

REPORT
1996 MAY 06

CITY OF BURNABY

HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

RE: A FRAMEWORK FOR THE ESTABLISHMENT OF COMMUNITY
AND NEIGHBOURHOOD VILLAGE CENTRES

RECOMMENDATION:

1. *THAT* Council receive this report for information purposes.

REPORT

The Housing Committee, at its meeting held on 1996 April 23, adopted the *attached* staff report outlining a preliminary framework for the development of revisions to Burnaby's core area hierarchy that involves some existing community or neighbourhood level centres.

Staff advised that this type of urban mixed land use centre builds upon existing community and neighbourhood level services and are as such, considered to be contemporary refinements to existing apartment area plans and community plans.

Staff concluded by advising that the definition of a role and creation of a development plan for each of the candidate areas will involve an amendment to an existing apartment area plan or community plan, and involve a public consultation process. The extent of the public consultation process will depend on the degree of change proposed, and the size of the area affected.

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

Please note that Council, at the regular Council meeting held on 1996 April 01, authorized staff to undertake a consultation process for the commercial centre of Apartment Study "B" as referred to in the attached report. In addition, appearing elsewhere on this agenda is a report from the Housing Committee requesting Council endorsement of a concept plan for Apartment Study "C" for the purposes of obtaining public input.

Respectfully submitted,

Councillor L.A. Rankin
Chairman

Councillor C. Redman
Member

Councillor J. Young
Member

TO: CHAIRMAN AND MEMBERS
HOUSING COMMITTEE

1996 JANUARY 17

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: 12.000

SUBJECT: A FRAMEWORK FOR THE ESTABLISHMENT OF
COMMUNITY AND NEIGHBOURHOOD VILLAGE CENTRES

PURPOSE: To outline a preliminary framework for the development of revisions to Burnaby's core area hierarchy that involves some existing community or neighbourhood level centres.

RECOMMENDATION:

1. THAT this report be received for information of the Housing Committee.

R E P O R T

1.0 INTRODUCTION

This report sets out a preliminary framework for the development of revisions to Burnaby's core area hierarchy that involves some existing community and neighbourhood level centres. This type of urban mixed land use centre builds upon existing community and neighbourhood level services and are as such, considered to be contemporary refinements to existing apartment area plans and community plans. These new neighbourhood or community village centres would not only help Burnaby in approaching the growth targets outlined in the Livable Region Strategic Plan, but would also help provide the type of housing and neighbourhood that has been identified in the Plan and by residents who desire greater choices.

The definition of a role and creation of a development plan for each of the candidate areas will involve an amendment to an existing apartment area plan or community plan, and involve a public consultation process. The extent of the public consultation process will depend on the degree of change proposed, and the size of the area affected.

In many of the candidate areas there have been recent inquiries about development opportunities. In some cases, Council has already authorized a review, and this report provides a preliminary context. In other cases, it is important that reviews be undertaken in the near future so that new development can reflect the objectives identified by residents in the Growth Management Review consultation process and inherent in the Livable Region Strategic Plan. Finally, in some instances, plan reviews may occur in the context of larger community based neighbourhood plan reviews, such as the upcoming Royal Oak review, or where change is not imminent, in the longer term.

2.0 THE REGIONAL CONTEXT

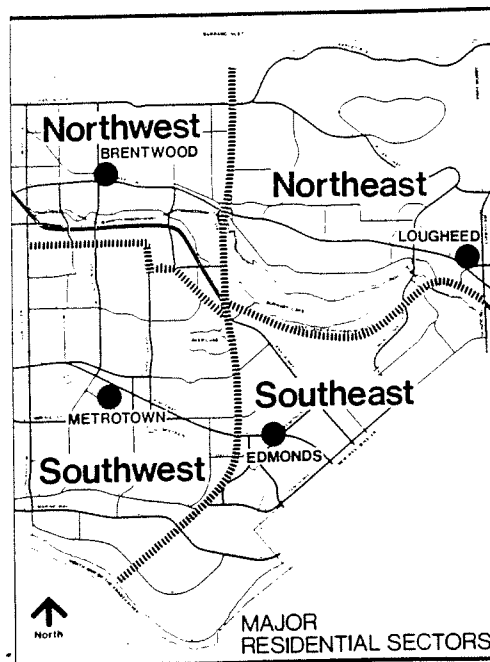
The Greater Vancouver Regional District's Livable Region Strategic Plan aims to meet growth targets to the year 2021 in an environmentally sustainable way that ensures livability. It envisions a region that is more compact in development form, can be serviced efficiently by transit and respects a strictly defined green zone. To achieve this, the plan will require inner areas like Burnaby to strive to provide a more complete community by ensuring the better integration of denser development, transit and other non-vehicular forms of transportation along with retail activities, human services and job opportunities. The plan challenges local governments to create communities where people are less reliant on the automobile, where they can meet everyday needs in their own community and rely on transit to access employment.

