

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

RE: PROPOSED AREA REVIEW - MAYWOOD METROTOWN - SUB AREA 7

RECOMMENDATION:

1. **THAT** Council authorize staff to initiate a review of the Maywood Area in line with this report.

R E P O R T

The Community Planning and Housing Committee, at its meeting held on 2000 September 26, received and adopted the attached report requesting approval to initiate a formal review process of the Maywood area. The Committee advised that this review process would involve a comprehensive approach, not only related to an updated area plan and renewal strategy but also consideration of matters such as: retention of existing and/or development of new affordable housing; meeting social needs in the area; infrastructure aspects such as parks, recreation facilities, roads, pedestrian connections and urban trails; crime and safety, and the area's relationship to the other well developed parts of Metrotown.

Respectfully submitted,

Councillor C. Redman  
Chair

Councillor G. Begin  
Member

Councillor D. Johnston  
Member

: COPY - CITY MANAGER  
- DIRECTOR ENGINEERING  
- DIRECTOR FINANCE  
- DIR. PLNG. & BLDG.  
- DIR. PARKS, REC. & CULT. SERV.

To: **CHAIR AND MEMBERS  
COMMUNITY PLANNING AND HOUSING COMMITTEE**

2000 September 26

From: DIRECTOR PLANNING AND BUILDING

Our File: 15.312.2

Subject: **PROPOSED AREA REVIEW - MAYWOOD  
METROTOWN - SUB-AREA 7**

Purpose: To obtain approval to initiate a formal review process of the Maywood Area.

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**RECOMMENDATION:**

1. **THAT** the Community Planning and Housing Committee recommend that Council authorize staff to initiate a review of the Maywood Area in line with this report.

**R E P O R T**

**1.0 INTRODUCTION**

The Maywood Area has been the subject of discussion by the Community Planning and Housing Committee (CPHC). The Maywood Area is a 37 hectare (92 acre) sub-area of the total 297 hectare (735 acre) Metrotown Town Centre (see **attached** Sketches #1 and #2). This sub-area occupies a strategic, high-profile location directly south of the Metrotown commercial core and the Metrotown SkyTrain Station and bus loop. It is overlooked by numerous apartment and office towers to the west and north and by SkyTrain riders. This area also has unique benefits as the largest concentration of rental housing in Burnaby as well as enjoying high amenity values for its residents. The CPHC considers the protection and retention of this rental housing stock to be important. Although the development of the area with low-rise apartment is predominant, there are a few pockets of single-family dwelling and industrial warehouse development where further consideration and Council and CPHC direction for potential redevelopment of these pockets would be useful. There is some deterioration in the physical appearance of the area as well as public safety and property concerns related to neighbourhood crime particularly due to the proximity of the BC Parkway area, the Metrotown SkyTrain station and the Metrotown commercial core immediately to the north of the Maywood Area.

The following Section 2.0 provides the policy context of the subject Maywood Area as it is currently addressed in the Official Community Plan, the Metrotown Social Planning Program, and the Metrotown Development Plan.

As well, Section 3.0 provides an extended summary of research pursued to date by staff. The research clearly illustrates the unique nature of this area, where area review approaches need to preserve what is positive and desirable in the area while improving both the appearance and some social conditions in the area. The rejuvenation of the area will likely not emphasize major redevelopment but an array of other approaches such as rehabilitation, area improvement and enhancement initiatives, and local community-related social, recreation and crime prevention programs.

The purpose of this report therefore, is to seek the CPHC's concurrence to initiate a review of the Maywood Area in line with the outlined review process.

## **2.0 POLICY CONTEXT**

A review of the Maywood Area would need to consider its context and relationship to Burnaby's Official Community Plan, to the Metrotown Social Planning Program and to the Metrotown Development Plan. These are summarized as follows:

### **2.1 OFFICIAL COMMUNITY PLAN**

Metrotown of which Maywood is a sub-area is designated in the Official Community Plan (OCP) adopted by Council on 1998 June 15 as one of Burnaby's four Town Centres and is also designated as a higher-level Regional Town Centre in the Greater Vancouver Regional District's *Livable Region Strategic Plan*. Town Centres generally provide for higher density forms of housing in the City's most urban areas. Housing forms typically include apartments, mixed-use commercial with residential above and ground oriented apartments. Other objectives of the Official Community Plan, especially pertinent for the Maywood area, include:

- To create more socially and economically diverse neighbourhoods.
- To maintain neighbourhood stability.
- To ensure appropriate provisions for affordable housing including the preservation of existing rental housing.
- To broaden housing options.
- To provide of increased residential opportunities along major transit corridors (SkyTrain).
- To encourage housing development above ground floor commercial establishments where appropriate.

