

REPORT
1996 May 06

CITY OF BURNABY
HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

RE: APARTMENT STUDY AREA C REVIEW

RECOMMENDATION:

1. *THAT* Council endorse the concept plan as shown on Sketch #5 for the purpose of public consultation and authorize staff to proceed with the public consultation process as outlined in this report.

REPORT

The Housing Committee, at its meeting held on 1996 April 23, adopted the *attached* staff report outlining future land use options for Apartment Study Area C. Staff advised that because land use concept changes are being suggested which could significantly alter the form of development in Apartment Area C, a consultation process which involves area residents and businesses is desirable.

Respectfully submitted,

Councillor L.A. Rankin
Chairman

Councillor C. Redman
Member

Councillor J. Young
Member

COPY - CITY MANAGER
- DIR. PLNG. & BLDG.

1996 APRIL 16

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: APARTMENT STUDY AREA C REVIEW

PURPOSE: To report on future land use options for Apartment Study Area C.

RECOMMENDATION:

1. **THAT** the Housing Committee request Council to endorse the concept plan as shown on Sketch #5 for the purpose of public consultation and authorize staff to proceed with the public consultation process as outlined in this report.

REPORT

1.0 BACKGROUND

Apartment Study Area C was adopted by Council in 1969 and updated in 1981 (see Sketch #1, *attached*). In response to a proposal for a non-market housing development along Hastings Street, on 1994 September 26 Council authorized staff to conduct a review of the plan area.

2.0 CURRENT SITUATION

Apartment Study Area C is well served by commercial services (Kensington Shopping Plaza, Hastings Street frontage commercial, and the commercial services at Pandora and Barnet), schools (Burnaby North Secondary and Westridge Elementary), recreation and community amenities (the urban trail, Westridge Park and Westridge School Park, Kensington Pitch and Putt, Frances-Union bike route, Lochdale Community Hall, and the driving range), and extensive public transit along Hastings Street.

The commercial areas of Apartment Study Area C are characterized by service-oriented commercial uses along much of Hastings Street, as well as by older buildings with established small stores near the Kensington Shopping Plaza. Single family and RM2-type apartment development is between twenty and thirty years old, with some new RM1-type townhouse development at the eastern end of Hastings Street.

3.0 ASSUMPTIONS OF THE PLAN REVIEW

As outlined in the report of 1996 January 04, *A Framework for the Establishment of Neighbourhood Village Centres*, presented to the Housing Committee, there is a benefit in creating a new type of centre in Burnaby's commercial core hierarchy that falls between town centres and local convenience centres. This new type of mixed land use centre, referred to as a neighbourhood village centre, builds upon existing neighbourhood level services and, as such, is essentially a contemporary refinement to existing apartment study areas and community plans.

The objective of this approach is to enhance the livability and economic viability of these areas and the surrounding neighbourhood by providing support for local commercial areas and providing opportunities to create more pedestrian and transit-oriented neighbourhoods. Focusing growth within these urban areas reduces the need for travel by providing greater opportunities to live close to work, school and recreation and facilitating the increased densities required to support transit. Good urban design and pedestrian orientation is crucial to ensure that these urban areas have a human scale and are inviting places to live, visit and work.

Apartment Study Area C presents an appropriate opportunity to develop this new form of mixed use community village. With the construction of the Burnaby Mountain Parkway to Simon Fraser University, this area will become the "gateway" to the University, as well as a secondary transit centre with the expected increase in transit frequency. Thus, there is an opportunity for this area to provide many of the support services, restaurants and business establishments needed by students and staff as well as the future residents of Burnaby Mountain.

The multiple family development proposed in this area is expected to have a significant ground-oriented component. New housing designs are increasingly accommodating apartment style densities while incorporating ground-oriented units, as illustrated in **Figure 1**. This housing form offers an affordable ground-oriented option for small or low income households. Furthermore, these ground-oriented units contribute positively to the streetscape as they add variety and interest at a pedestrian scale.

