.
- The need for additional parking in the commercial core area was raised; particularly if Laurel Street west of Smith were to be closed.
- More parking for resthomes is needed to avoid overspill onto residential streets.
- Additional parking is necessary to serve Broadview Park users. Ingleton Avenue should be built on the west side of the park to provide access and parking.
- An east-west bus route along Canada Way is needed.
- Left turn storage lane on Canada Way at Curle Avenue is needed.
- A series of bicycle routes between the neighbourhood and B.C.I.T./Discovery Park is needed to enable people to ride to work or school.

General

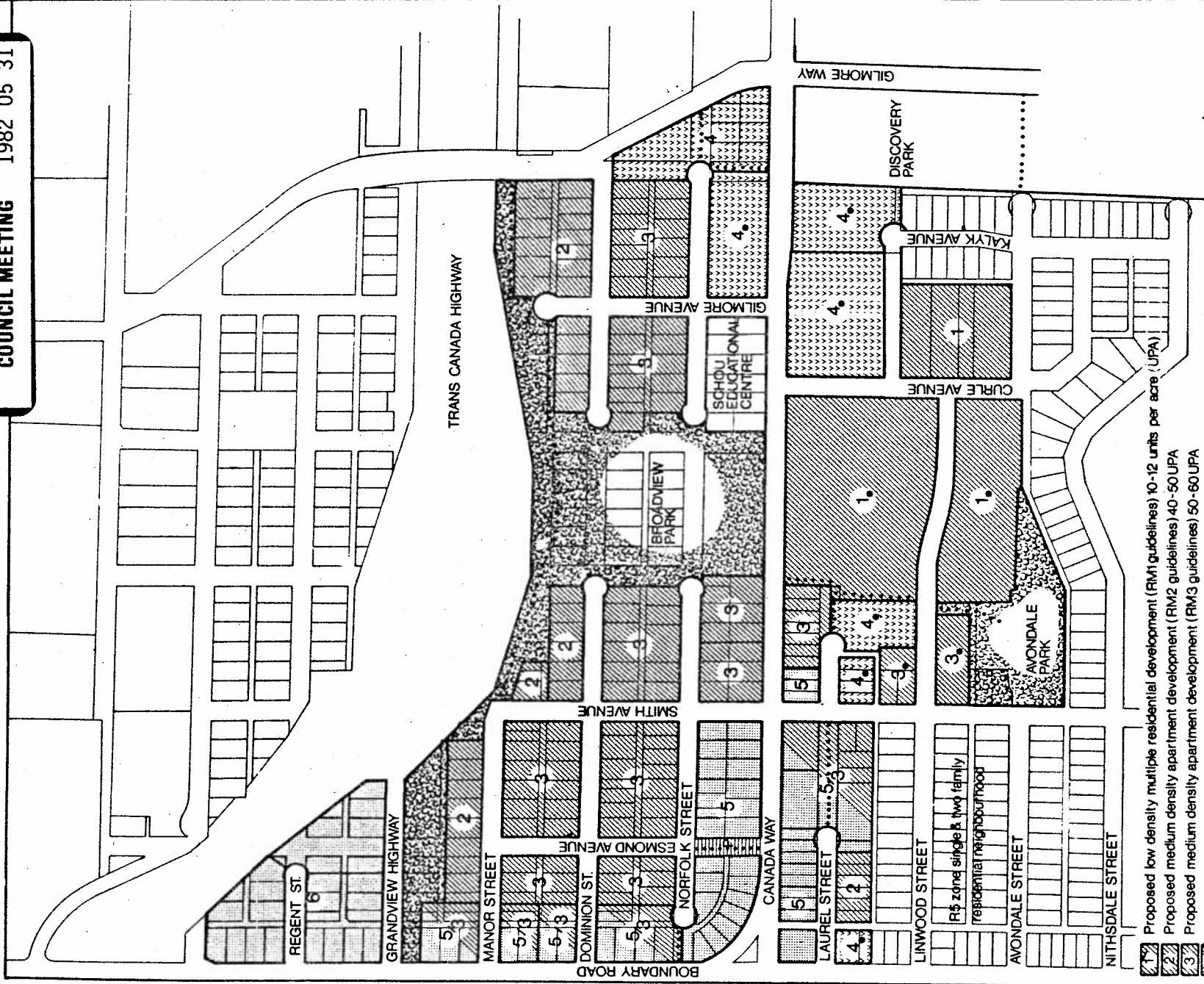
- A Community Activity Centre is needed in the area.
- Ditches should be filled in.

NOTE: This summary of comments is being mailed to those people who left their names and addresses at the "Open House".


