

TO: CITY MANAGER 1993 APRIL 28

FROM: ACTING DIRECTOR PLANNING AND BUILDING OUR FILE: 16.600

SUBJECT: **CORRESPONDENCE AND PETITION
FROM NORFOLK STREET RESIDENTS**

Purpose: To respond to correspondence and a petition from residents living on the south side of Norfolk Street, between Douglas Road and Royal Oak Avenue and to recommend a neighbourhood based planning process.

RECOMMENDATION:

1. **THAT** Planning and Building Department staff be authorized to initiate a neighbourhood based planning process to address what housing options are appropriate for the Norfolk Street neighbourhood as defined in Figure 2.
2. **THAT** a copy of this report be forwarded to Mr. Alex Nielsen, 5288 Norfolk Street.

R E P O R T

1.0 BACKGROUND

At its meeting of December 14, 1992 City Council received a letter from Alex Nielsen of 5288 Norfolk Street, representing residents living on the south side of Norfolk Street between Douglas Road and Royal Oak Avenue, (see Figure 1) who expressed a desire to have their property rezoned from R5 Residential District to R9 Residential District to permit subsequent subdivision of individual lots into small lots.

At that time, members of Council indicated an interest in undertaking a more comprehensive review of the general area to ascertain whether the neighbourhood felt other housing options could be considered for the area. Staff was requested to respond to the petition in the context of this broader review.

The purpose of this report is to respond to Council's request and to propose a neighbourhood based planning program for the Norfolk Street neighbourhood.

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2.0 SMALL LOT DEVELOPMENT

This rezoning request is related to the small lot development study completed in 1989. The purpose of that study was to find a method to allow small lot development but, at the same time, preserve the character of existing neighbourhoods. After extensive consultation with residents and the development community, it was decided that small lot subdivision should occur in those block faces that had a history of small lot development. An important objective of the study was to find a solution that provided certainty as to where future small lot development opportunities could occur.

As a result of the study, the text of the R5 and R4 Districts was amended to allow small lot development when 30% of existing lots on one side of the street had a width of 45 feet or less. The ability to spot zone areas using the R9 District as a method to achieve small lot subdivision on a lot basis was removed, although larger areas (over 2 acres) can still be rezoned to allow subsequent subdivision on a comprehensive basis.

The block front that is the subject of the petition is the only block front that does not have small lot subdivision potential under the revised bylaw in the area bounded by Highway No. 1, the land south of Norfolk Street, Douglas Road and Royal Oak Avenue. However, unlike the area to the north, about 40% of the lots are less than 18 metres wide and therefore would involve the more complicated consolidation and resubdivision of numerous lots to allow small lot development.

Similarly, the request to rezone the block from R5 (Residential District) to R9 (Residential District) may be a less satisfactory solution in that the minimum width requirement for lots in the R9 District is 40 feet which precludes the ability of most lots on Norfolk Street to subdivide without first consolidation with one or two adjacent properties.

3.0 THE NORFOLK STREET NEIGHBOURHOOD

The single family neighbourhood bounded by Douglas Road, the lane south of Norfolk Street, Royal Oak Avenue, and Highway 1 is somewhat unique in Burnaby. (see Figure 2) Physically, it is separated from the rest of the community by arterial transportation routes such as the freeway, Canada Way, and the industrial area to the west, as well as Douglas Road.

In addition, it has experienced a significant degree of new housing through the development of two-family dwellings and more commonly, the subdivision of larger lots into two single family lots. This type of development has generally been supported by residents in the area. The neighbourhood is not linked with one of the four town centres, and therefore does not have the range of support services appropriate to an apartment area.

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Given the unique locational attributes of the neighbourhood and the desire of the residents to explore more intensified forms of low density housing opportunities, it is suggested that Planning and Building Department staff be authorized to explore with neighbourhood residents, on a test case basis, whether they wish to pursue the small lot option or some other housing options.

4.0 REVIEW OF RESIDENTIAL GROWTH MANAGEMENT STRATEGY

The first phase of the review of the residential growth management strategy is well underway. The purpose of the review is to provide a more relevant and contemporary framework for future residential development in the municipality. The first phase of the process involves identification of contemporary issues relating to housing and residential growth management in the community. This phase involved a series of public workshops to help identify issues important to the community.

At the workshops there was interest by residents in some neighbourhoods in exploring opportunities for infill development of existing single family areas. These residents emphasized the need that such options would have to be explored in the context of a neighbourhood based planning process so that the input for residents can be obtained and consensus on the solutions could be achieved.

The review of the residential growth management strategy is still in the first phase and therefore it will be some time before firm recommendations result from the study. However, considering the interest of residents in the Norfolk area in intensifying land use in their area, it would be a good opportunity to work with residents to explore what options are the most appropriate from their viewpoint.

5.0 PROCESS FOR NEIGHBOURHOOD CONSULTATION AND PLANNING SUPPORT AND PROCESS

It is important that residents in the neighbourhood be involved in the discussion of possible housing options. Therefore it is recommended that Planning and Building Department staff be authorized to initiate a neighbourhood based planning process with the residents to introduce, discuss, evaluate and eventually choose appropriate options. It is realized that the implementation of an agreed to concept could involve the creation of a new zoning category through a text amendment to the Zoning Bylaw.