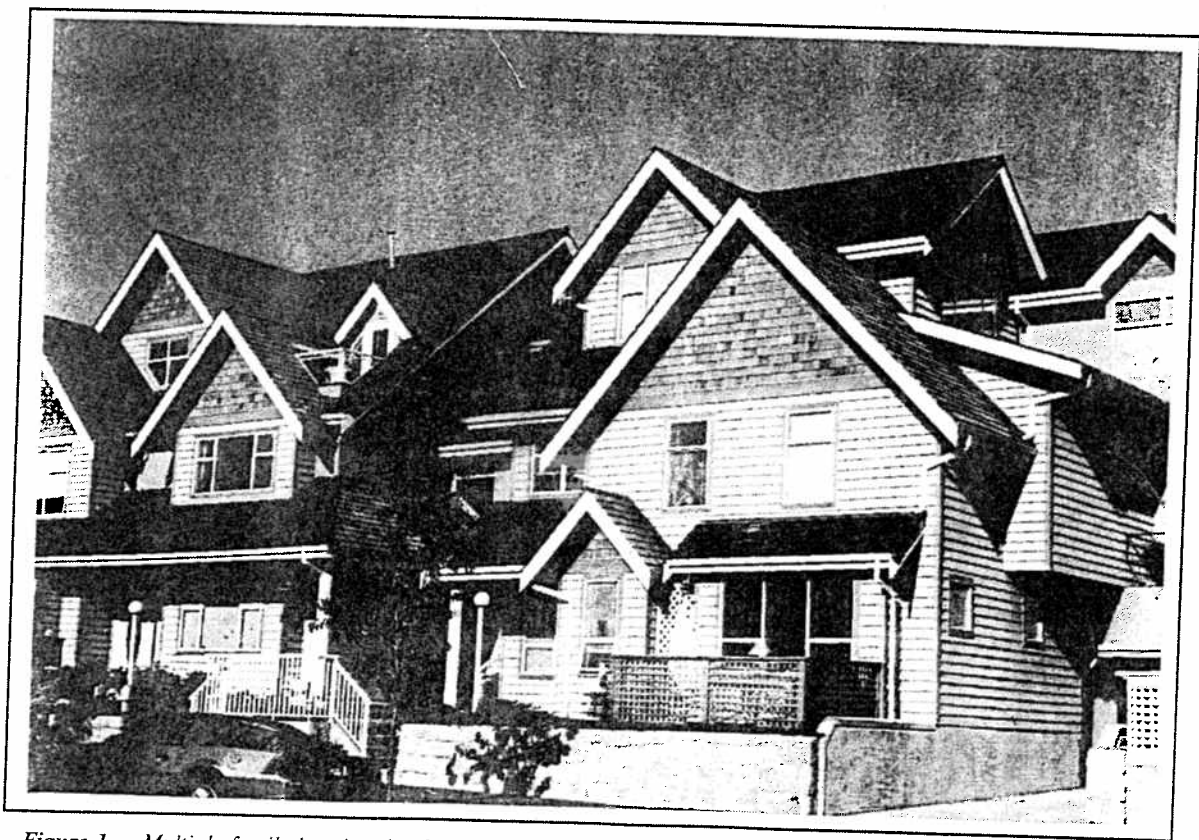


Figure 1. Multiple family housing development with ground-oriented units at 1.0 FSR (North Vancouver)

In terms of the geographic boundaries of the study area, the approach has been to include properties which could logically be included in Apartment Study Area C, but not to make boundary changes which necessitate significant land use changes. Therefore, Sites A, D and part of Site F, are designated in the new plan but are not in the current plan (See Sketch #2, *attached*).

4.0 PROPOSED LAND USE CHANGES

It is in the above context that the plan for Apartment Study Area C has been reviewed. To enhance the livability and community orientation of Area C:

- ▶ opportunities for residential multiple family development which relate to the street are identified;
- ▶ commercial services are focused in the existing Kensington Plaza and along Hastings Street from Grove Avenue to Clare Avenue;
- ▶ service oriented commercial uses on industrial zoned land on Hastings Street are proposed to be phased out, most of which is currently designated institutional in the Area Plan; and
- ▶ given the proximity of public transit routes in this area, it is suggested that a parking ratio similar to that in effect in the Hastings Village, 1.0 on-site spaces per unit, be utilized for residential development along Hastings Street. This reduced parking ratio may serve as a type of density bonus for developments in neighbourhood village settings along major public transportation routes.

The proposed plan for Apartment Study Area C is shown in Sketch #5, *attached*. Please refer to Sketches #2 and #3, *attached*, for location and zoning information on the following sites where changes are proposed from the existing plan.

Site A: Site A consists of seven lots of single family detached housing and is currently outside the Plan Area. Staff have received recent redevelopment enquiries regarding this site. It is suggested that these properties be designated for medium density, ground-oriented, townhouse style development. As this site is bounded by major streets to the north and west and existing designated RM2-type apartment development to the south and east, and that streets are usually considered to be a good zoning boundary, it is logical to include this site in the Apartment Study Area. Significant grade differences should minimize any conflict with the single family residences to the north. Noise mitigation factors will be accommodated in the design process.

