

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

RE: HOLDOM STATION AREA PLAN REVIEW

RECOMMENDATIONS:

1. **THAT** Council adopt the amended Holdom Station Area Plan as outlined in ** Appendix 1.*
2. **THAT** this report and Appendix 1 be distributed to property owners and businesses in the Holdom Station Area Plan study area and to other parties who have provided comment through the public consultation process.

REPORT

The Community Planning and Housing Committee, at its Open meeting held on 2002 November 26, received and adopted the attached staff report regarding the public consultation process for the Holdom Station Area Plan Review and seeking endorsement of the resulting Guide Plan. The Committee noted that the directions presented in the Guide Plan promote the close integration of land use and new transit service. Higher density urban village and business centre uses are focussed around the station to make the most efficient use of this major investment in the community. The Committee also noted that the urban village and business centre designations support the concept of transit oriented development and offer the potential to create a community where people are able to work, live and shop in their own neighbourhood.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor G. Begin
Member

Councillor D. Johnston
Member

** PROVIDED UNDER
SEPARATE COVER*

COPY: - CITY MANAGER
- DIR. ENGINEERING
- DIR. FINANCE
- DIR. PARKS, REC. & CULT SERV.
- CITY SOLICITOR

TO: CHAIR AND MEMBERS
COMMUNITY PLANNING AND
HOUSING COMMITTEE

2002 November 22

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: 15.207.3

SUBJECT: HOLDOM STATION AREA PLAN REVIEW

PURPOSE: To convey the results of the public consultation process and to seek adoption of the amended Holdom Station Area Plan.

RECOMMENDATIONS:

1. **THAT** the Committee recommend to Council that the amended Holdom Station Area Plan be adopted as outlined in *Appendix 1*.
2. **THAT** the Committee recommend to Council that this report and Appendix 1 be distributed to property owners and businesses in the Holdom Station Area Plan study area and to other parties who have provided comment through the public consultation process.

REPORT

1.0 INTRODUCTION

In recognition of the development of rapid transit along the Lougheed Corridor, and specifically a station at Holdom Avenue, the Holdom Station Area was designated for higher density development in Burnaby's Official Community Plan, adopted in 1998. A contemporary plan has now been prepared based on the development of a higher density urban village and business centre. The Holdom Station Area Guide Plan integrates new transit service with land use to make the most efficient use of this major investment in the city and region.

On 2002 May 13, Council endorsed the draft Holdom Station Area Guide Plan as a basis for further review and public comment. This report presents a summary of the issues raised through the public consultation process, and presents amendments to the Plan arising from the process. It also seeks Committee and Council adoption of the amended Plan, as outlined in *Appendix 1*.

2.0 PUBLIC REVIEW PROCESS

Following Council endorsement of the draft Holdom Station Area Plan, staff initiated the adopted public consultation process. A brochure summarizing the main proposals contained in the draft Plan was mailed to property owners and businesses in the study area (50 properties in total), and to residents and property owners in the residential area bounded by Delta Avenue to the west, Halifax Street to the north and Kensington Avenue to the east (approximately 1500 households). The brochure invited property owners, business operators and residents to attend one of two Open Houses held on Saturday, June 15 and Tuesday, June 18 at Parkcrest Elementary School. Local streamkeepers groups were also invited to attend the Open Houses and provide comments on the draft Plan.

In addition, a newspaper article on the draft Plan appeared in the Burnaby NewsLeader prior to the Open Houses. The draft Plan was posted on the City's web site and was available at Burnaby's public libraries. A total of about 80 people attended the Open House events.

Presentations on the draft Plan were also made to members of the Urban Development Institute and the City's Advisory Planning Commission. TransLink and the Greater Vancouver Regional District (GVRD) also received a copy of the draft Plan and were invited to provide comments.