While there are elements of contradiction in applying various OCP goals to the Maywood

area, a key planning challenge is to determine the most appropriate planning combination of rehabilitation, improvement and redevelopment approaches for the area.

## **2.2 METROTOWN SOCIAL PLANNING PROGRAM**

In 1992, the Metrotown Social Planning Program was adopted by Council. It focussed attention on a number of objectives and principles including:

- improved provision of services for families, youth, children, seniors and immigrants
- retention of quality rental housing and development of additional affordable rental housing
- improved aesthetics, open space, and arts and cultural opportunities
- development of a sense of community
- development of a barrier-free environment
- improved pedestrian facilities and amenities
- improved neighbourhood safety

In concert with service providers and other stakeholders in the area, the City has the opportunity to act on certain of these objectives, pursuing initiatives which would build on the community's existing strengths and address its weaknesses.

## **2.3 METROTOWN DEVELOPMENT PLAN**

The Metrotown Development Plan, adopted by Council in 1978 February, designates the Maywood area for multiple-family development at RM-3 densities. This designation represents the continuance of the predominant development of low-rise apartments in the area. The Metrotown Development Plan also emphasizes the importance of pedestrian connections linking other sub-areas of Metrotown and established neighbourhood parks to Maywood. Finally, the Plan indicates that the area adjacent to the BC Parkway would slowly redevelop from low-rise apartments to higher density RM-4 and RM-5 type apartments, due in large part to the public open space amenity values provided by the BC Parkway and the close proximity of the Metrotown commercial core. In the Plan, Light Rapid Transit, now SkyTrain, was shown diverted into the core along the Beresford Street frontage of the Maywood area rather than on its constructed alignment continuously within the B.C. Hydro right-of-way.

Given the above considerations including the OCP and social planning program, a review of the Maywood area would likely result in an amendment to the Metrotown Development Plan for the Maywood sub-area (Sub-Area 7). Any revised plan would incorporate applicable OCP and social planning program principles and objectives. The unique attributes

of this area reflective of the research pursued to date will influence the area review.

There are also other matters related to the Development Plan and to the Zoning Bylaw. In a town centre location, a density bonus approach can be used for residential redevelopment in order to achieve the provision of eligible amenities or affordable or special needs housing. The City is also currently pursuing legislative options for collecting development cost charges in favour of affordable housing in the Maywood area, in addition to other areas in the City. Other rehabilitation approaches such as a standards of maintenance bylaw could be looked into.

### **3.0 PRELIMINARY RESEARCH**

The following is a summary of the preliminary research conducted to date by staff related to the Maywood Area and its context.

#### **3.1 LOCATION**

The Maywood Study Area, a 37 hectare (91.4 acre) sub-area of the Metrotown Town Centre occupies a strategic, high profile location (see Sketches #1 and #2). Its northern boundary is Beresford Street, the BC Parkway with the SkyTrain line and beyond Central Boulevard and the Metrotown commercial core with its high rise apartments and office buildings. Both the Metrotown SkyTrain Station and the Metrotown Bus Loop are located centrally, just to the north of the area. Its western boundary is Willingdon Avenue with a high-rise apartment area and Central Park beyond. Its southern boundary is Imperial Street with a single and two family dwelling neighbourhood beyond. The area is relatively flat but beyond Imperial Street slopes down to the south with potential views from high vantage points towards south Burnaby and the Gulf Islands beyond. The area itself is overlooked by the apartment and office towers to the west and north and by SkyTrain riders.

#### **3.2 LAND AND BUILDINGS**

The Maywood Area is a predominantly low-rise apartment area with some limited existing industrial, local convenience commercial, and single-family dwelling uses. There are 109 low-rise multiple-family buildings with a total of 2,820 units - these properties encompassing 83 % of the area. The age breakdown of the buildings is as follows: 40% pre-1960, 44% 1960-1969, 13% 1970-1979, and 3% post-1979. Most of the buildings built prior to 1965 provide surface parking only and have no elevators. The on-going building stability of the area with its predominant low-rise apartment development is in sharp contrast to the dramatic redevelopment of the Metrotown core area north of Beresford Street and the high-rise apartment area west of Willingdon Avenue.