Further, the Plan notes that in order to prevent sprawl, the appropriate type of housing will have to be provided in the right locations. In the case of the next twenty years this means that the focus should be placed on ground oriented housing, given the great propensity of "baby boomers" for this type of housing. Another challenge for municipalities in the growth concentration areas then, will be to provide opportunities for medium density ground oriented housing rather than solely relying on large pockets of very dense apartment type housing.

3.0 THE CURRENT OCP CONTEXT

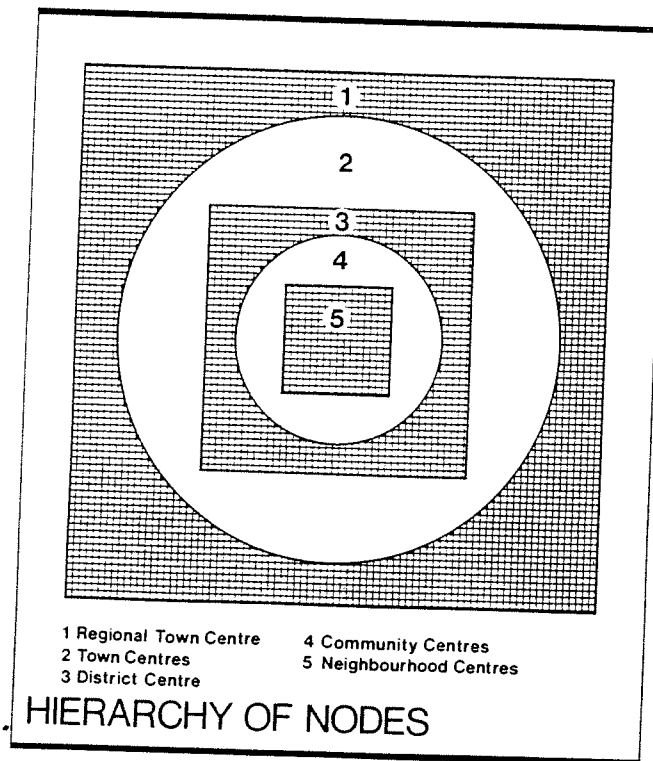
The basis of the growth management framework in the current Official Community Plan is the concept of the four sector centres (see sketch below). By focusing growth in the four sector centres as well as in the apartment areas, Burnaby has been able to adopt a balanced approach to growth. This approach is summarized as follows:

- ▶ providing opportunities for growth in designated areas of the City, while at the same time,
- ▶ ensuring protection and preservation of valued major elements in the City.



This approach to growth management has proved to be very successful in directing growth to areas that are appropriate while preserving those features, such as parks and open space, that make Burnaby an attractive place to live and work. However, as Burnaby approaches its development capacity, it becomes necessary to define new opportunities for growth so that the City's valued assets can continue to be preserved. As well, it is important that the City strive to create a wider range of medium density neighbourhood types so that residents will be able to find their preferred type of housing and neighbourhood within the City.

The Official Community Plan incorporates nodal centres with varying sizes and roles depending upon their assigned functions and relationships to surrounding service areas. Five different levels are defined within a hierarchy of centres relating to a series of designated commercial centres (see sketch below). The broad pattern of development associated with this core hierarchy is characterized by a progressive build up of residential densities from the neighbourhood centres to Metrotown. Conversely, there is a decrease in density away from such centres toward the surrounding single family residential areas.



Currently, the commercial core hierarchy (see below) distinguishes community and neighbourhood level centres as having a role in serving its surrounding area but also in having generalized development characteristics that are described as more suburban, less dense, having a smaller building size and more reliant on surface parking.

	COMMERCIAL DEVELOPMENT AREA/TYPE	INTENT OF CENTRE/USE								GENERALIZED DEVELOPMENT CHARACTERISTICS			
		Primary Commercial Centre for Municipality	Serves Regional Sub-Area	Serves as Municipal Sector Centre	Serves Municipal District	Serves Several Neighbourhoods	Convenience Centre for Adjacent Area	Office Park Centre	Transition Use	Accessory Use	Urban	- Character -	Suburban
Commercial Core Hierarchy	METROTOWN	•	•	•	•	•	•				Urban	- Density -	Least
	Town Centres		•	•	•	•	•				Most	- Diversity -	Least
	District Centre				•	•	•				Highest	- Building Height -	Lowest
	Community Centres					•	•				Highest	- Building Size -	Smallest
	Neighbourhood Centres						•				Largest	- Project Scale -	Smallest
											Structured	- Parking -	Surface

Commercial Core Hierarchy

4.0 THE NEED FOR NEW HOUSING AND NEIGHBOURHOOD CHOICES

Through work on the Livable Region Strategic Plan and Burnaby's growth management options, it has become clear that new opportunities for growth must now be considered. While new housing opportunities for growth along a Lougheed Transit Corridor, in some expanded Town Centre areas and some small adjustments to other areas will provide for some of this growth, staff as well as residents and developers who participated in the discussion of growth issues have identified the need to create a renewed type of centre in Burnaby's hierarchy that builds upon, and creates a more contemporary vision for some of Burnaby's community and neighbourhood level centre.