It is suggested that the portion of the neighbourhood located between Royal Oak Avenue and Westminster Avenue be included in the initial consultation phase to determine if there is sufficient interest in being included in the process. This part of the neighbourhood, while sharing the same locational characteristics as the area east of Royal Oak, has not been subject to the same degree of redevelopment although there has been some interest in infill development expressed by some residents.

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5.1 Schedule

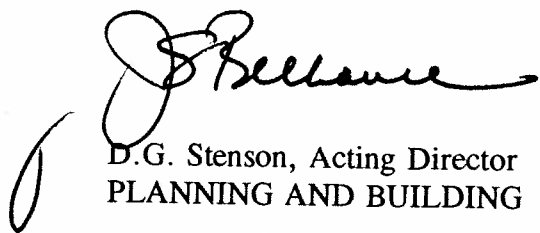
It is recognized that any neighbourhood based planning process that involves consultation and consensus building will require significant resources of time and staff. The experience of a neighbourhood planning process in the Brentwood area indicates that a program in the Norfolk area could take a number of months.

It is the intention of the department to initiate this process immediately on Council's approval. This has been made possible through the reassignment of priorities and duties during a maternity leave situation.

6.0 CONCLUSION

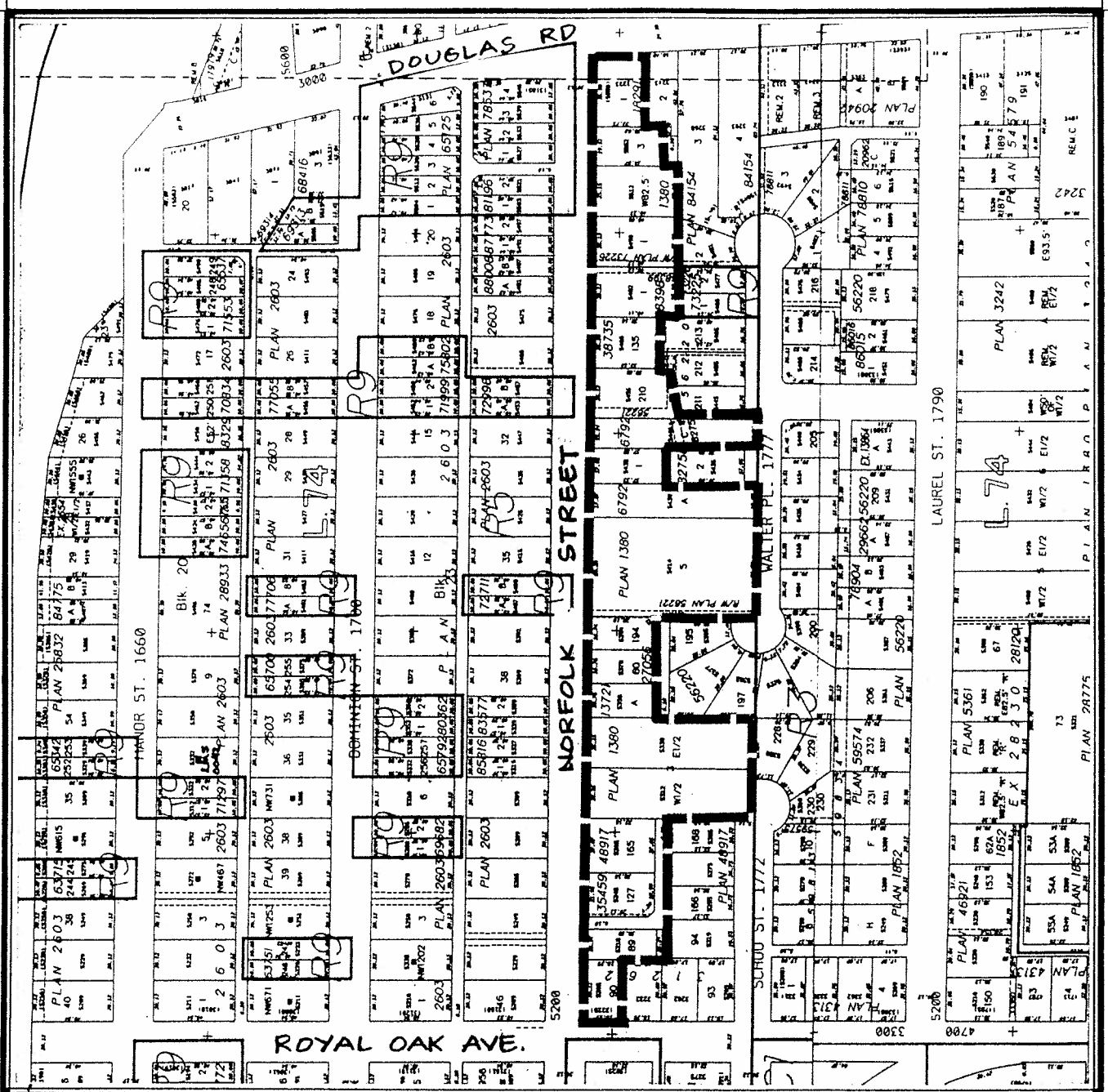
The neighbourhood bounded by Highway 1, Douglas Road, Royal Oak Avenue, and the lane south of Norfolk Street has had a unique development history in Burnaby, being separated physically from the rest of the community and having a high degree of small lot subdivision of large single family lots and two family dwelling development. Through a neighbourhood planning process, the residents could determine the range of options that they feel are appropriate to the neighbourhood.