This area represents the highest concentration of purpose-built rental housing in the city - 2,660 units representing 19% of Burnaby's total inventory of purpose-built rental units. Due to the greater age of many buildings, reflected in the low assessment value of improvements for such building types, this represents a large affordable housing stock attractive to a range of household types, particularly with lower incomes. However, rental prices in the Maywood Study Area are closely comparable to the average for Burnaby overall for RM3-type apartments. Monthly rental prices in this area range from \$526 for a bachelor unit, \$637 for a one-bedroom unit, to \$791 for a two-bedroom unit. Consequently, the attraction of the area as an affordable rental area is likely derived from the area's high amenity value and close proximity to services.

### 3.3 DEMOGRAPHICS

The population in the Maywood Study Area increased from 4,461 in 1991 to 5,030 in 1996 matching Burnaby's overall rate of population increase of 11.3%. The following demographic information is based on the Planning Study Area encompassing the area which includes the high-rise area just west of Willingdon Avenue. Further breakdown of the data would not be as reliable and not permit accurate comparisons with other areas of Burnaby.

The average household size in Maywood increased from 1.61 people per household in 1986 to 1.84 in 1996 (a 12% increase). Household size in Maywood has been growing at twice the rate of Burnaby overall, however, the average household in Maywood remains smaller than the Burnaby average. The Maywood area has a high number of non-family households and one of the highest concentration of single-parent families in Burnaby. There is some indication of housing over crowding.

In terms of personal income levels, the average Maywood household earned \$27,452 in 1996, compared to the Burnaby average of \$48,791. In 1996, 33% of Maywood households were considered low income, while for Burnaby overall, the percentage was 23%. In 1991, approximately 9% of tenant families in Maywood spent in excess of 30% of their income on rent. This number increased dramatically to 34% in 1996. Approximately 40% of single parent households in Maywood receive social assistance benefits, compared to the Burnaby average of 27%. This trend is also apparent for single person households in the Maywood Area. Sixteen per cent of individuals less than 65 years of age receive social assistance, while for Burnaby overall, the percentage is 7% of the population. In 1996, the unemployment rate of Maywood residents was 14% compared to the overall Burnaby rate of 9%.

Maywood has the highest concentration of Old Age Security (OAS) recipients relative to other Planning Study Areas, with approximately 40% of Maywood's elderly population receiving OAS benefits in 1996, representing 9% of all OAS recipients in Burnaby.

The age structure has remained relatively stable, with the exception of an increasing concentration of the 20-44 and 65+ age groups in the Maywood area, relative to the Burnaby average. The recent increase in the numbers of children is notable. Maywood is emerging as an important immigrant community, as indicated by mother tongue and new immigrant statistics. Many immigrants are highly educated and skilled but under- or un-employed for a variety of reasons.

Maywood has the highest incidence of transiency in the City. Within Maywood, in 1996, 32% of residents had moved in the previous year and 75% within the previous five years compared to 20% and 56% respectively for Burnaby as a whole. There are more recent indications that this transiency is slowing.

### **3.4 CIRCULATION**

The Maywood road network is relatively efficient with traffic calmed to prevent through traffic in the area. There are some long narrow blocks and about one-half of the area is served by rear lanes. Beresford Street needs further improvement but without encouraging through traffic. Access to and from the area is via Willingdon Avenue to the west and Imperial Street to the south. On-street parking (by residents) is permitted. Pedestrians use sidewalks with most pedestrian traffic oriented north towards the BC Parkway and then to the Metrotown SkyTrain Station and bus loop and to the many Metrotown commercial attractions and amenities north of Central Boulevard. BC Parkway is an urban trail accommodating both cycling and pedestrians. Imperial Street and Willingdon Avenue are also designated as Cycle Roads. Qualitative improvements to the pedestrian system including the provision of additional lighting to meet safety concerns are desirable.

