

THE CORPORATION OF THE DISTRICT OF BURNABY

Planning Department,
June 21, 1965.

Mr. H. W. Balfour,
MUNICIPAL MANAGER.

Dear Sir:

Re: Application from L. G. Dirassar to rezone land in the vicinity of North Road and Lougheed Highway for Shopping Centre purposes. Ref. No. 11/65.

BACKGROUND

On February 19, 1965 an application was received from Mr. L. G. Dirassar requesting rezoning of the properties outlined on the attached plan from Small Holdings and Neighbourhood Commercial to General Commercial for the purpose of erecting a Shopping Centre.

This application had been preceded by a Policy/Planning Committee meeting held on January 25, 1965 at which Mr. Dirassar presented preliminary plans of the above development accompanied by a letter dated January 18, 1965 which described the proposal in some detail.

At this meeting the Planning Director was asked to bring down a report on the feasibility and desirability of rezoning the site taking into account the following

- (1) Consideration of the validity of the original Simon Fraser Townsite as proposed in the Project Planner and Associates report on the North-East Burnaby area.
- (2) Consideration of the major effect of the new development at North Road on the proposal of Project Planner and Associates in the event such new proposal was allowed to proceed.

These matters were reported upon to the Municipal Manager in a letter dated March 15, 1965, and consideration of which resulted in the Council decision to hold a Public Hearing on the rezoning application, which in turn resulted in a decision to meet with representatives of the City of Vancouver, Simon Fraser University and Western Pacific Holdings to discuss the Simon Fraser Townsite Plan. In addition, the Planning Director was requested to report upon the detailed implications of rezoning the North Road Site.

The Public Hearing referred to was held upon June 10, 1965 and the meeting with the principal landowners on June 17, 1965, and this report has been prepared for Council consideration in the event that they proceed with the Commercial rezoning of the North Road Site. It considers firstly the land use concept for this area and the particular function that this proposed Shopping Centre should serve. This is followed by an outline of the General Plan for this area; a description of adjacent land uses which have to be related to the proposed development, and the significant characteristics of the immediate area, with particular reference to the preliminary sketch plans prepared by the applicant and the status of these preliminary plans at this time.

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Rezoning of Land, North Road Shopping Centre.

The report then deals with the roads and utilities required to service this Shopping Centre; including storm drainage, sewers and water and concludes with a Summary of recommendations.

REPORTA. Land Use Concept

Council have been provided with copies of our March 15, 1965 report to the Municipal Manager, including a letter from the Lower Mainland Regional Planning Board dated March 11, 1965, which described the Regional Plan concept for the eastern portion of the Burrard Peninsula. Basically, this concept is based upon the development of a number of urban areas of 100,000 population or more, linked by a regional transportation system of both Freeway and rapid transit, and provided with a comprehensive centre (Town-Centre) springing either from existing commercial nuclei or developing on new ground.

The "Town-Centre" is seen as forming the "down-town" of suburban areas, and providing a major focus of activity for the individual citizen. Through careful integration of commercial facilities with essential social, cultural, educational and recreational facilities the Centre should offer a wide range of physical and social opportunities. The commercial development should contain one or two department stores as key components, and have considerable depth in shopping and specialty goods; serving a population of 100,000 or more with a retail floor area from 400,000 to 1,000,000 square feet.

The success of such a Centre depends upon location and access. The "Town-Centre" must be located at the central focus of the major traffic arteries serving the tributary area providing easy access for the people, and at the same time it should be well located in relation to the regional highway system and not discount the possibility of being linked to other Centres by a rapid rail transit system.

On the basis of the above locational criteria it is apparent that the proposed Regional Shopping Centre at Lougheed Highway and North Road has the potential to develop into a "Town-Centre" as defined above, provided that the Shopping Centre is developed in such a way as to allow for future expansion, and is oriented in such a fashion as to be related to future development of a variety of uses. It is imperative that the Shopping Centre be developed within the framework of an overall plan to ensure that it can form the nucleus of a future town-centre, and be closely integrated with both existing and future development.