Site B: Site B is currently occupied by a small convenience commercial centre which serves the area but does not relate well to the streetscape as the rear of the building, garbage, loading facilities and surface parking dominate the site and are visible from all public rights-of-way. The openness of the site is accentuated by the unusual width of Barnet Road (approximately 30 metres).

It is possible to introduce new residential opportunities through the application of small scale mixed use development, with at grade commercial and two and one half storeys of residential uses above. The scale should be limited to reflect the low scale development and a sense of "openness." Therefore, the height should be limited to three and a half storeys, ideally terraced, and the front and side yard setbacks increased.

In order to enhance the relationship between the site and Barnet Road and increase redevelopment potential, a portion of Barnet Road could be included in the site. The at grade commercial uses could be oriented to Pandora Street/Barnet Road, thus providing an interface between the existing commercial activity on Pandora and the existing multiple family development along Barnet. Residential uses could be oriented to Duthie Avenue, with some open space to the west.

Site C: Site C is currently designated for medium density multiple family housing in the Area Plan, however, there is an existing convenience store/service station use which provides a useful function for motorists and local residents. Although this land use is not as visually appealing as continuous residential development, the popularity of this existing use may be acknowledged in the Plan by designating the existing gas station use as a continuing viable option.

Site D: Site D is a vacant City-owned lot that has been designated as the location for a pedestrian-bicycle overpass of Hastings Street, an urban trail link, and a major trailhead feature area. Given the planned role for this site and its proximity and functional importance to this part of the Study Area, it is proposed that it be included in Apartment Study Area C as designated open space and be consolidated with the City-owned park site to the south. As much of Invergarry Avenue will be utilized for the overpass and urban trail, a portion of this right-of-way could be consolidated with the site.

Site E: Site E is currently designated for the commercial centre and for institutional use in the Area Plan, and is presently dominated by service-oriented commercial uses. As these lots have been designated institutional for 25 years with no private interest and little practical likelihood of this use in the future, an alternative designation is proposed. Continued future commercial development on these sites would detract from the identified commercial centre. Industrial development is undesirable as it is incompatible with a growing residentially focused Plan area.

Multiple family residential development presents the best alternative for this site due to:

- ▶ its interface with the multiple family development to the south (see Site F);
- ▶ the opportunity to utilize the urban trail in front of the development as a buffer from Hastings Street;
- ▶ the proximity of the pedestrian-bicycle overpass for access to the elementary school and park;
- ▶ the long term possibility of residential development on the Shelburn Refinery site; and
- ▶ the provision of residential opportunities with little or no impact on established single family neighbourhoods.

Medium density, multiple family development is desirable on the sites from Clare Avenue to Invergarry Avenue, while maintaining ground orientation of at grade units. All new multiple family development will be encouraged to be ground oriented to improve the street character and "friendliness" of the area while still attempting to maximize apartment-style density. From Invergarry Avenue to Cliff Avenue, a low to medium density multiple family development is favoured, which will provide a transition from the multiple family development to the single family neighbourhoods to the east.

The major accesses to these sites could be via the rear lane via the traffic signal at Sperling Avenue, and via Ellerslie Avenue. Duncan Avenue could be closed to eliminate unnecessary access points on to Hastings Street and included with the sites to the east and the west.

The location of the urban trail along Hastings Street in front of the multiple family developments can provide a good buffer or screening element from the traffic of Hastings Street. In addition, lanes could be enhanced to safely accommodate pedestrian traffic through, for example, the provision of walkways and lighting.

Site F: Site F has been identified as an area appropriate for residential intensification, with a preference for ground orientation to enhance the street character while still providing apartment-style densities. The type and scale of development in this area is strongly influenced by the large non-market multiple family housing project under construction at 6850 Hastings Street.

Specific site details which further residential intensification include:

- ▶ Medium density, ground oriented, multiple family development is preferred on Grove, adjacent to the Kensington Shopping Plaza.
- ▶ Low to medium density multiple family development is appropriate along Clare and Duncan, in keeping with the scale of the non-market housing project to the north.
- ▶ Ellerslie Avenue could be closed and consolidated with the adjacent sites to accommodate medium density multiple family housing.
- ▶ The west side of Sperling Avenue could accommodate additional row housing.

Site G: Site G is currently designated as part of the commercial centre in the Area Plan. As the long term vision for the study area includes more housing and the replacement of the service oriented commercial uses along Hastings Street to the east with additional multiple family housing, it seems appropriate to retain street frontage commercial in these blocks. This will help ensure that shopping alternatives are provided and that Kensington Plaza does not become a "commercial island" for area residents.