### **3.5 AMENITIES AND COMMUNITY FACILITIES**

There are many varied amenities and community facilities available to the Maywood area. These amenities include close proximity to the Metrotown SkyTrain Station and bus loop, to the many shopping, dining and entertainment attractions of the Metrotown commercial areas, and to many essential services such as medical and dental offices, banks, postal services, drug store, food store, drivers licences, and personal service establishments. There are also a range of social services of benefit to residents. Proximity to easy public transportation and the Metrotown commercial areas offers increased beneficial access to office and service employment opportunities for Maywood residents.

The primary community facilities within the area are the Maywood Community School, recently expanded, and Maywood Park. Other facilities that serve the area are generally ones that also serve a larger sector of the City, and may not be as responsive to the specific needs of this local area. Such proximate facilities serving the area include Burnaby South Secondary School, Central Park, Bonsor Park, the Bonsor Recreational Complex, the South Central Youth Centre, the Community Police Station, and the Bob Prittie Metrotown Library.

As outlined, the area and proximate serving areas are rich in amenities and community facilities. However, a greater recognition of the individual needs of this unique Maywood area may be needed.

### **3.6 SAFETY CONCERNS**

The Maywood area has a higher crime rate than most of the areas of Burnaby. Residential break and enters, thefts of vehicles, and thefts from vehicles in the Maywood area range between 4.4 to 6.8 times the rate for Burnaby as a whole. Other crimes of concern in the area include illegal substance use and trafficking and personal crimes (robbery and assault).

The Metrotown SkyTrain Station and its immediate environs has been identified as a source of safety concerns. Personal vulnerability, loitering and drug trafficking and vandalism are issues of concern. Crime Prevention Through Environmental Design (CPTED) issues related to hidden or screened areas and lack of general ambient lighting have been raised.

### **4.0 MAYWOOD REVIEW PROCESS**

Comments have been directed to this department by Council members on the desirability of rejuvenating the Maywood area both in terms of promoting rehabilitation, area improvement, and redevelopment, and to pursue opportunities for innovative approaches to add to the diversity and enrichment of Metrotown. To date, planning staff have completed extensive preliminary research of the Maywood area. This background research helps in understanding the existing conditions in the Maywood area, including matters such as resident profiles, number and types of units, types of tenure, age and quality of existing buildings and existing services and amenities.

Maywood is considered a unique area, where area review approaches need to preserve what is positive and desirable in the area while improving both the appearance and some social conditions in the area. The needs of the existing community should be met as well as providing for the needs of future residents. The large existing stock of affordable rental housing will be a significant consideration in any planning process. A phased and more diverse planning approach including rehabilitation, area improvement and redevelopment would likely be considered.



The review process would involve a comprehensive approach, not only related to an updated area plan and renewal strategy but also consideration of matters such as: retention of existing and/or development of new affordable housing; meeting social needs in the area; infrastructure aspects such as parks, recreation facilities, roads, pedestrian connections and urban trails; crime and safety, and the area's relationship to the other well developed parts of Metrotown. An integrated approach which addresses social and economic policy issues, in addition to development planning concerns and objectives, is required for this unique area in Burnaby.

A process to review the Maywood area is proposed and outlined below. In general, the review is divided into three phases: Issue Identification, Policy Framework and Area Plan.

#### **4.1 PHASE I - ISSUE IDENTIFICATION**

The intent of the first phase, Issue Identification, is to obtain approval from the Community Planning and Housing Committee and Council for the general review process, to gather information and to identify issues of importance to both the City and the community. This phase would include further research by staff and a public process designed to solicit information from the community as to their issues and needs. The further work would include a safety audit as part of a broader CPTED exercise for the area as well as examination of related housing, economic and land use policies and objectives. Community input to obtain the views of the existing community would be pursued by City staff and is proposed to include a survey questionnaire, focus group sessions (community school and service providers), community workshop(s) and input by agencies such as the RCMP. The Metrotown Interagency Council is expected to assist staff in the survey and focus groups. A summary report will be prepared for the CPHC's and Council's consideration.

#### **4.2 PHASE 2 - POLICY FRAMEWORK**

The purpose of the second phase, Policy Framework, is to develop goals and objectives for the Maywood area. Broad principles and strategies which would guide the development of a revised comprehensive area plan, and which are premised on the information solicited in the Issue Identification phase of this process, would be included in the Policy Framework. The framework would include consideration of related housing and social planning policies. The draft Policy Framework would also be the subject of a public review process. Once public input is complete, and the necessary refinements are made to the Policy Framework, the Finalized Policy Framework would be submitted to Council for its consideration and approval.