3.0 SUMMARY OF PUBLIC COMMENTS AND PROPOSED PLAN AMENDMENTS

A total of 23 written responses were received on the draft Plan. The following summarizes the comments received and provides a response to each. It also outlines proposed amendments incorporated into the revised Holdom Station Area Plan arising from the comments received. In addition, a number of minor text and editorial changes have been incorporated into the amended Plan. These include deleting references to "*draft*" and other text changes consistent with an endorsed plan document.

3.1 *Boundaries of the Plan Area*

Public Comment: Comments were received proposing that the Parkcrest neighbourhood to the north of Holdom Station be included in the Plan area because of its proximity to the new station.

Response: The land use designations contained in Burnaby's Official Community Plan (OCP), adopted in 1998, seek the close integration of land use with new transit service. The OCP provides opportunities for higher density development focused around stations along the new Millennium SkyTrain Line, such as the Holdom Station, while providing for the continued stability of existing neighbourhoods.

Parkcrest is a stable single family neighbourhood located to the north of the Plan area. It has been designated as a single and two family neighbourhood in Burnaby's Official Community Plan. Parkcrest Plaza is located on the southern border of the area. While it has been developed at a low density, its shops and services are well supported by the surrounding neighbourhood. Given the stability of the area, no land use changes are proposed for this area in the context of the draft Holdom Station Area Guide Plan.

The north side of Lougheed Highway, west of Holdom Avenue has been developed with townhouse and high rise residential development, as provided for in the Brentwood Town Centre Plan. The draft plan has designated the sites on the northwest and northeast corners of the intersection of Holdom Avenue and Lougheed Highway for neighbourhood commercial development. Recognizing the proximity of these sites to the new SkyTrain station, it is believed that they should be designated for more intensive development. It is therefore proposed that section 5.0 of the Plan - *Street Front Commercial* - be amended to state: the commercial sites on the northeast and northwest corners of Holdom Avenue and Lougheed Highway should be developed as mixed use developments consisting of neighbourhood commercial uses at street level with one to two storeys of residential above.

It is also proposed that Map 4 - Land Use Concept - be amended to show the northeast and northwest corners of Holdom Avenue and Lougheed Highway as street front commercial mixed use.

3.2 *Bicycle Connections to Burnaby Lake and Canada Way*

Public Comment: A number of comments were received expressing the need to have good bicycle connections to Burnaby Lake Park. To provide better north-south connections in the short term, some respondents also stated that there should be a bike lane on Douglas Road from Lougheed Highway to Canada Way.

Response: The Plan provides for an integrated network of pedestrian and cycle routes. Redevelopment of the area will provide for an urban trail along the south side of Lougheed Highway. This urban trail will provide connections to the Brentwood Town Centre to the west, Lougheed Town Centre to the east, via Broadway, and to Burnaby Lake via the Kensington bicycle overpass located to the west of the Sperling Avenue station. From the overpass, cyclists will be able to access Burnaby Lake and facilities in the Central Valley via the urban trail which runs parallel to Kensington Avenue along the east side of the road.

In addition, Holdom Avenue has been designated a cycle road. The Holdom/Douglas connector will be constructed with a wider curb lane for cyclists. On the south side of the overpass, cyclists will be able to connect to the Central Valley greenway. The proposed alignment for the greenway is now the B.C. Hydro right-of-way located to the south of the BNSF railway line. Map 7 in the Plan has been adjusted to reflect this alignment.

In the short term, there is insufficient right-of-way along Douglas Road to accommodate a bicycle lane without incurring significant costs. However, as properties along Douglas Road redevelop, pavement widening will be pursued to provide a paved shoulder for cyclists as part of the City's ongoing initiative to improve cycle routes.

3.3 *Schools*

Public Comment: Comments were received regarding the status of the Brentwood Town Centre school site and the ability of nearby schools to meet projected school enrollment generated from the proposed Holdom Station Area Plan prior to construction of the new Brentwood Town Centre elementary school.