In addition to this commercial component, these sites provide an opportunity to explore small scale, mixed use development types. The location is appropriate given the proximity to various amenities. In addition, the particular sites lend themselves well to commercial/residential development. Sites to the south of Hastings are shallow but adaptable, and benefit from the presence of lanes. The sites to the north of Hastings, which abut the Shell Refinery land, afford views to the north.

The urban trail is proposed to run behind these two blocks of commercial on the north side, swinging south at Clare to run east along the Hastings frontage of the proposed multiple family development.

Site H: Site H is currently part of the parking lot for the Kensington Shopping Plaza. This portion of the site fronts Grove Avenue and is across from and adjacent to residential development. This location presents an opportunity to enhance a "village" atmosphere by integrating residential dwellings into an established commercial centre. The advantages of locating multiple family housing on this site include the proximity to amenities, a primary arterial and public transit, as well as providing a means by which to overcome the parking lot image of the shopping plaza from the street. The development of housing on this portion of the parking lot would result in a nominal reduction in the available parking for the shopping centre.

In order to further enhance the commercial component of the Plaza, a continuation of commercial frontage along the north of this site would perpetuate the "retail street" formed by the existing retail outlets.

5.0 PUBLIC CONSULTATION PROCESS

Because land use concept changes are being suggested which could significantly alter the form of development in Apartment Study Area C, a consultation process which involves area residents and businesses is desirable. It is proposed that a draft concept plan be distributed (see Sketch #4 *attached*), followed by an Open House whereby individuals could get more information as well as provide their input on the proposed changes. In addition to the usual general announcement of the Open House, it is desirable to target various groups and invite them to the workshop - including developers, business owners, parents' groups and the Lochdale Hall Community Association, among others - to ensure a wide representation of views in the process.

Following a review of comments received on the draft concept plan, the concept plan will be submitted to Council for consideration.

Given the impending consultation process for Apartment Study Area B, it is considered appropriate to initiate the consultation process for Apartment Study Area C in the fall of 1996.

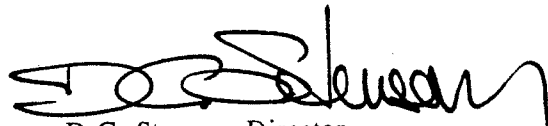
6.0 CONCLUSION

The focus of the commercial centre of Apartment Study Area C will remain the Kensington Shopping Plaza, which will continue to meet the needs of the larger surrounding area. It is proposed that the commercial centre extend two blocks east along Hastings Street with planned small scale mixed use development with at grade commercial and residential above. This mixed use development type allows an increase in housing options near transit and commercial services, thus lessening dependence on the automobile. The street fronting commercial will increase the pedestrian orientation of the centre as well as enhance the "village" atmosphere of the public right-of-way.

In addition to this primary shopping core, the neighbourhood or village centre bounded by Ridge, Duthie, Pandora and Barnet will meet the day-to-day needs of the immediate population. It is envisioned that this village centre will develop in a mixed use fashion, allowing residential units over street fronting commercial.

Ground-oriented, multiple family developments are proposed for sites currently occupied by single family detached dwellings and auto-oriented commercial uses. The housing form envisioned for these sites is ground oriented urban townhouses/apartments at low-rise, apartment-style densities.