In essence, the approach would be to create a more urbane structure and focus growth in and around neighbourhood centres that already exist in the City. The objective would be to enhance the economic viability and livability of these areas and the surrounding neighbourhood by providing support for these local commercial areas, reduce crime by increasing the number of people in the area, and providing opportunity to create more pedestrian and transit oriented neighbourhoods. Good urban design will be crucial to ensure that these urban areas have a human scale and are inviting places to live, visit and work. An important distinction between the existing core area hierarchies and the proposed new "community and neighbourhood village" will be the amount and type of housing that will be encouraged in and around the centre.

New housing opportunities may include housing on shops, and new multiple housing in existing smaller commercial core centres to support and revitalize those centres, creating a more pedestrian friendly form and provide more complete communities. It is envisioned that some of these housing opportunities would involve urban townhouses at RM2/RM3 densities at selected locations. Guidelines would be established so that this new type of townhouse would emphasize an urban quality streetscape with smaller front yard setbacks, doors on the street, and parking orientated off of a lane. Depending on the neighbourhood, there may also be an opportunity to introduce more compact single and two family development opportunities. These forms of medium density ground oriented housing and housing over shops would reinforce existing local commercial areas and enhance the perception of personal safety.

Since the new neighbourhoods would be more compact, more urban and be built on existing neighbourhood patterns, they should be easily and successfully serviceable by transit, provide opportunities to live within easy walking distance of shopping, retail services, community services and transit. Taken together, these new centres could form a modest yet important addition to the housing stock in the form and locations that are in accordance to the Region's growth targets.

5.0 POTENTIAL CANDIDATE AREAS FOR "COMMUNITY AND NEIGHBOURHOOD VILLAGE CENTRES"

The following are areas that could be considered as possible candidate areas for redesignation for the new community and neighbourhood village centre. These examples differ in their potential scale; some are very small and localized, while others are potentially larger. Further, they differ in the time frame for redevelopment; some areas are experiencing pressures for redevelopment now, while others probably will not experience pressures for redevelopment to a higher intensity of use for quite some time.

1. Apartment Study Area B
2. Apartment Study Area C
3. Sixth Street
4. Madison and Williams
5. Rumble and Royal Oak
6. Sunset Street/Burnaby Hospital

During the consultation process for the Growth Management Review, residents indicated that they were willing, and in many cases, welcomed the revitalization and intensification of existing community and neighbourhood commercial centres to a more urban mixed use form as long as area residents were involved in the planning process. Therefore, it will be necessary to undertake a community consultation process in each of the selected candidate areas as an integral part of the planning processes. A subsequent stage to the definition of the conceptual role would be the preparation of the more detailed community plan components. The new or expanded role that each candidate area may or may not assume will be determined through this process. Due to the unique nature of each area and the differing scale of change that could be proposed in each of these areas, it is recognized that there would be a wide range in the scope and complexity of consultation programs. In addition, some of the areas may also be included in larger planning programs involving citizen advisory groups.

6.0 SUGGESTED SCOPE OF PUBLIC CONSULTATION/PROCESSES AND RELATIVE PRIORITY

6.1 High Priority

The following areas have been the subject to pressures for redevelopment in the near future. As a result of requests for redevelopment of specific properties, Council has authorized staff to undertake reviews of Apartment Study Areas A and B.

Apartment Study Area B:

As the suggested changes to the Apartment Study Area B plan apply only to a small area, and will not significantly alter the form of development in the area, the scope of public involvement is not expected to be extensive. A pamphlet will be prepared and mailed to residents and property and business owners in the Apartment Study Area. The pamphlet will outline the proposed change to the commercial centre and invite all interested parties to attend a public meeting which would provide a forum for public input.

Apartment Study Area C:

Due to the larger size and complexity of this area, a more extensive public participation process is proposed. This would begin with the distribution of a set(s) of key organizing elements for the area to be followed by a workshop whereby individuals could get more information as well as provide their input. In addition to the usual general announcement of the workshop, it is important 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 the widest possible representation of views in the process.

6.2 Lower Priority

The following areas are not under immediate pressure for redevelopment, but due to existing development patterns, may be subject to redevelopment at any time. A new framework for redevelopment should be in place in the near future so that new development is able to respond to the City's and Region's development objectives in a timely manner.

Rumble and Royal Oak

This local neighbourhood centre will form part of the Royal Oak Station Area Plan process, which is due to be initiated this year.

Sixth Street Neighbourhood

The Sixth Street neighbourhood was often singled out by area residents as needing a review to restore its previous function as a viable neighbourhood convenience centre. It is realized that the addition of mixed use development and medium density housing would be a component of this action. Due to the scale of potential land use change in this area as well as the large size of the affected area, it is expected that a more complex consultation process would be recommended. A brochure would be distributed to area residents, property owners and businesses followed by a series of workshop type meetings where various development plan scenarios could be discussed. A representative neighbourhood planning committee may be useful in this process.