Response: The City and the School District are actively pursuing the acquisition of the school/park site on the south side of the Dawson Street Connector in the Brentwood Town Centre. Acquisition of the site has been included as a priority in the School District's five year capital budget plan. The school, once built, will serve residents in the Holdom Station Area. It is the City's intent to coordinate the acquisition of the school/park site with the residential redevelopment of industrial properties along the south side of Lougheed Highway. In the interim, Brentwood Park and Parkcrest Elementary Schools are expected to have the capacity to accommodate any new elementary school students generated from new development in the area.

3.4 *Business Centre Location*

Public Comment: Concern was expressed regarding the location of business centres outside of the City's town centre areas.

Response: Burnaby's OCP has accommodated a limited number of strategically located business centres. These business centres are oriented to smaller, corporate headquarter facilities and businesses involving combinations of research, sales/service, light manufacturing and management and administration. These areas are seen as being complementary to the city's town centre locations. They offer an alternative that can help accomplish the city's economic base and employment

growth objectives and provide an expanded base for the growth of service uses (e.g., lawyers, accountants, etc.) in the town centre areas. The strength of the city's town centres and business centres is testimony to the success of these designations. More specifically, the development of the residential, neighbourhood commercial, urban trail, and business centre components of the Holdom Station Area Plan will present an opportunity to create a community where jobs are located within walking or riding distance to housing, commercial services and transit.

3.5 *Traffic Volume on Holdom Avenue*

Public Comment: A number of submissions were received pertaining to traffic volume on Holdom Avenue north of Lougheed Highway once the Douglas/Holdom Connector is constructed. Concern was also expressed regarding traffic volume on Springer Avenue north of Lougheed Highway.

Response: The construction of an overpass of the BNSF railway at the southern end of Holdom Avenue to connect with the intersection of Douglas Road and Norland Avenue is included in Burnaby's adopted Transportation Plan. The anticipated time-frame for construction is likely beyond a ten year horizon. Once constructed, it is expected that traffic volume on Holdom Avenue will increase on the improved north-south route. Holdom Avenue north of Lougheed Highway has been designated a major collector-secondary road and is expected to carry a higher volume of traffic, including buses connecting to Holdom Station. Preliminary traffic studies, however, indicate the major portion of vehicles using this north-south route will split off at Lougheed rather than travel north on Holdom to Hastings Street. Signal coordination and widening on Lougheed Highway have improved east-west traffic flows on Lougheed Highway.

Springer Avenue is not intended to connect as a north-south route through Lougheed Highway. As such, traffic volume on Springer Avenue north of Lougheed Highway is not expected to increase as a result of new development in the Holdom Station Area.

3.6 *Truck movements*

Public Comment: A number of comments were received concerning truck movements on the Dawson Connector, particularly in front of the school/park site and through the residential development planned for Douglas Road and Goring Street. Concern was also expressed regarding truck travel through the intersection of Holdom Avenue and Lougheed Highway.

Response: The Dawson Connector, once completed, will provide an east-west connection from Boundary Road to Holdom Avenue. It is intended to provide for local circulation within the Brentwood Town Centre and Holdom Station Area. It would function much like Central Boulevard in Metrotown, providing local access within the town centre with signalized intersections and pedestrian crossings that will help break the flow of traffic. The Connector's design could also contribute to a reduction in vehicle speed. In the vicinity of the school/park site, specific traffic calming measures could be considered (e.g. corner bulges, elevated pedestrian crossings, different pavement surface, and streetscape design). Lougheed Highway will continue to perform a regional travel function. The Dawson Connector is not a designated truck route.

Eastbound trucks on Lougheed Highway will access south Burnaby via Douglas Road. Once the Holdom/Douglas Connector is constructed, and the at-grade railway crossing on Douglas is removed, trucks will use this Connector. Trucks travelling westbound on Lougheed will use the Kensington overpass to access south Burnaby. Holdom Avenue north of Lougheed Highway is not a designated truck route.