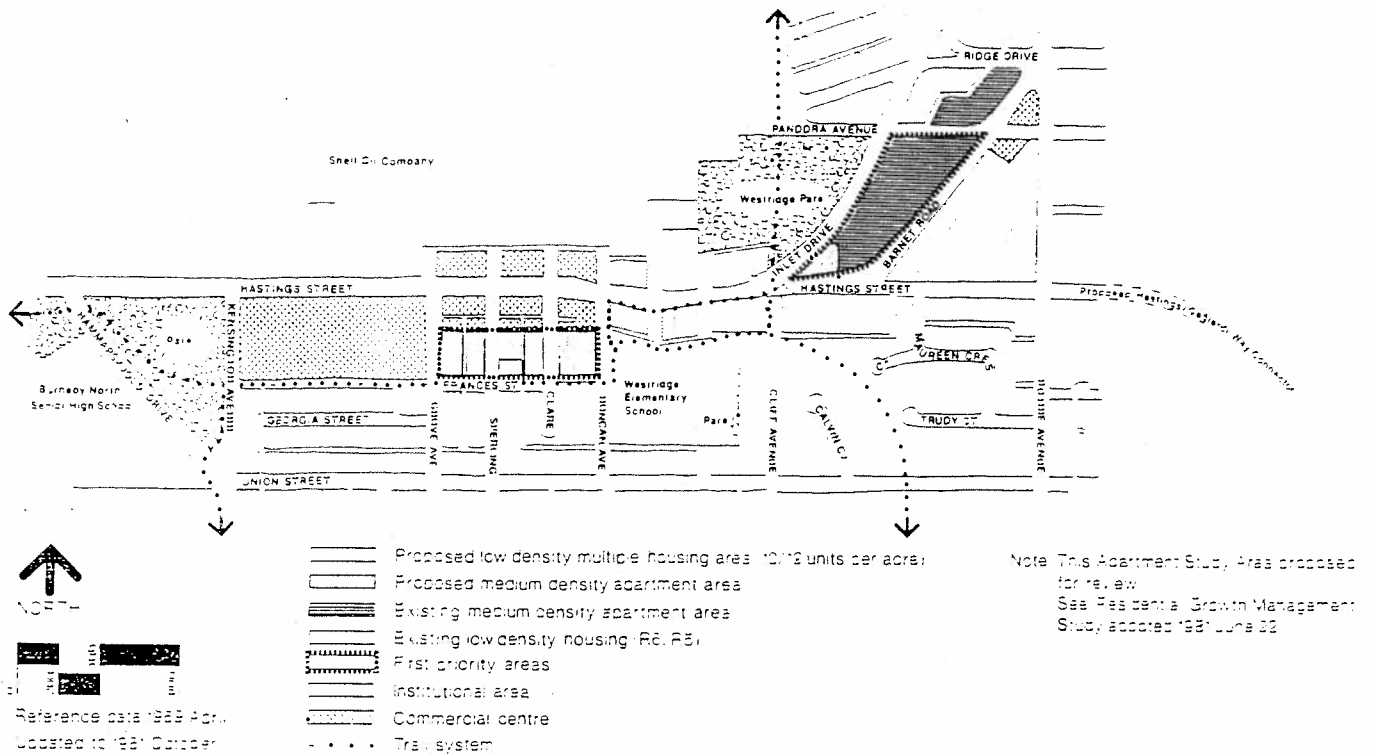
With Council approval, staff will pursue the public process as outlined in Section 5.0. Following the public consultation process, a final concept plan will be submitted for consideration by Council.



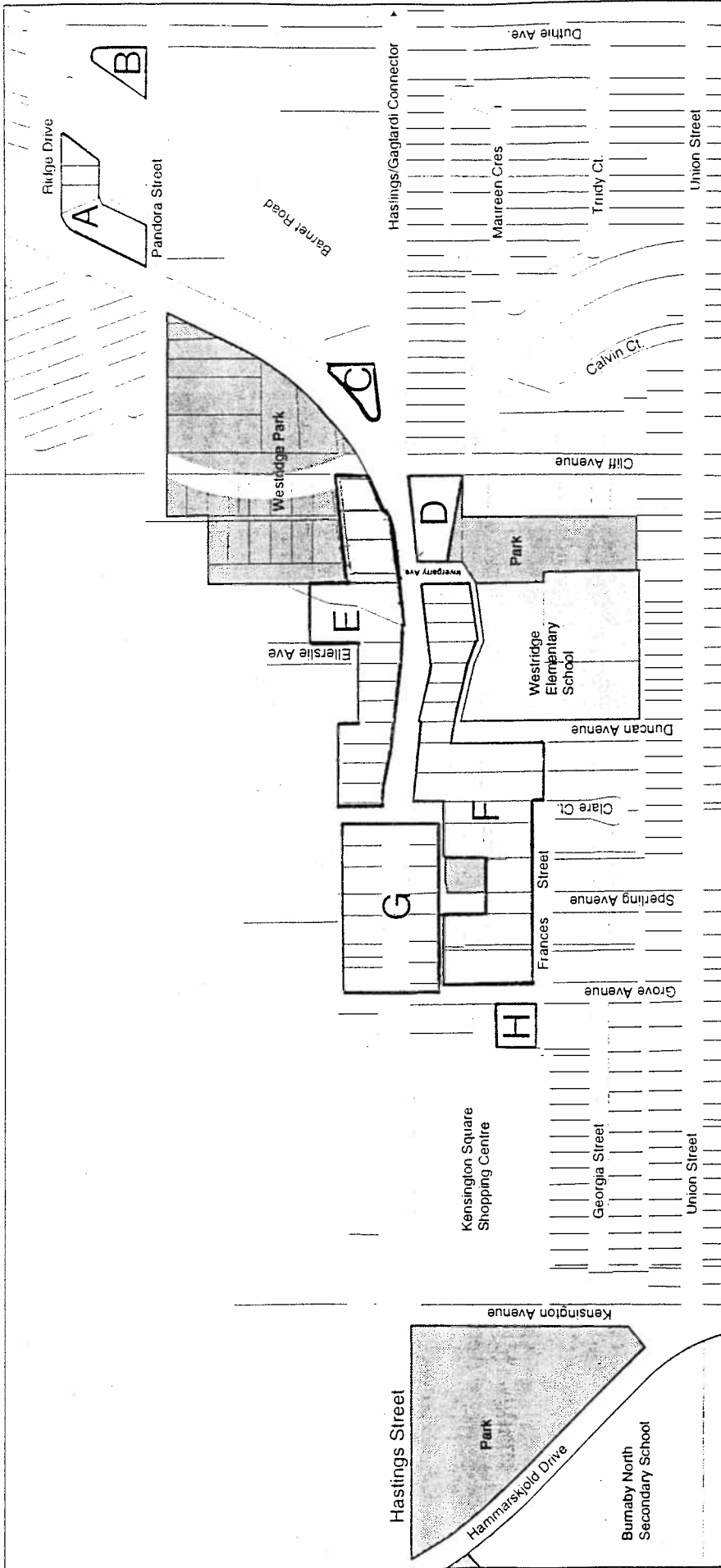
D.G. Stenson, Director
PLANNING AND BUILDING