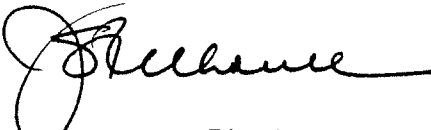
Sunset Street/Burnaby Hospital and Madison/Williams

Both of these small two block areas would provide opportunities to allow small scale medium density housing in concert with existing or replacement neighbourhood level commercial. Given the small size of the areas affected and the relatively minor land use changes proposed, a less extensive consultation process is warranted. Like Apartment Study Area B, it is suggested that a pamphlet be prepared and distributed to residents with input sought. Interested parties would be invited to a public meeting to learn more about and provide comments on the proposed changes.

7.0 CONCLUSION

The above discussion provides a general policy framework for designating renewed categories of "community and neighbourhood village centre" that will form part of the updated Official Community Plan. The report provides suggested time frames and priorities for the commencement of the area reviews. In each case, a public consultation process will form part of the review to help define each centre's appropriate role in the core hierarchy. It is realized that due to the differing scale of the areas and changes in land use proposed, each review process will be tailor made to fit the unique nature of each area.

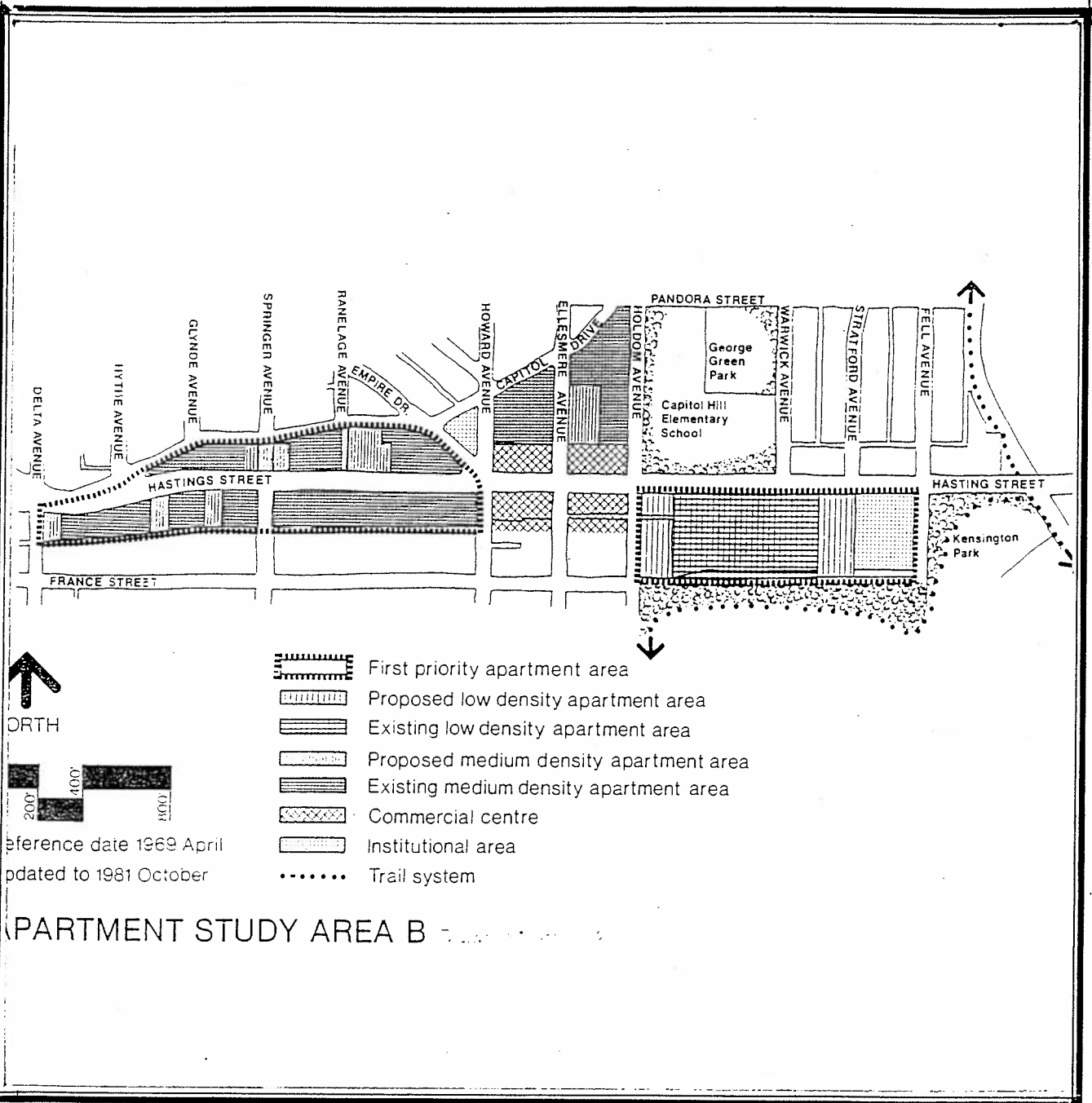
This report is presented to the Housing Committee for information and discussion purposes. If the Committee concurs with the approaches presented, it is proposed that this report be forwarded to Council.