3.7 *Holdom/Lougheed Intersection Improvements*

Public Comment: A suggestion was made that a free right turn lane and delta island be provided on the northwest corner of Holdom Avenue and Lougheed Highway to facilitate pedestrian crossing of Lougheed Highway.

Response: Pedestrian volumes and right turn vehicle movements onto Lougheed Highway from Holdom Avenue will be monitored. If pedestrian and vehicle movement through this corner of the intersection increase significantly, it is proposed that the installation of a free right lane and delta island on the northwest corner of Holdom and Lougheed be given further consideration at that time.

3.8 *Views*

Public Comment: A concern was raised by some residents north of the Holdom Station Area that high rise residential development in the Plan area will block views. These residents have requested that heights be restricted to limit view obstructions.

Response: Development proposed for the Holdom Station Area will play an important role in the City's growth management strategy and in meeting residential growth targets for Burnaby contained in the GVRD's Livable Region Strategic Plan. To help gauge the economic feasibility of transforming the Holdom Station Area from low density industrial/warehouse uses to uses more suited to a station on the

Millennium Line, a study was conducted by Coriolis Consulting on behalf of the City. The basic conclusion of the study was that, given the area's location, there would be a market demand for both residential units and business centre development. Because of the economics, and to encourage redevelopment and high levels of transit ridership, sites generally within 500 metres of the station have been designated for slender high rise residential development (around 20 storeys in height).

In all, the Plan provides for the development of approximately ten high rise towers in the area bounded by Lougheed Highway, Holdom Avenue, Goring Street and Douglas Road. Redevelopment of the area is expected to be gradual and occur over the longer term (approximately 20 years). Although the elevation of the area north of Lougheed Highway is higher than the Holdom Station Area, the existing viewscales will change to some degree.

That said, efforts will be made to ensure that siting and design of future towers is handled in a way to preserve view corridors to the south.

3.9 *Noise Reflection*

Public Comment: Residents to the north of the station have expressed concerns that noise from the SkyTrain will reflect off future residential towers in the plan area towards their neighbourhood.

Response: In a study conducted by the Rapid Transit Project Office in 1998, the Holdom Station Area was anticipated to experience a modest noise impact from the new SkyTrain line. In response to this potential impact, the Rapid Transit Project Office installed a section of noise attenuation panels on the north side guideway immediately west of the Holdom Station.

The City's Engineering Department is currently undertaking a post operation noise assessment of the Millennium Line, including the Holdom Station Area, and the results of this work will be the subject of a separate report to Council. However, as part of the redevelopment process, efforts will be made to site towers in such a way as to minimize the reflection of noise to existing residences north of Lougheed. For example, the alignment of residential towers could be adjusted to minimize the amount of flat building surfaces parallel to Lougheed Highway, the SkyTrain guideway and the existing residences to the north.

3.10 *Crime and Safety Concerns*

Public Comment: Some residents to the north of the Plan area have stated concerns that high rise development will lead to an increase in crime as a result of higher population densities and rental housing in the area. These residents have suggested that development be restricted to townhouse and low-rise buildings and that the number of rental units be limited.

Response: As noted in section 3.8 above, high rise residential development has been designated for sites generally within 500 metres of the station. This type of development is expected to generate high levels of transit ridership and is intended to make the most efficient use of the new transit system. Higher density development will also support commercial services planned for the area. High rise towers will be oriented toward the centre of sites with townhouse or live/work developments located along street frontages. Housing in the Holdom Station Area will add to the goal of providing a varied range and choice of housing in the city.