It is recommended that the part of the neighbourhood lying west of Royal Oak Avenue be included in the initial phase to determine if there is interest in being included in the study.


D.G. Stenson, Acting Director
PLANNING AND BUILDING


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Attachments



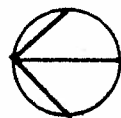
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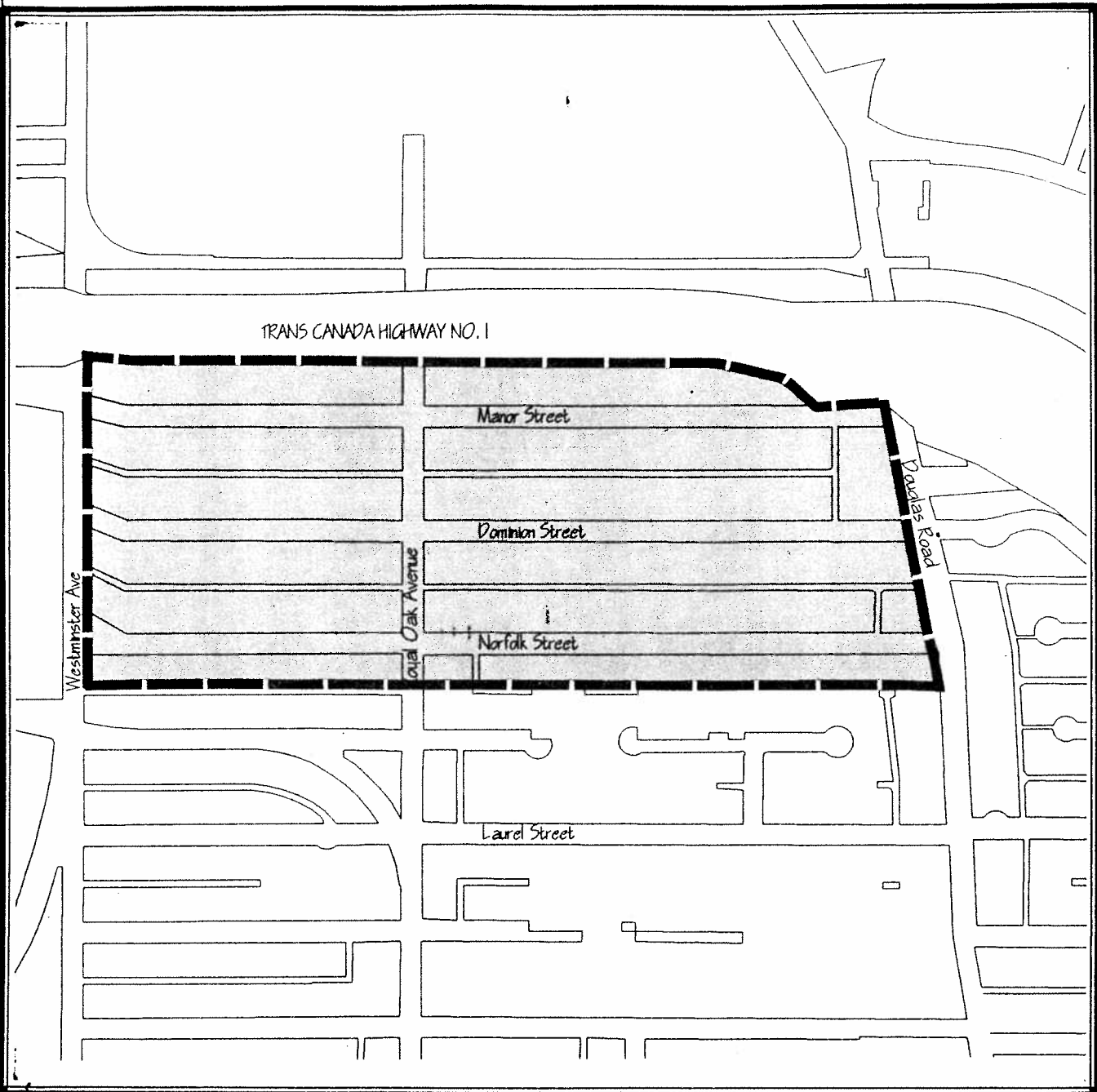
City of Burnaby
 Planning & Building Dept.



NORTH

NORFOLK STREET
 PETITIONERS

FIGURE 1



Date: 1993 04
Scale: NTS
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PROPOSED BOUNDARIES
OF
NORFOLK NEIGHBOURHOOD
REVIEW

FIGURE 2