D.G. Stenson, Director
PLANNING AND BUILDING

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cc: City Manager

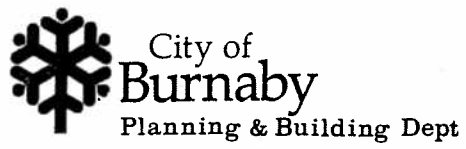


APARTMENT STUDY AREA B

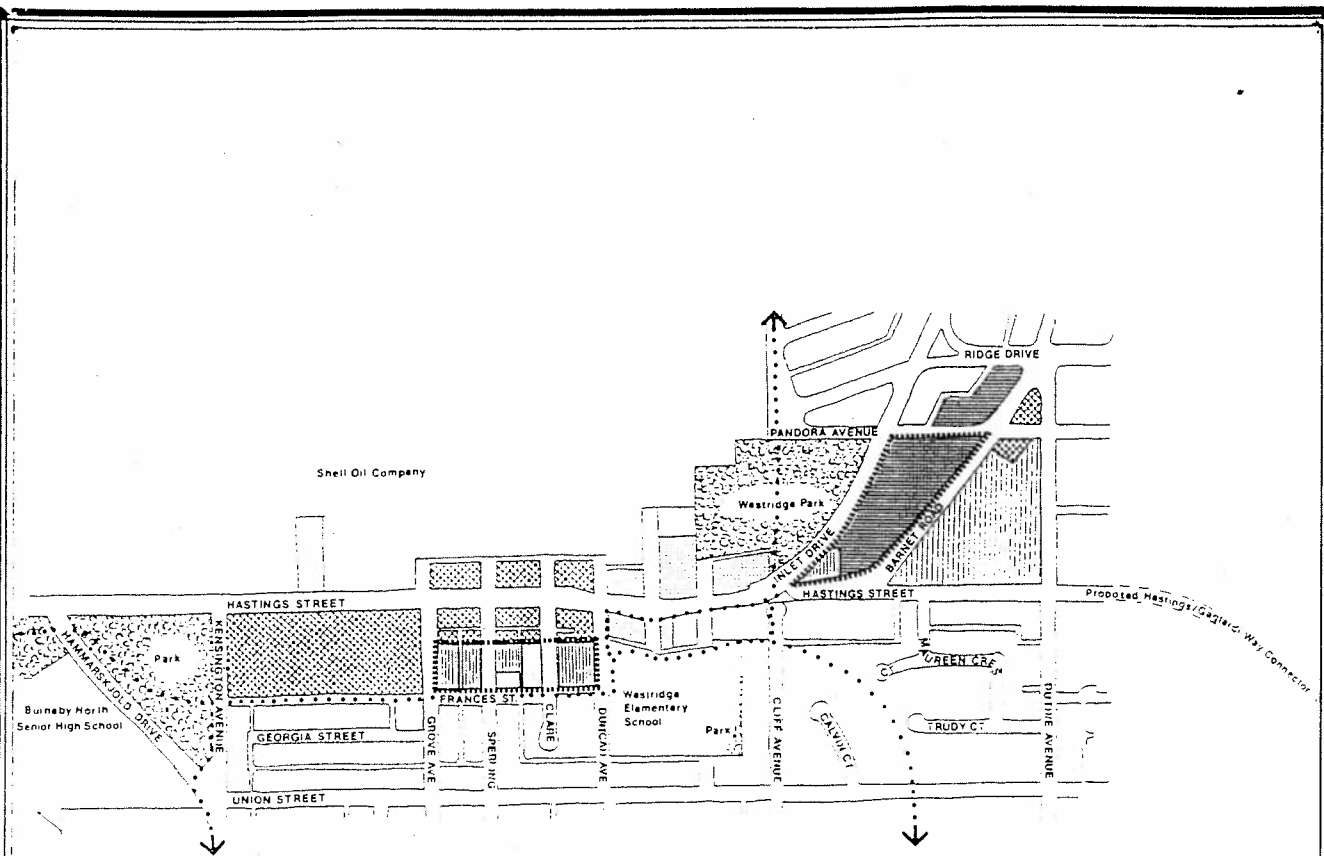
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







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Apartment Study Area B



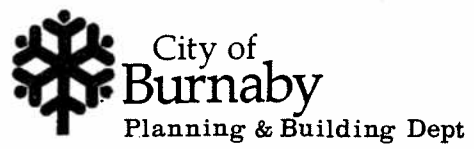

 NORTH

 Reference date: 1969 April
 Updated to: 1991 October

-  Proposed low density multiple housing area (10/12 units per acre)
-  Proposed medium density apartment area
-  Existing medium density apartment area
-  Existing low density housing (R1E/R5)
-  First priority areas
-  Institutional area
-  Commercial centre
-  Trail system