As outlined in Section 8.0 of the Plan, developments in the Holdom Station area should incorporate CPTED (crime prevention through environmental design) principles into site planning, landscaping and building design. CPTED is a series of proven principles that minimize the opportunity for crime by increasing the risk of being caught or by making crime more difficult to commit. Key principles include increasing opportunities for surveillance, ensuring open spaces are controlled and well-maintained and designing and maintaining clear sightlines to allow people to see a large area around them. New buildings, including street front commercial and live-work, residential and office developments, will be oriented to the street to increase the level of street surveillance (i.e., the number of “eyes on the street”). As more people live and work in the area, the level of active and passive street surveillance will increase. In this regard, the new station at Holdom has been designed using CPTED principles including the use of transparent glass and well-lit pedestrian paths and transfer points.

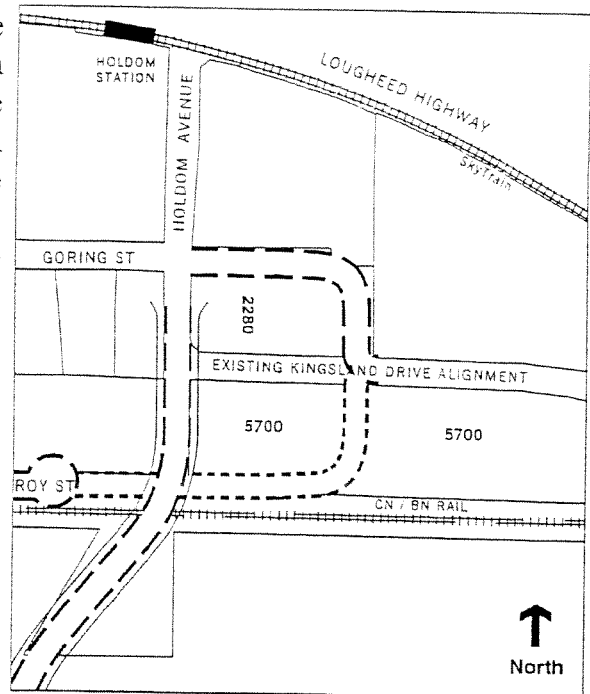
3.11 *Roy Street and Goring Street Extensions*

Public Comment: Property owners at 2280 Holdom and 5700 Kingsland have expressed concern over the potential extension of Roy Street (under the Holdom overpass to connect with Kingsland Drive) and its impact on the re-development potential of their properties.

Response: The potential extension of Roy Street has been included in the Plan as a means to address traffic circulation in the area. Once the Holdom/Douglas connector

is built, the Roy Street extension could serve to deflect eastbound traffic from the intersection of Holdom Avenue and Goring Street. As part of the future road network, Goring Street could also be extended to the east to connect with Kingsland Drive. A further traffic study will determine the necessity and desirability of the Roy Street extension.

The extension of Goring Street to the east, as well as the potential extension of Roy Street, will result in the reconfiguration of 2280 Holdom Avenue involving the possible inclusion of a portion of 5700 Kingsland into a new parcel to the immediate east of the Holdom/Douglas connector (see sketch). Due to the road improvements and land assembly associated with the new parcel, as well as its proximity to the new station, it is proposed that Map 4 (Land Use Concept) of the Plan be amended to designate the new parcel for higher density urban business centre use rather than suburban business centre use, as it is currently designated in the draft Plan.



5700 Kingsland and 2280 Holdom Avenue

- New Road
- - - - Possible New Road

3.12 Office Space Provisions

Public Comment: The owners of Kingston College have expressed general support for the Plan but have stated concerns that the Plan overemphasizes office uses. They have requested that the Plan include specific provisions to accommodate a commercial college, student housing and office and retail space in line with their redevelopment plans for the site.

Response: Road improvements associated with the Holdom/Douglas connector, including the extension of Goring Street to the east, will result in the reconfiguration of the site where Kingston College is currently located. As noted in section 3.11 above, it is proposed that the Plan be amended to designate the new parcel for urban

business centre use. A mixed use development that includes an institutional use, with student housing as an accessory use, could be considered for the business centre as part of a comprehensive redevelopment proposal. The mix of uses, and their corresponding floor areas, would be determined through the comprehensive development (CD) zoning process.