B. General Plan

The present land use plan for the area, bounded approximately by Bell Avenue, Sullivan Street, North Road and Lougheed Highway within which the proposed Shopping Centre is located is for the development of a Single Family dwelling area, centred upon an elementary school and neighbourhood park, with limited apartment development fronting on the Lougheed Highway, an expansion of the local commercial facilities in the triangle of land bounded by Government Road, North Road, and the Lougheed Highway, and improved traffic circulation being provided by the widening of North Road, and the extension of Austin Road through to the Lougheed Highway.

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Steps taken to date to implement the above plan, include the acquisition of an elementary school site and the commencement of school construction; the designation of the neighbourhood park boundaries, and the dedication of portions of the internal road pattern, construction of North Road on a shared basis has been discussed by the Provincial Government and the Municipalities of Burnaby and Coquitlam and alternative sketches have been worked out for the extension of Austin Road. Some discussion has also taken place on the extension of the sanitary sewer from the G.V.S.D. Trunk to serve the residential development. In addition land has also recently been zoned commercial within the Government Road, North Road, Lougheed Highway triangle.

The location of a Regional Shopping Centre, within this area, naturally results in the need to prepare a new plan which takes into account, those parts of the existing plan which are already implemented, the proposed Shopping Centre, and land use requirements related to the expansion of the Centre and its need to function as a "down-town" for 100,000 suburban residents in the future. It is recognised that a high percentage of these people will reside in Coquitlam and that our plans can only directly involve the land West of North Road. Coupled with this is the fact that although it is now known that the City of Vancouver land will not be used commercially its exact future is still somewhat obscure, although present knowledge indicates an institutional rather than residential use.

In view of the above the following preliminary comments are related to an area, bounded by the 401 Freeway to the South, the Stormont Interchange- Port Moody Freeway to the West and North Road to the East.

Two major arterial roads will cross this area in an East-West direction; the existing Lougheed Highway in the south, and the proposed Hastings St. Broadway, Como Lake Road arterial in the North. Both these roads will be grade separated from the Stormont interchange - Port Moody Freeway, but will be provided with interchange facilities giving access to the surrounding areas. It is proposed that a minor arterial road link be provided between North Road, and the Broadway arterial, and as previously mentioned that Austin Road be linked directly to the Lougheed Highway. The above roads will provide the major structural elements of the plan for the area and will serve as the principal access routes for the "Town Centre". When the existing ravines which traverse the area are added to the major road pattern a number of quite logical units are created which are described briefly below, and which are capable of high quality development.

1. An area bounded by the Stormont-Port Moody Freeway to the Northwest. North Road to the East, and the Broadway arterial to the South. It is seen as a low-density residential area, centred round an elementary school and neighbourhood park.
2. An area bounded by the Broadway arterial to the North, North Road to the east, and the minor arterial previously referred to linking the Broadway arterial with North Road to the South and West. It is seen as a low-density residential area served by the existing Lyndhurst elementary school. Between Stoney Creek which passes through the western part of this area and the minor arterial which forms its west boundary is land suitable for a combined Junior-Senior High School, which will be required to serve the total area under discussion.
3. An area bounded by the C.N. railway serving Lake City to the west; the Stormont-Port Moody Freeway to the North; the minor

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arterial to the East and Stoney Creek to the South. It is seen as a medium density residential area, centred round an elementary school and neighbourhood park.

4. An area bounded by Lougheed Highway to the North; North Road to the east; the 401 Freeway to the South and the G.N. and C.N. railways to the West. As with area 3 it is seen as a medium density residential area, centred round an elementary school and park.
5. Centred in the four previous areas is the key area to this report, bounded by the minor arterial to the North, North road to the east; Lougheed Highway to the South; and Stoney Creek to the West. It is seen as a medium and high-density residential area, centred round the Cameron Road elementary school and a required neighbourhood park, closely integrated with the "Town-Centre" which will occupy the eastern end of this area bounded approximately by Cameron Road to the North (with the possibility of expansion to Sullivan St.); North Road to the east; Lougheed Highway to the South and Cameron Road School to the West. The proposed Shopping Centre is located within the area just described, and it should be so oriented and designed as to take into account the following:
 - a. the need to allow for expansion to the North, at least to Cameron and possibly with related commercial uses or high density residential development to Sullivan.
 - b. the availability of a future road access from a minor arterial road linking North Road with the Broadway arterial.
 - c. the function of North road as a major arterial road, providing the principal traffic route to the Centre, and the need to dedicate land to provide for its arterial development and the development of storage lanes for traffic wishing to enter the Centre.
 - d. the extension of Austin Road, through to Lougheed Highway, in such a manner as to serve as a principal access to the Centre, with adequate storage lanes and with development on each side of the new road, located in such a manner as to provide for future grade separated pedestrian links. The provision for pedestrian movement between all parts of the future "Town-Centre" including links with development in Coquitlam and with the residential areas to the North and West should be a prime consideration in the layout of the shopping centre.
 - e. the existence of Cameron Road elementary school, and an adjacent creek to the west together with the need to provide a neighbourhood park adjacent to the school, which park should be capitalised upon in order to provide the additional function of increased compatibility between the commercial area and the residential areas to the West.