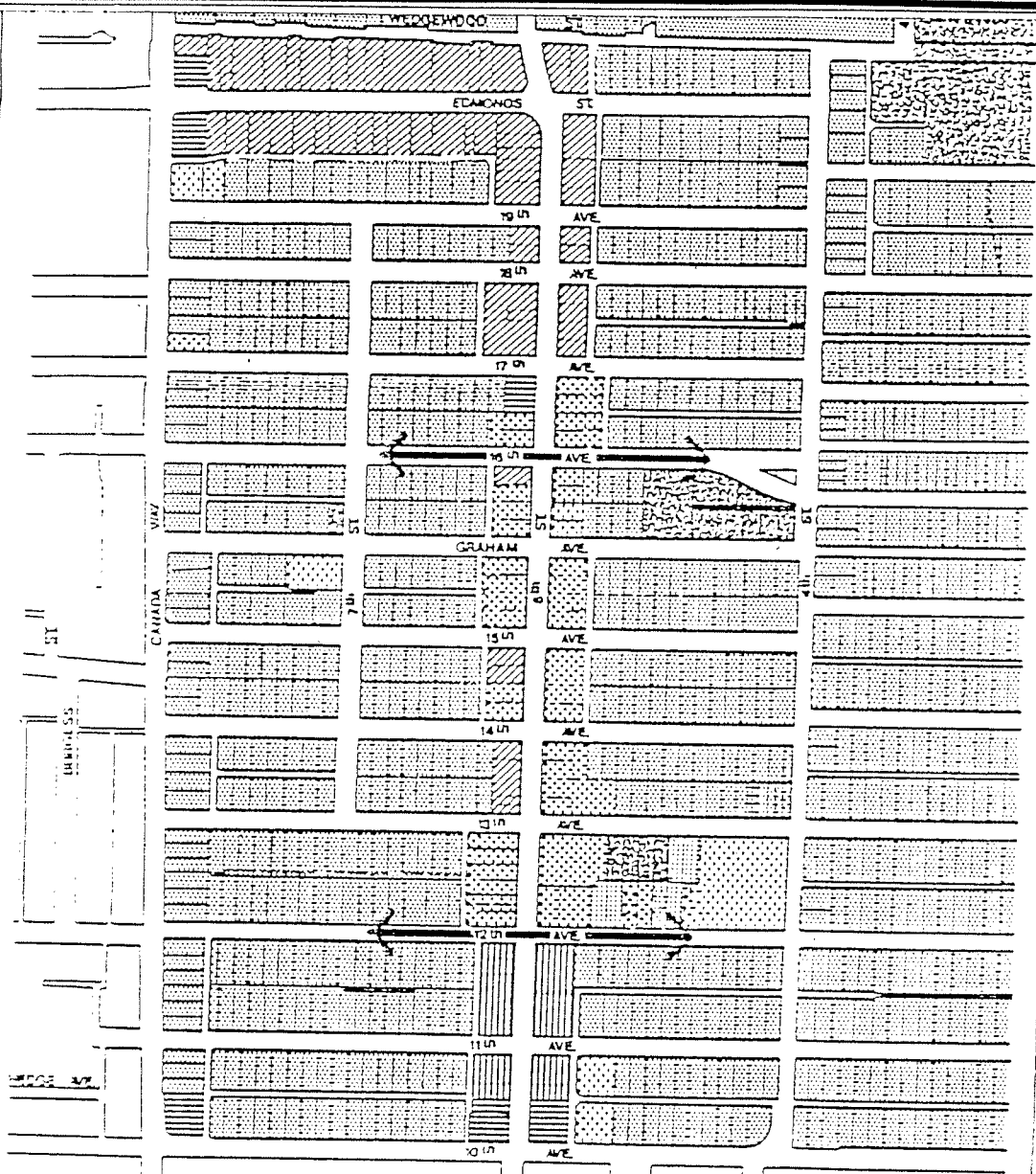
Note: This Apartment Study Area is for review. See Residential Growth Management Study adopted 1981 June 22.

APARTMENT STUDY AREA C

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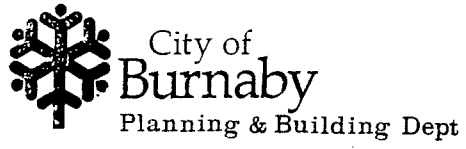