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- 1 Proposed low density multiple residential development (RM1 guidelines) 10-12 units per acre (UPA)
- 2 Proposed medium density apartment development (RM2 guidelines) 40-50 UPA
- 3 Proposed medium density apartment development (RM3 guidelines) 50-60 UPA
- 4 Proposed institutional development (P5 guidelines)
- 5 Proposed commercial development (C2 guidelines)
- 6 Proposed light industrial/office (M5 guidelines)
- Proposed public parking area
- Sites presently developed in conformity with this plan
- Pedestrian/bicycle trails

Ref. Date: 1982 May

 North

COMMUNITY PLAN EIGHT

Date
1982 MAY

Scale

Drawn By



Burnaby Planning Department

PROPOSED AMENDED PLAN 139

SKETCH # 1

PLANNING DEPARTMENT
DATE APRIL 1969

DRAWING NO. 9 of 17

AREA #11

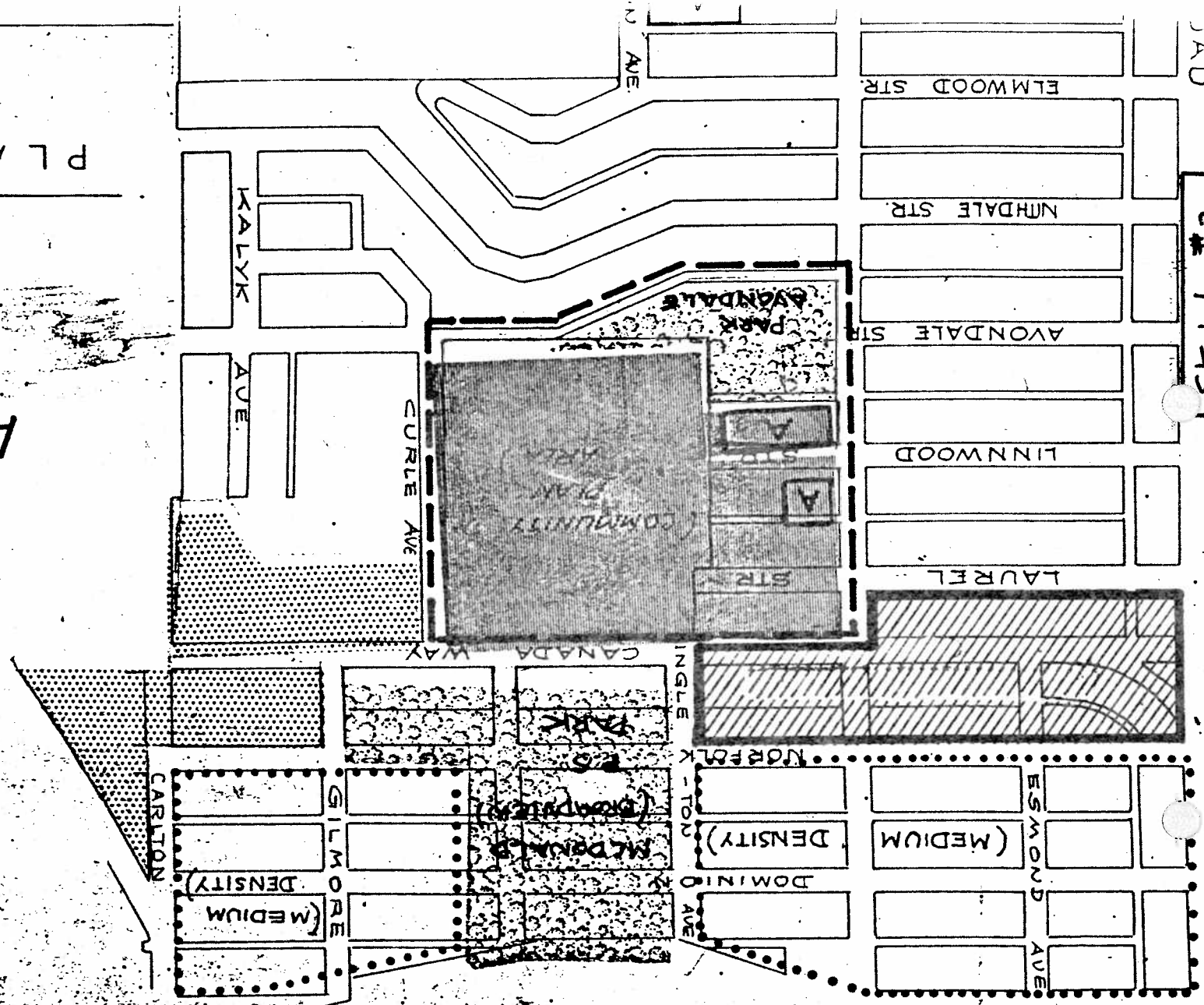
APARTMENT STUDY

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PRE 1966
FUTURE APARTMENT EXPANSION AREA