The Council have received a letter from Mr. Dirassar dated January 18, 1965, and have seen early sketch plans of the proposed shopping Centre. The letter describes the Centre as follows:

"This shopping centre would contain one major department store with approximately 150,000 square feet, a food market of 35,000 square feet, a junior department store, variety store, speciality

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Rezoning of Land: North Road Shopping Centre.

stores and offices. The total retail and office area will be between 300,000 and 350,000 square feet. The estimated cost of the shopping Centre is between ten and twelve million dollars.

Our clients are concerned that this centre serve not only as a retail outlet, but that it provide a focal point for recreational, cultural, professional and community activities. To these ends the centre will include an all year around open ice skating rink, children's play park, swimming pool, cinema, professional offices, as well as a branch library, post office or any other function that can be advantageously located there. To this latter end our clients are willing to designate an area to be leased to the Municipality of Burnaby for \$1.00 per year on which would be constructed by the Municipality a building encompassing a community assembly hall, little Theatre, or other suitable community function....."

Following a meeting with Mr. Dirassar on June 18, 1965, I was advised that the earlier sketch plans, although unchanged in concept, no longer reflected the current thinking of the developers in detail, and that there were also some limited changes in the anticipated uses. In view of this I would recommend:-

1. THAT THE DEVELOPERS BE REQUESTED TO PRESENT COMPREHENSIVE SKETCH PLANS FOR COUNCIL CONSIDERATION AND APPROVAL WHICH TAKE INTO ACCOUNT THE GENERAL PRINCIPALS AND REQUIREMENTS OUTLINED IN THIS REPORT, AS WELL AS INDICATING THE USES TO BE INCLUDED IN THE CENTRE. THESE SKETCH PLANS TO INCLUDE THE MEANS OF EXPANSION, THE RELATIONSHIP TO NEIGHBOURING PROPERTIES, THE POINTS OF PEDESTRIAN AND VEHICULAR ACCESS, AND PROPOSED LANDSCAPING.
2. THAT THE PLANNING DIRECTOR BE INSTRUCTED TO WORK CLOSELY WITH THE DEVELOPERS IN ORDER THAT THE PLANS REFLECT THE NEEDED RELATIONSHIP TO THE OVERALL PLAN FOR THE AREA AND TO ULTIMATE TOWN-CENTRE DEVELOPMENT.
3. THAT THE PLANNING DIRECTOR BE INSTRUCTED TO PURSUE THE QUESTION OF A LEASE AREA FOR THE ERECTION OF A COMMUNITY BUILDING.

C. Services

1. Roads

Roads have been mentioned throughout this report in general terms, but the items related specifically to this Centre are as follows:

- a. The improvement and widening of North Road to major arterial standards with a centre median, and a local access road for feeding the Centre. This would be in the same category as Willingdon Avenue requiring approximately 100' of Right-of-Way plus a local access road.
- b. Austin Road to be connected to the Lougheed Highway, to major arterial standard, with local access roads to serve the areas North and South of Austin. Approximately 100 feet of right-of-way will be required.
- c. The acquisition of land south of Government Road would make possible the desirable closing of Government Road between the Lougheed Highway and North Road, Government Road west

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Rezoning of Land: North Road Shopping Centre

of the Loughheed Highway would then be realigned to connect with Austin at the Loughheed Highway.

- d. Cameron Road will require improvement in order to serve as a secondary access to the Centre from North Road.