Apartment Study Area C

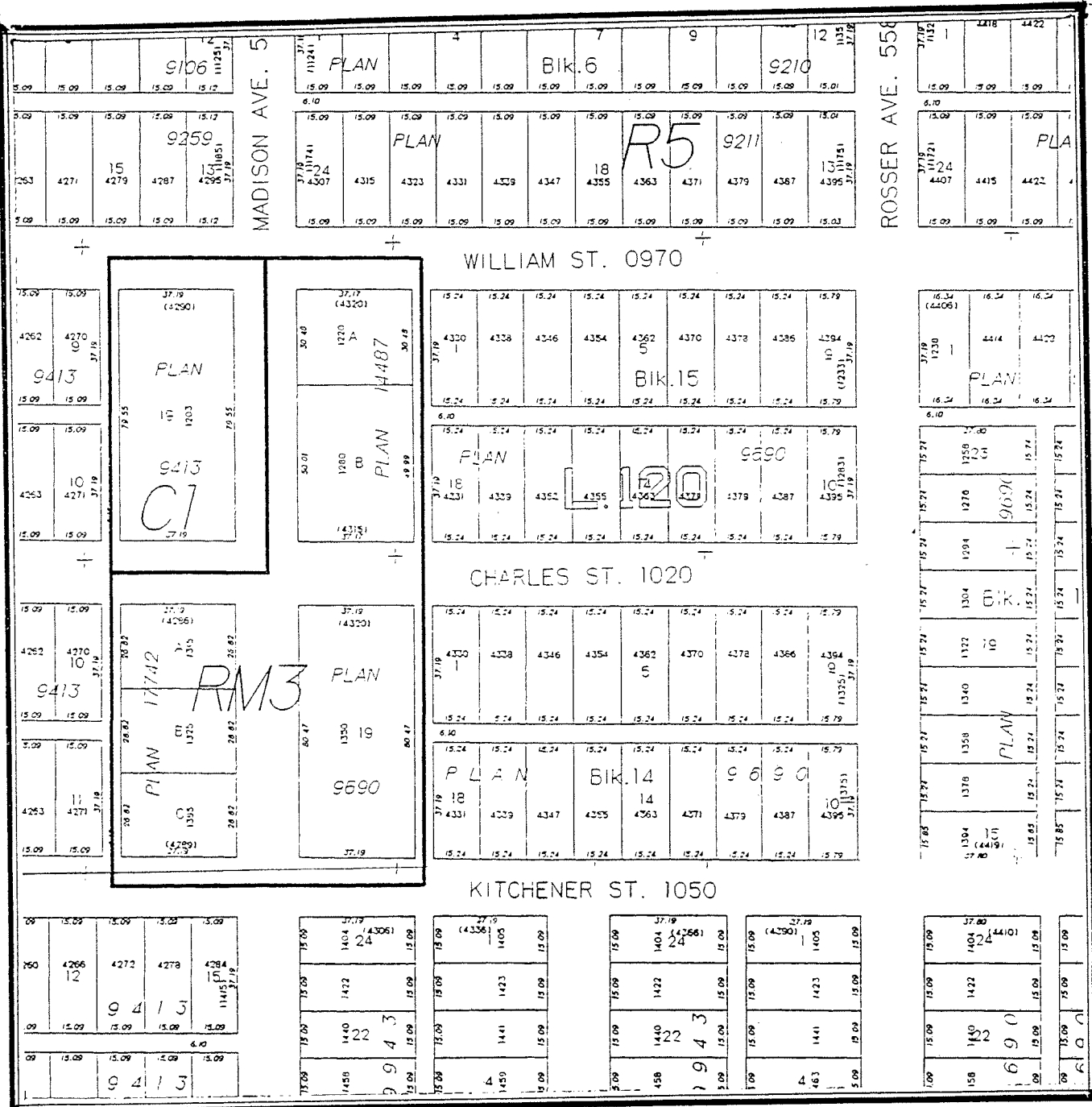


SIXTH STREET AREA STUDY

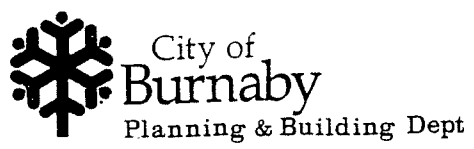
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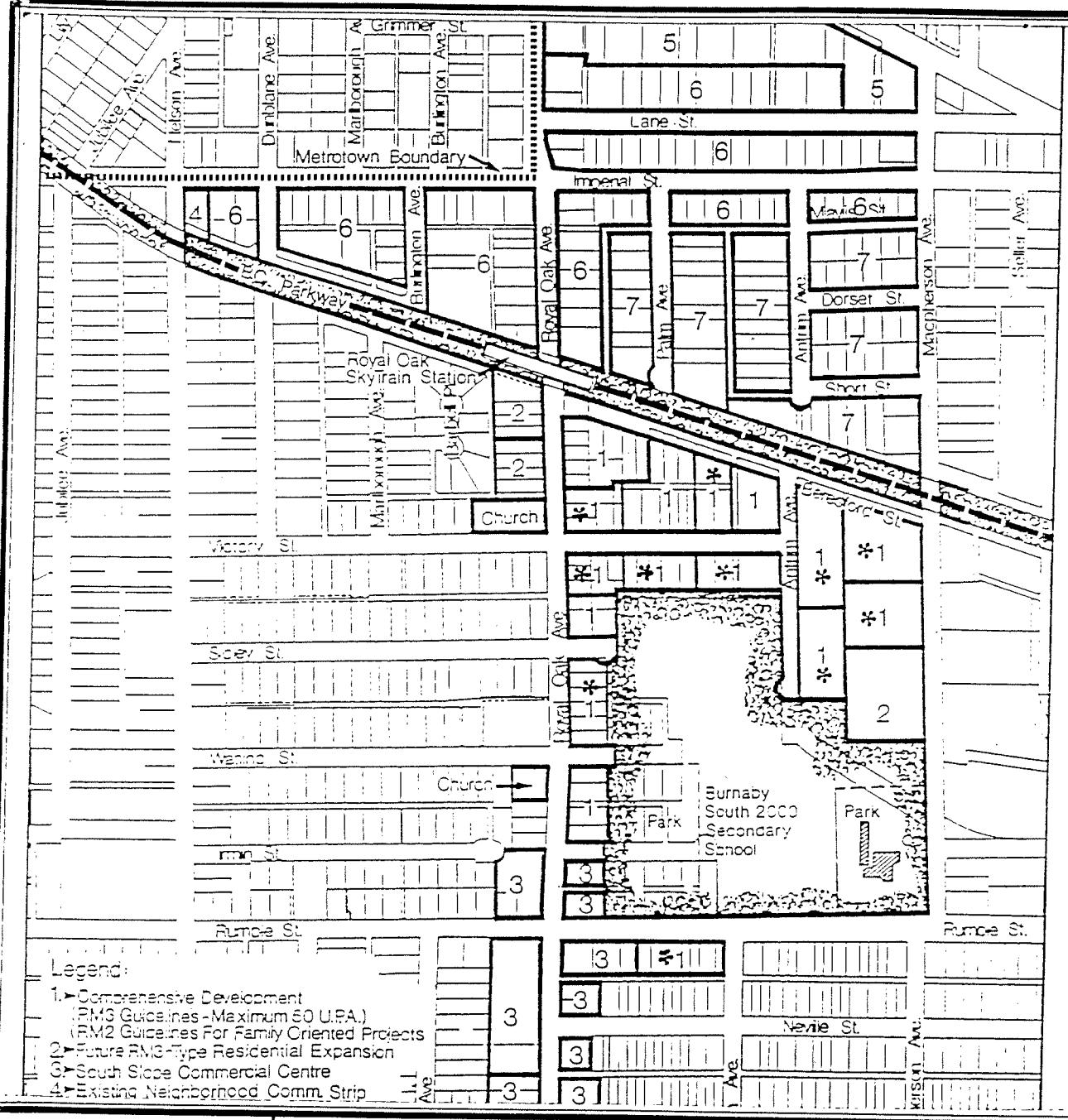
Six Street Area Study