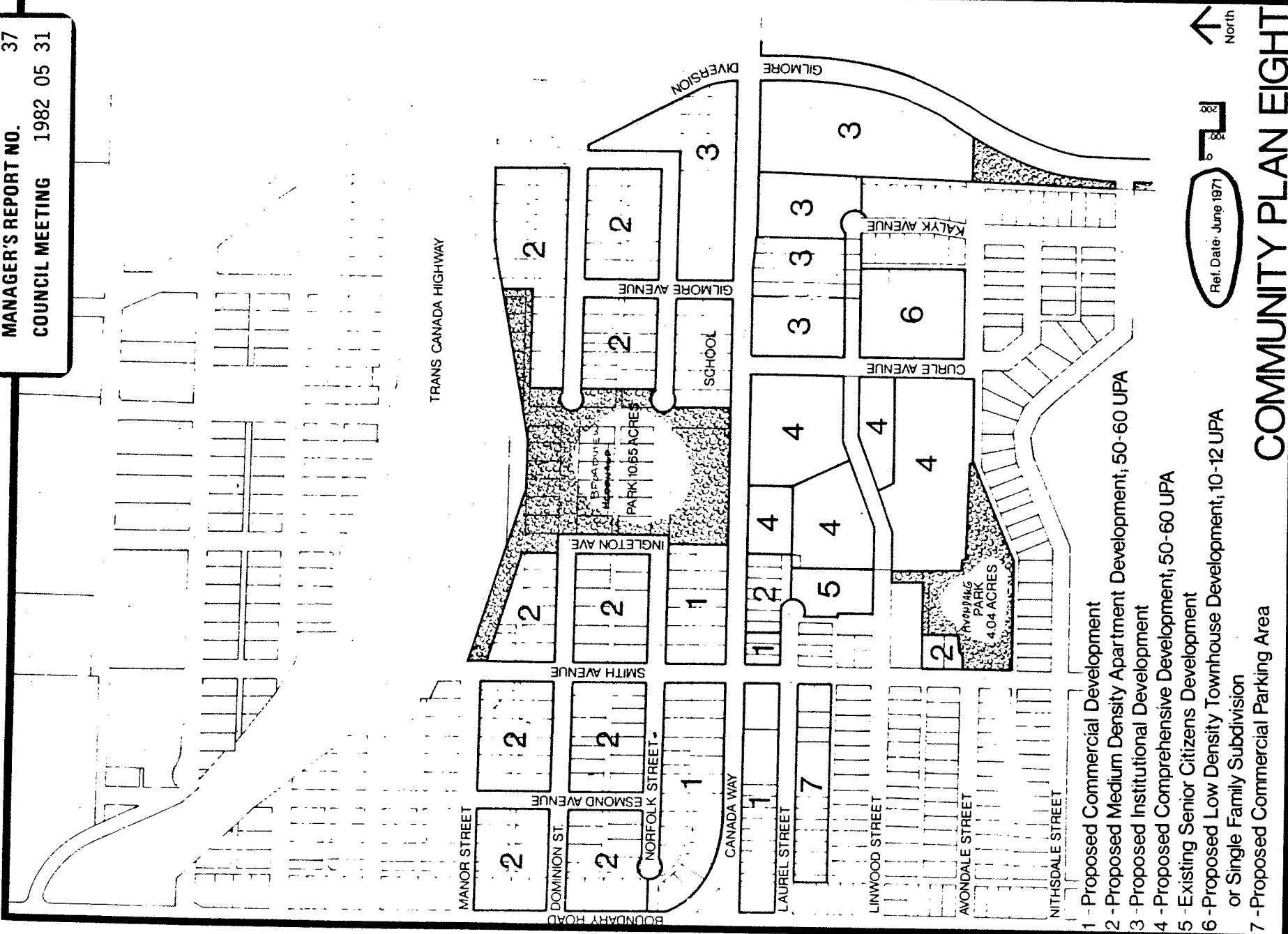
- PROPOSED APARTMENT AREA MEDIUM
- FIRST PRIORITY AREA
- FUTURE APARTMENT EXPANSION AREA
- EXISTING APARTMENTS
- COMMERCIAL CENTRE
- INSTITUTIONAL AREAS