In terms of the overall amount of office space, it is recognized that the redevelopment of the area will occur incrementally over the longer term. Redevelopment will take place on a site by site basis through the assembly and redevelopment of existing uses, as determined by market demand. As such, the Plan provides for higher density uses centred around the station when market conditions are favourable. The ultimate vision for the area is the creation of a community that contains a balance of jobs and housing and allows people to work, live and shop in their own community.

3.13 *Parking Management*

Public Comment: In the comments received from the GVRD, it is suggested that the parking requirements proposed in the Plan be reduced given the investment in high quality rapid transit in the area.

Response: The central location of the Holdom Station is expected to contribute to a reduction in the overall demand for on-site parking for new development. Soil conditions may also limit the amount of underground parking that is feasible in the area. Given these conditions, the Plan states that reduced parking requirements (e.g., up to 10 percent) could be considered for business centre sites within 500 metres of the transit station as an incentive to encourage redevelopment and support transit use. Parking reductions for residential development within 500 metres of the station could also be considered on a case by case basis by Council. Other parking strategies could include the use of shared parking facilities to optimize use of parking spaces over the course of a day and time limited on-street parking.

Further reductions in parking requirements may be warranted, not only for development centred around the Holdom Station, but also for transit-oriented development centred around the other stations on the new Millennium Line. In this regard, any further reductions can be considered in the context of a broader review of the City's existing parking requirements as development progresses.

3.14 *Bowling Alley*

Public Comment: A number of comments were received from residents to the north of the Plan area noting the amenity value of Revs Bowling Alley and expressing concern for its future.

Response: As with other properties in the Plan area, the redevelopment of 5502 Lougheed (Revs) will depend on when the property owner is ready to redevelop. Through comprehensive development zoning, the bowling alley could be incorporated into any new development for the site.

3.15 Further Opportunities to Comment

Public Comment: A number of comments were received regarding further opportunities to comment on the Plan.

Response: As individual development proposals are submitted, the rezoning and Public Hearing process will allow opportunities for the public to comment on proposals. With Council adoption of the amended Plan, it is recommended this report and Appendix 1 (the Holdom Station Area Guide Plan) be distributed to property owners and businesses in the Plan area as well as to other parties who have provided comments through the public consultation process.

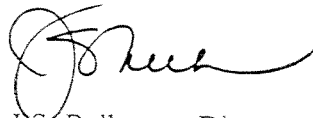
4.0 CONCLUSION AND NEXT STEPS

With the construction of the new Millennium Line, a contemporary plan is needed for the Holdom Station Area to make the best use of this new investment in the city and region. The directions presented in the Holdom Station Area Guide Plan promote the close integration of land use and new transit service. Higher density urban village and business centres uses are focussed around the station to make the most efficient use of this major investment in our community. Taken together, the urban village and business centre designations support the concept of transit-oriented development and offer the potential to create a community where people are able to work, live, and shop in their own neighbourhood.

On 2002 May 13, Council endorsed the draft Holdom Station Area Plan as a basis for further review and public comment. A brochure summarizing the main proposals contained in the draft Plan was mailed to property owners and businesses in the study area (50 properties in total), and to residents and property owners in the residential area to the north (approximately 1,500 households). A total of 23 written responses were received on the draft Plan. Based on the feedback received, staff have recommended a number of amendments to the Plan, as outlined in this report.

With Committee endorsement and Council adoption of the amended Holdom Station Area Guide Plan, staff would proceed with implementation of the Plan by using it as the basis for guiding future development.

It is recommended that the Community Planning and Housing Committee recommend to Council the adoption of the Holdom Station Area Plan as outlined in *Appendix I*.



J.S. Belhouse, Director
PLANNING AND BUILDING

BJS/
MM/sa

Attachment

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

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