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Madison and Williams



Date:

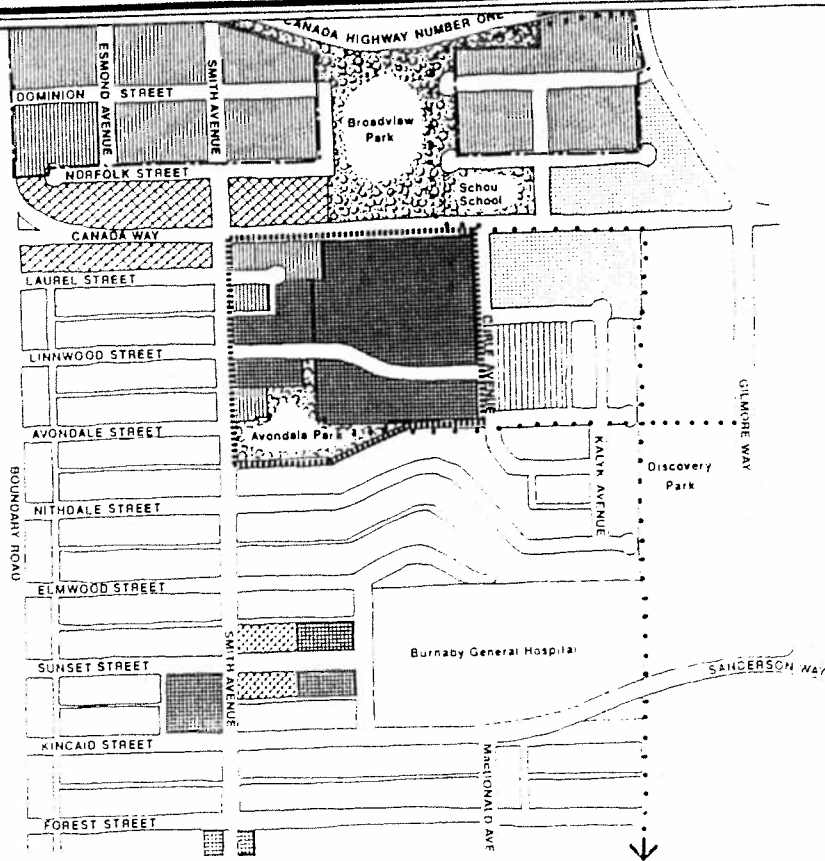
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









City of
Burnaby
 Planning & Building Dept

Rumble and Royal Oak



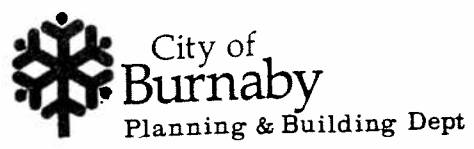
APARTMENT STUDY AREA I

-  First priority area
-  Future apartment expansion area
-  Proposed low density apartment area
-  Proposed medium density apartment area
-  Existing medium density apartment area
-  Commercial centre
-  Institutional area
-  Trail system

Date:

Scale:

Drawn By:



Sunset Street/Burnaby Hospital

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