KSF\db

cc: City Manager

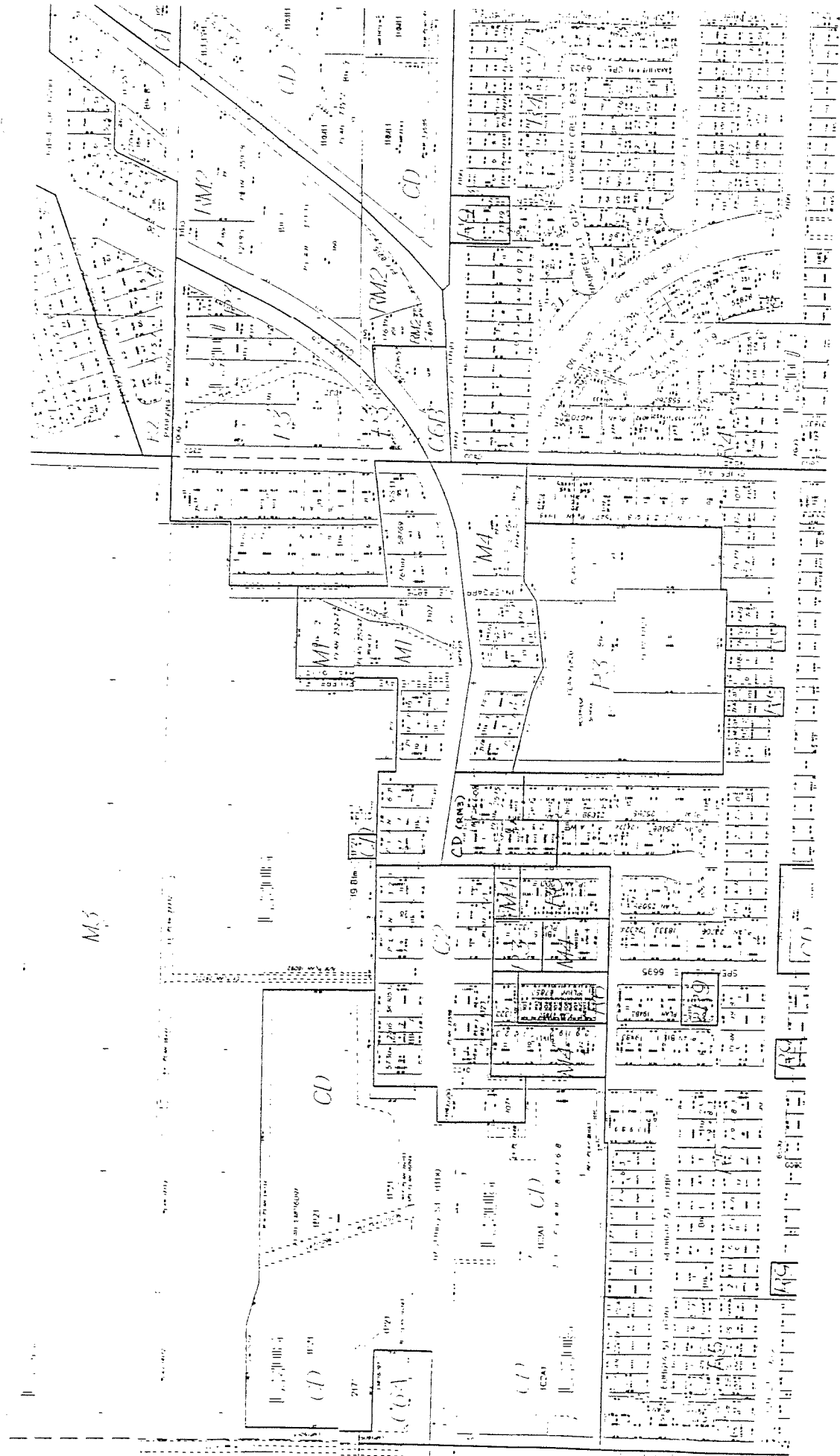


Apartment Study Area C Current Approved Plan Sketch #1

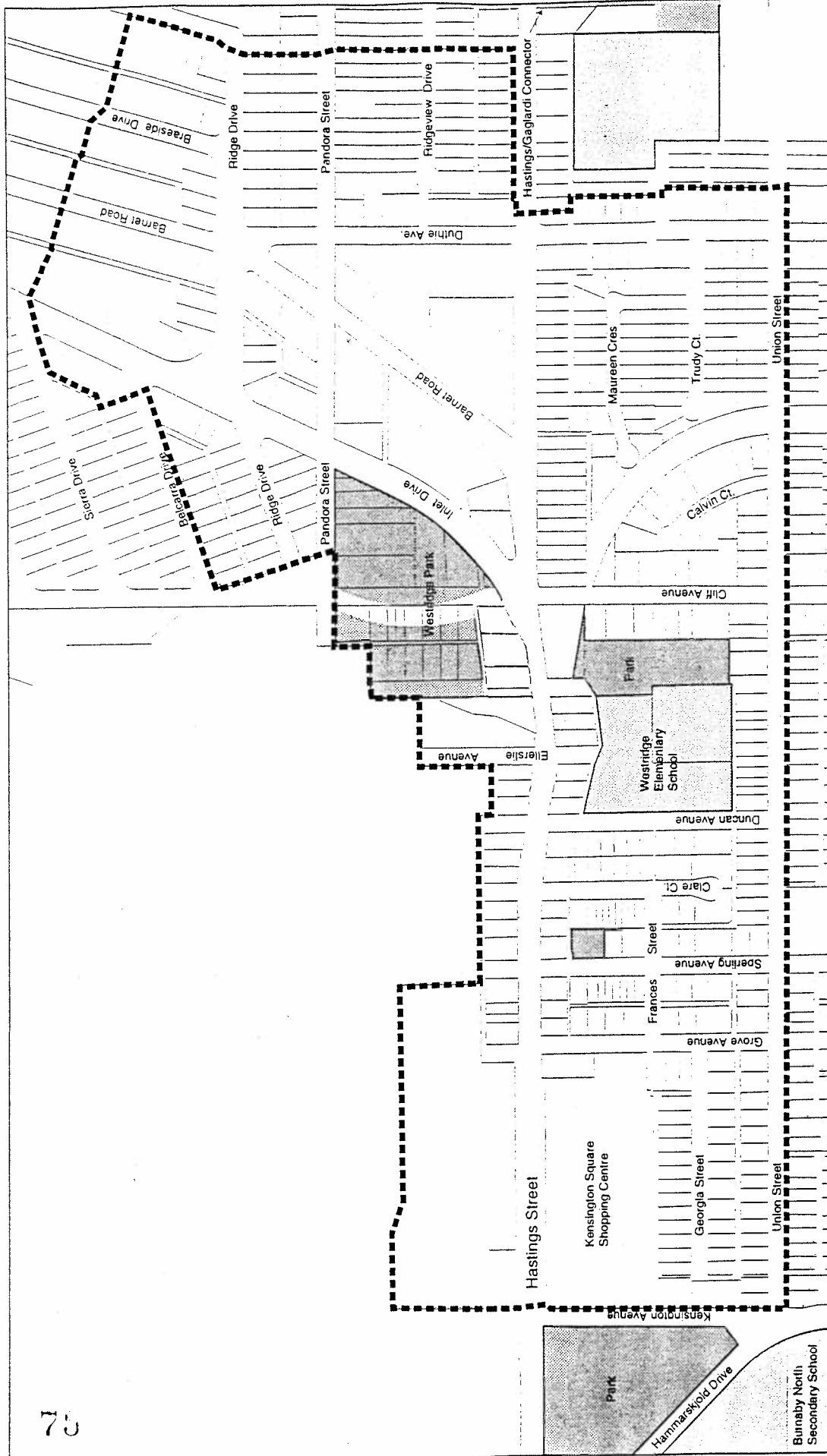


Apartment Study Area C *Sites Recommended for Change*
Sketch #2





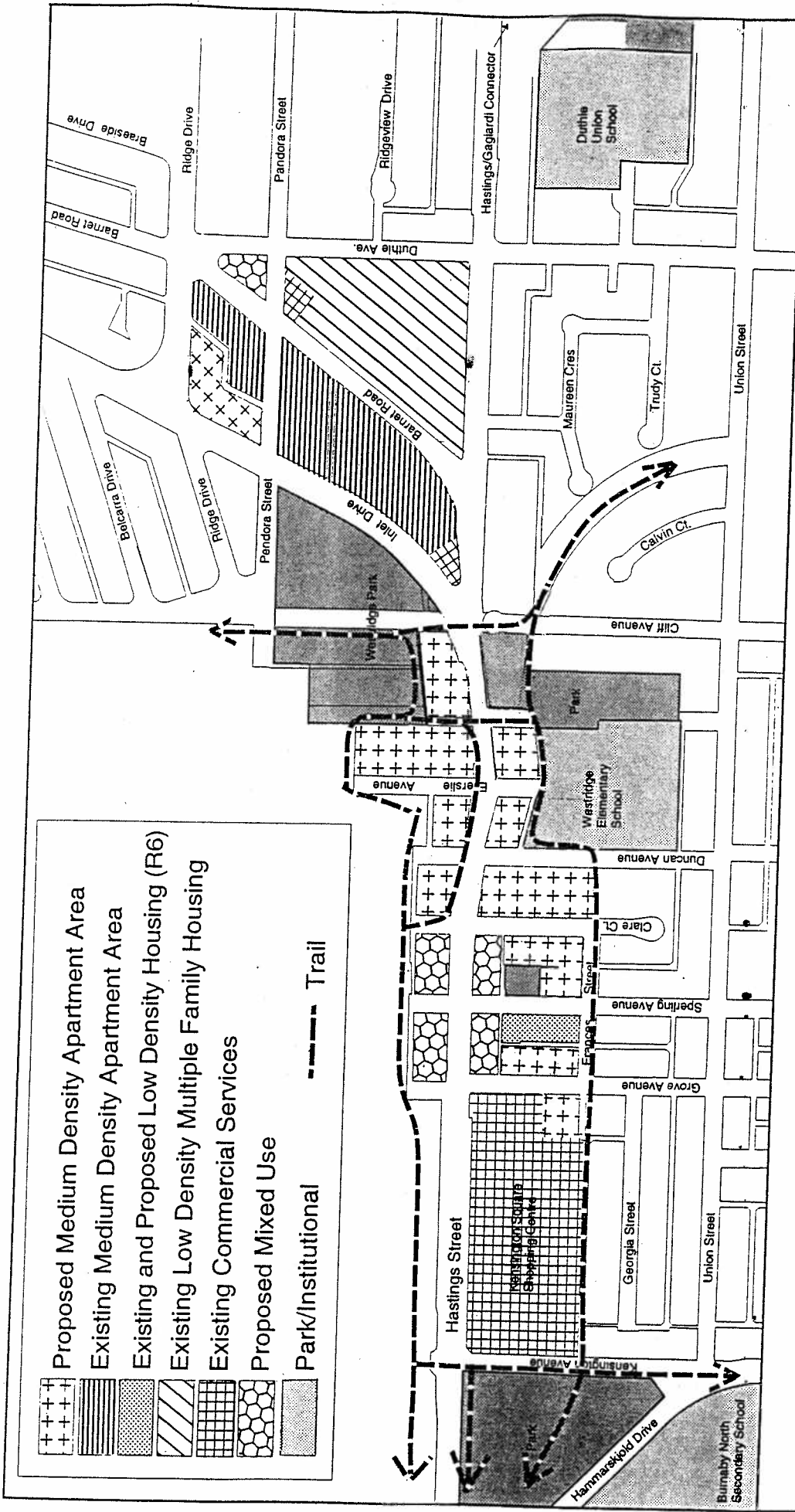
*Apartment Study Area C: Existing Zoning (March 1996)
Sketch #3*



Apartment Study Area C




..... Proposed Public Consultation Area
 Sketch #4



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| | Proposed Medium Density Apartment Area |
| | Existing Medium Density Apartment Area |
| | Existing and Proposed Low Density Housing (R6) |
| | Existing Low Density Multiple Family Housing |
| | Existing Commercial Services |
| | Proposed Mixed Use |
| | Park/Institutional |
| | Trail |

Proposed Apartment Study Area C Plan Sketch #5


 City of Burinaby
 Planning and Building Dept.
 1996 04 15