LEGEND



JAD #2

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- 1 - Proposed Commercial Development
- 2 - Proposed Medium Density Apartment Development, 50-60 UPA
- 3 - Proposed Institutional Development
- 4 - Proposed Comprehensive Development, 50-60 UPA
- 5 - Existing Senior Citizens Development
- 6 - Proposed Low Density Townhouse Development, 10-12 UPA or Single Family Subdivision
- 7 - Proposed Commercial Parking Area

Ref. Date: June 1971

5 8 300

North

COMMUNITY PLAN EIGHT

Date

1982 MAY

Scale

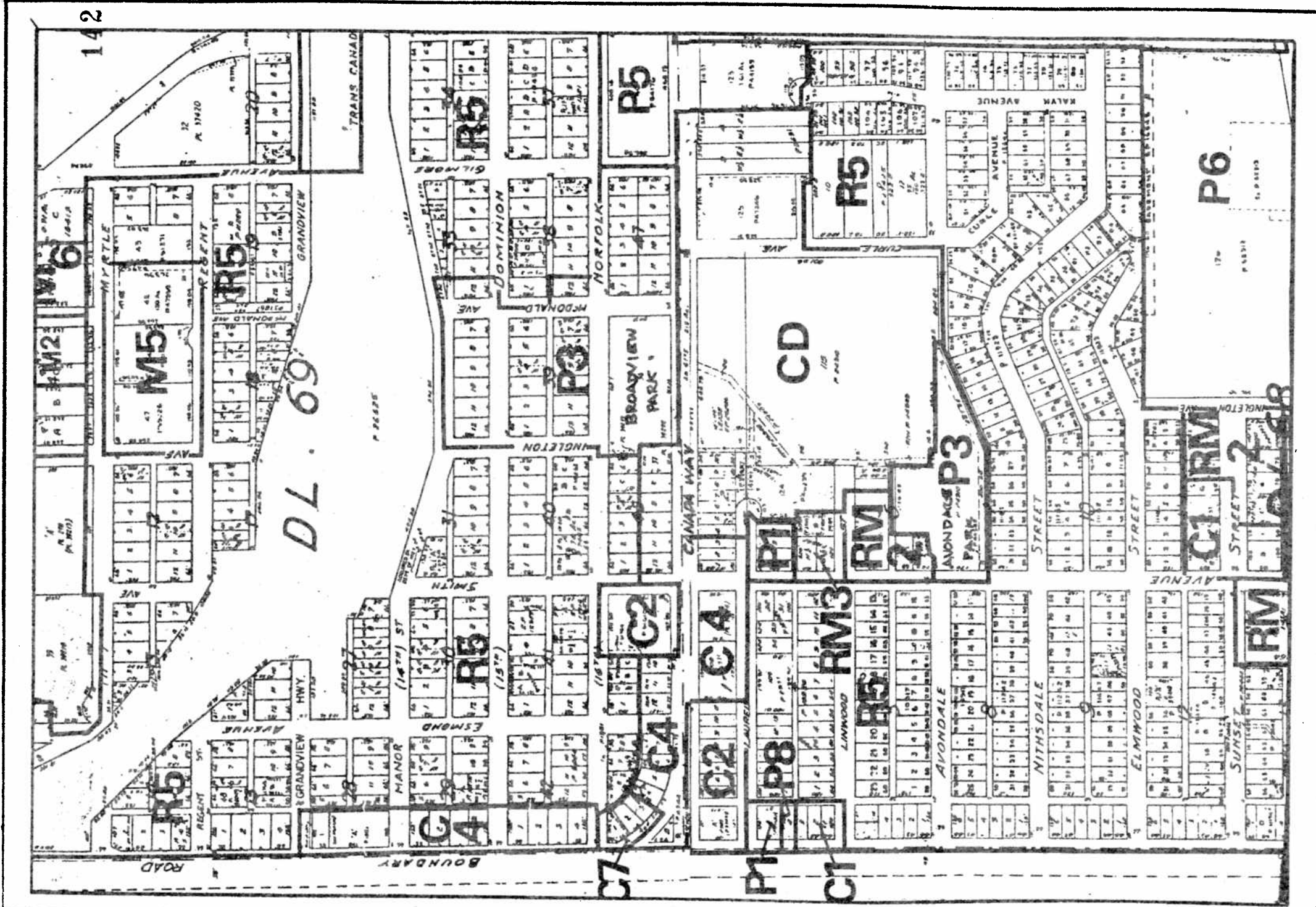
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Burnaby Planning Department

EXISTING ADOPTED COMMUNITY PLAN 141

SKETCH # 3



Date
 1982 MAY
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Burnaby Planning Department

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EXISTING ZONING

SKETCH # 4