#### **4.3 PHASE 3 - AREA PLAN FORMULATION**

The third phase, Area Plan, is to develop an updated comprehensive area plan for the

Maywood area within the overall Metrotown context. Draft concepts would be produced based on the Policy Framework generated in phase two. Considerations would include addressing issues such as affordable rental housing, social services and community facilities, crime and safety, transportation, infrastructure and urban design, as well as other physical and land use planning objectives. The degree of non-residential uses appropriate to the area, including its locational aspects is an important land use consideration. Residential initiatives related to preservation and rehabilitation may be involved. Due to the unique existing area attributes, a selective and restricted, phased redevelopment approach should be considered. The arising draft concepts which may include alternative approaches on some key issues would be submitted to the Committee for discussion and direction. Subsequently, a more formal draft concept plan including integrated social planning and housing initiatives would be prepared and advanced to Council for endorsement for the purposes of obtaining public input and presentation at a public open house in the area.

A finalized Maywood Area Plan including any related implementation programs would be prepared reflecting the public input obtained and be advanced to Council for its consideration and approval.

#### **4.4 TIMING**

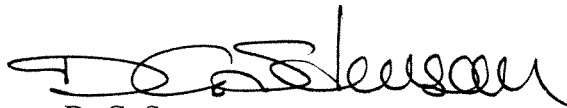
While the review is considered by staff to be a high priority project that needs to be pursued expeditiously, the complex and unique nature of the area which may require atypical approaches, suggests that a comprehensive review would take from one to two years to fulfill. The public input received at the various phases and the direction of the Community Planning and Housing Committee and Council would affect the timing of the review. Research and information gathering by staff would continue with the formal review process, with direction from the CPHC and Council, commencing this fall.

#### **5.0 SUMMARY AND CONCLUSIONS**

Maywood is an integral sub-area of Metrotown with a symbiotic relationship to other key proximate Metrotown elements such as the commercial core concentration to the north, the Metrotown SkyTrain station and bus loop, and major community facilities including Central and Bonsor Parks, recreation centres and library. The magnetic high-profile attraction of this Metrotown locale for residents, workers and visitors has the effect of the area functioning as a prime gateway to Burnaby, particularly in the vicinity of SkyTrain. The Maywood area also has unique existing attributes related especially to affordable rental housing and supportive of special population sub-groups. Pursuing an updated area planning process will require the consideration and resolution of many complex issues, thus necessitating a comprehensive approach to the review process which addresses social, economic and housing policy, in addition to development planning issues.

It is recommended that a comprehensive review of the area, as described in this report, be initiated. An extensive public consultation process is proposed, which includes public involvement in each of the three phases of the area review.

Furthermore, due to the complexity of the issues to be addressed in the review, the step-by-step approach proposed will afford the Committee and Council a number of opportunities for appropriate input and direction. The overall length of the process is generally estimated to range from one to two years depending on the direction and progress achieved at the various stages in the process. The formal review process would commence with CPHC and Council approval of the outlined process.



D. G. Stenson  
Director Planning and Building

KI:lf  
Attachments

cc: City Manager  
Director Engineering  
Director Finance  
Director Parks, Recreation & Cultural Services  
City Clerk

KI a:\To CPHC Maywood Area Review.wpd

# Metrotown

City of Burnaby

## Composite Sketch of Development Guidelines

**Legend:**

- 1 - CD (RM 1) in accordance with Development Guidelines
- 2 - CD (RM 2)
- 3 - CD (RM 3)
- 4 - CD (RM 4) \*
- 5 - CD (RM 5) \*
- 6 - CD (RM 5/C3) \*
- 7 - CD (C3 use guideline) \*
- 8 - CD (RM 3/C1) \*
- 9 - CD (RM 3/C2) \*
- 10 - Civic Facilities \*
- 11 - Public Assembly Precinct \*
- 12 - CD (RM 3/4st) (B)
- 13 - RM 2
- 14 - RM 3
- 15 - RM 4
- 16 - R16

\* Particular clarification of guidelines is required with Current Planners for any serious development requires utilizing these designated guidelines.