2. Water

Water supply is available from a 6" main on North Road.

3. Sanitary Sewers

The sanitary sewer required to service this Centre will also be required to serve a catchment area bounded generally by Sullivan Street, North Road, Loughheed Highway and Bell Avenue. A preliminary estimate indicates the need for an 18" diameter sewer crossing the Loughheed Highway and linking into the G.V. S.D. trunk which runs parallel to the Brunette River. A sleeve is already provided under the Freeway to accommodate this sewer.

4. Storm Sewers

Water courses in the area are sufficient to handle run-off from the Centre, but the culvert size will need to be increased at the crossing of the Loughheed Highway and Government Road. It is possible that enclosed storm sewers will need to be provided.

Detailed designs and estimates for the above services have not yet been worked out. I would therefore recommend:-

1. THAT THE MUNICIPAL ENGINEER AND PLANNING DIRECTOR BE INSTRUCTED TO PREPARE SUCH DESIGNS AND ESTIMATES AS ARE NECESSARY FOR THE PROPER DEVELOPMENT OF THE SHOPPING CENTRE.
2. THAT THE MUNICIPAL MANAGER, PRESENT A COST SHARING REPORT (DEVELOPERS - ADJACENT PROPERTY OWNERS - MUNICIPALITY - PROVINCIAL GOVERNMENT) FOR COUNCIL CONSIDERATION.

D. Summary of Recommendations

Should Council decide to proceed with the proposed shopping centre, and adopt the recommendations of this report, I would add a further recommendation that final reading of the zoning bylaw not be given until the sketch plans have been approved by Council and any cost sharing, road dedications etc. either finalised, or advanced to a point where Council is fully conversant with the situation and satisfied that anticipated steps will be carried out.

1. The Developers to be requested to present comprehensive sketch plans for Council consideration and approval which take into account the general principals and requirements outlined in this report, as well as indicating the uses to be included in the Centre. These sketch plans to include the means of expansion, the relationship to neighbouring properties the points of pedestrian and vehicular access, and proposed landscaping.
2. The Planning Director to be instructed to work closely with the developers in order that the plans reflect the needed relationship to the overall plan for the area and to ultimate town-centre development.

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3. The Planning Director to be instructed to pursue the question of a lease area for the erection of a community building.
4. The Municipal Engineer and Planning Director to be instructed to prepare such designs and estimates as are necessary for the proper development of the Shopping Centre.
5. The Municipal Manager to present a cost sharing report (developers - adjacent property owners - municipality - provincial government) for Council consideration.

It is understood that on Monday 21, June 1965, Council will receive its requested commitment as to prime tenant, size of operation and starting date.

Respectfully submitted,

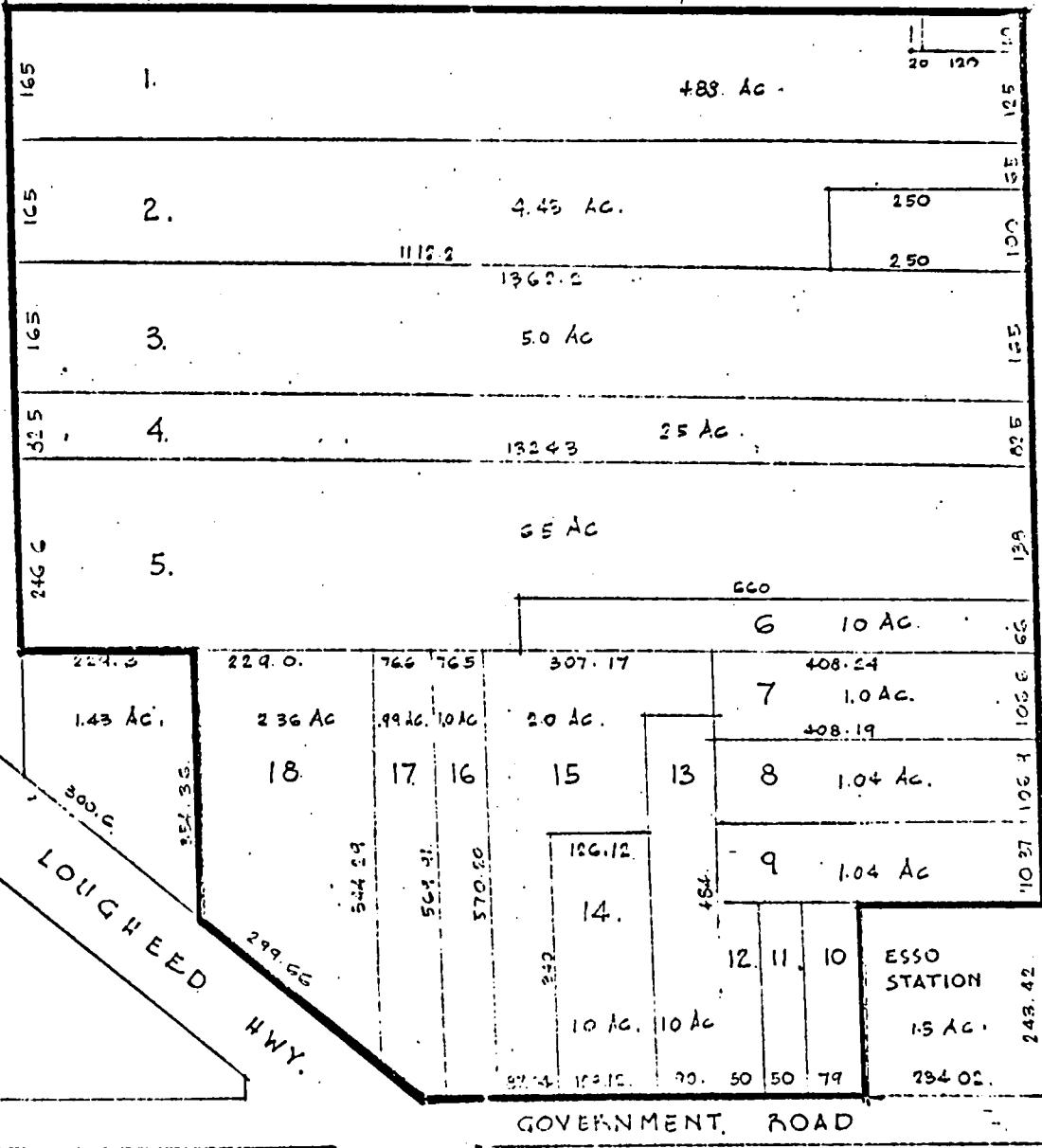
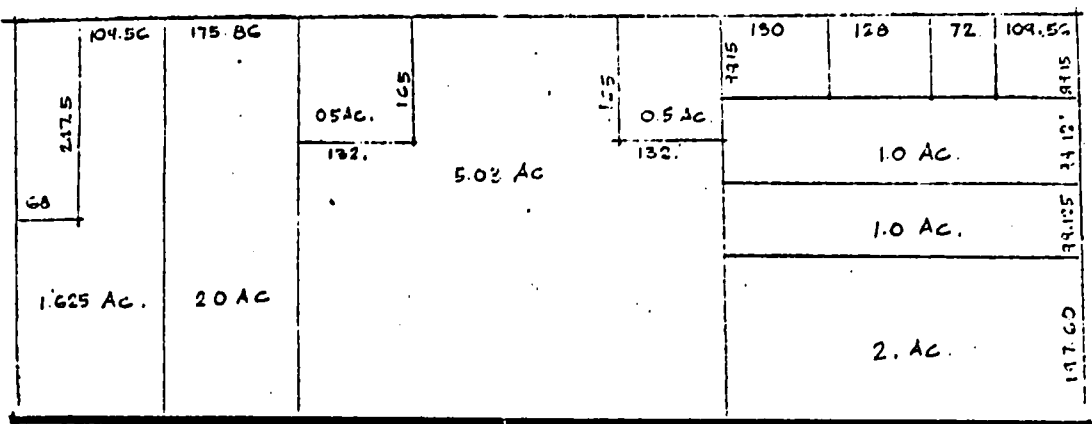


A. L. Parr,
PLANNING DIRECTOR.

ALP:ej

attachment.

CAMERON ST.



LEGEND.
 AREA OF SITE OUTLINED
 IN RED = 37.47 ACRES.

NORTH ROAD PROPERTY - BURNABY.