(B) Projects identified by a 'B' are rezoned but as yet unconstructed.

**Completed**

**Proposed**

**City of Burnaby**

**Planning and Building Department**

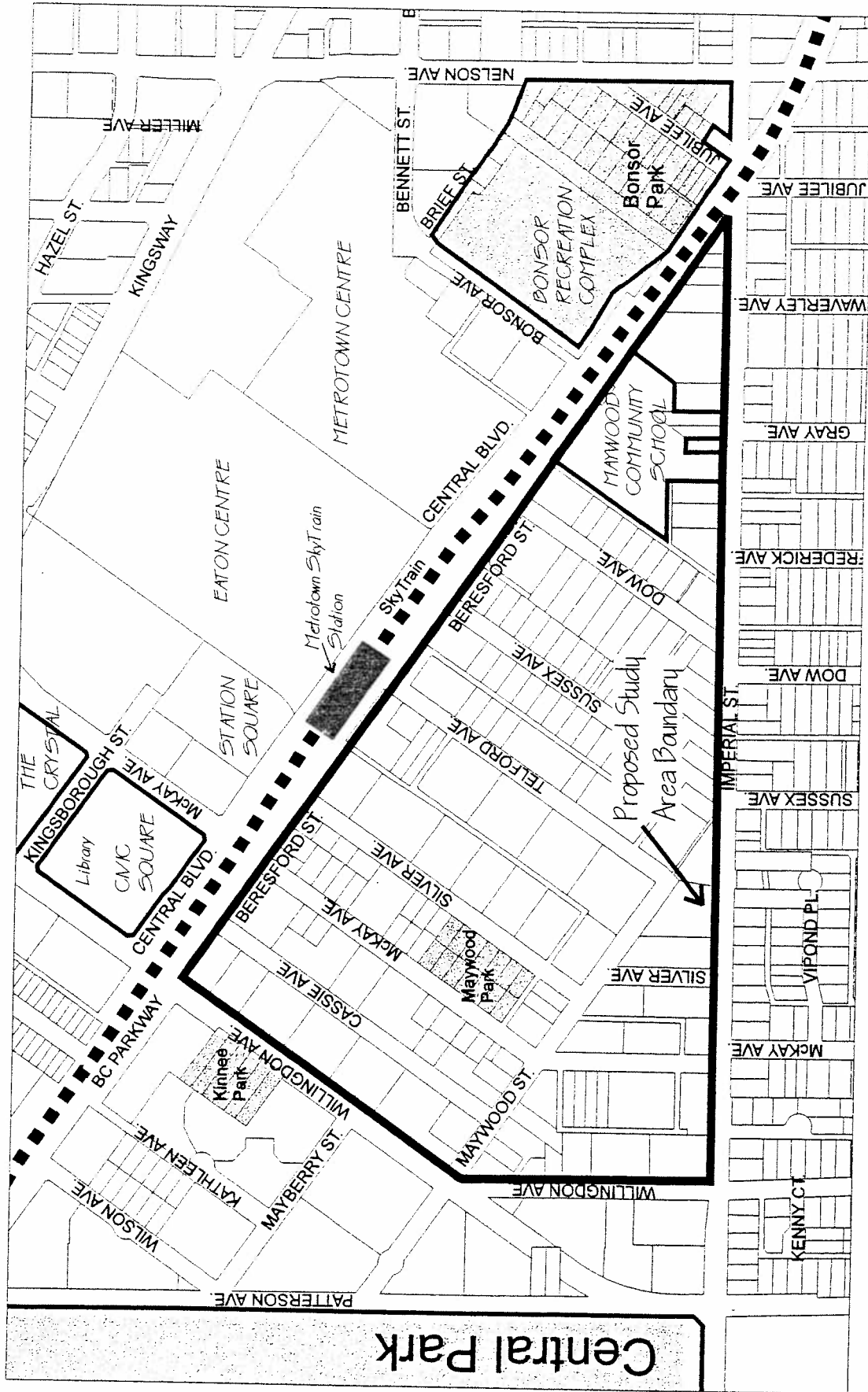
Updated to 1999 January

Scale: 0 100 200 300 metres

North arrow



Maywood Study Area -  
 Context in the Metrotown Development Plan



# Maywood Study Area Proposed Study Area Boundary



Sketch #2

