

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: UNDEVELOPED FORESTED LANDS AND FUTURE PARK  
DEDICATION WITHIN THE CARIBOO HEIGHTS COMMUNITY PLAN  
AREA**

**RECOMMENDATIONS:**

1. THAT Council direct staff to review land use and development objectives of the Cariboo Heights Community Plan, in accordance with the directions presented in this report for Study Areas A, B, and C, as part of the process to update the Official Community Plan.
2. THAT a copy of this report be forwarded to the Parks, Recreation and Culture Commission and to the Environment Committee for information.

**REPORT**

The Planning and Development Committee, at its meeting held on 2022 May 11, received and adopted the attached report informing Council of a proposed park dedication resulting from a review of land use and development objectives for City-owned forested lands in the Cariboo Heights Community Plan area, and seeking Council direction on future community planning.

Respectfully submitted,

Councillor P. Calendino  
Chair

Councillor S. Dhaliwal  
Vice Chair

Copied to: Chief Administrative Officer Acting CFO GM Corporate Services GM Parks, Recreation and Cultural Services GM Engineering Manager Climate Action and Energy
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**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT  
COMMITTEE

**DATE:** 2022 April 28

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**FILE:** 71110 20  
*Reference: Cariboo Heights Comm Plan*

**SUBJECT: UNDEVELOPED FORESTED LANDS AND FUTURE PARK  
DEDICATION WITHIN THE CARIBOO HEIGHTS COMMUNITY  
PLAN AREA**

**PURPOSE:** To inform Council of a proposed park dedication resulting from a review of land use and development objectives for City-owned forested lands in the Cariboo Heights Community Plan area, and to receive Council direction on future community planning.

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**RECOMMENDATIONS:**

1. **THAT** the Committee recommend Council direct staff to review land use and development objectives of the Cariboo Heights Community Plan in accordance with the directions presented in this report for Study Areas A, B, and C, as part of the process to update the Official Community Plan.
2. **THAT** a copy of this report be forwarded to the Parks, Recreation and Culture Commission and to the Environment Committee, for information.

**REPORT**

**1.0 INTRODUCTION**

In preparation of the Official Community Plan (OCP) update, and to prepare for the opportunity to dedicate park lands under referendum in Fall 2022, staff have completed a review of the Cariboo Heights Community Plan. The Plan area contains residential, park and public use, and institutional land uses. The subject of this report is the undeveloped City-owned forested lands within the Cariboo Heights Community Plan area and the objective of the review was to determine the appropriate use of those lands in alignment with current policy, regulation, and contemporary planning practice. The subject lands are those forested lands adjacent to existing residential neighborhoods in Cariboo Heights and the Cariboo and Brunette River Conservation Areas, generally north of the BC Hydro right-of-way, east and west of Cariboo Road, and south of the BC Hydro right-of-way between Sapperton Avenue, Craig Avenue and Holmes Street. The

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Cariboo Heights Community Plan Area is included as *Attachment #1* and the subject lands are shown as Study Areas A, B and C in *Attachment #2*.

Based on the review, it is recommended that existing lands designated for Park and Public Use (P3) and located south of the Brunette River Conservation Area are appropriate to dedicate as parkland. These lands are intended to be the subject of a park dedication referendum on the election ballot this fall. Other City-owned lands currently designated for future residential use have been determined to be more appropriate for conservation and park use. However, given the existing residential designation it should be appropriate that re-designation of these lands occur through the OCP update process, which would involve community consultation. Should they be re-designated, then they could be considered for a park dedication on the next municipal ballot (*Attachment #3*).

This report provides Committee and Council with the rationale for the purpose of park dedication for a portion of the City owned lands (Study Area A) and seeks endorsement of incorporating additional conservation / park area expansion for the remaining City owned lands as part of the OCP update.

The updated OCP is planned to be parcel based, which will provide sufficient granular detail to implement proposed land use changes.

The Parks, Recreation and Cultural Services Department is preparing a separate report to Council to authorize preparation of a park dedication bylaw.

## **2.0 POLICY CONTEXT**

Community Plans that balance environmental conservation and climate action with a need to secure new affordable housing opportunities align with the following Council-adopted plans and strategies: *HOME – Burnaby’s Housing and Homelessness Strategy* (2021), *Climate Action Framework* (2020), *Corporate Strategic Plan* (2017), and *Environmental Sustainability Strategy* (2016), and *Official Community Plan* (1998).

## **3.0 DISCUSSION**

### **3.1 Cariboo Heights Community Plan (1984)**

Cariboo Heights is a residential community that is located south of the Lougheed Town Centre and surrounds the Cariboo and Brunette River Conservation Areas. A defining feature of the community is the Brunette River and surrounding conservation area (Cariboo and Brunette River Conservation Areas), immediately south of the Trans-Canada Highway, which forms part of the Central Valley Watershed (Still Creek – Burnaby Lake – Brunette River) that eventually feeds into the Fraser River. The conservation area is a natural heritage asset for Burnaby’s residents to enjoy, as well as an area of ecological significance to the City and Metro Vancouver region.

The community is characterized by lower-density, ground-oriented multi-family developments and single-family neighbourhoods surrounding the conservation areas. The City also owns undeveloped, forested lands within Cariboo Heights, contained within Study Areas A, B and C (*Attachment #2*). Under the adopted Plan, much of these lands are designated for either low-density multi-family or single-family development. The Plan identifies a future road network connecting the residential developments via Cariboo Road – Sapperton Avenue – Craig Avenue. A future neighbourhood park site (Millview Park) is also identified as part of the future residential development of these lands.

**3.2 Relation to Official Community Plan**

Under the *Residential Land Use Framework* of the *Official Community Plan (OCP)*, the Cariboo Heights Community Plan Area is designated as a Suburban Multi-Family Community – characterized by a singular low-density multi-family residential character, with a minor associated convenience store. Housing forms are ground-oriented townhouses or garden apartments, between one and three storeys in height, and organized in clusters or small housing groups. Suburban multi-family areas are also typically associated with the preservation of natural features. In this regard, the Cariboo Heights Community Plan Area is organized around the Cariboo and Brunette River Conservation Areas.

**3.3 Land Use and Zoning**

There are four major land use classifications within the Cariboo Heights Community Plan: Park and Public Use (Conservation)/Public School, Low Density Multiple Family Residential, Single Family Residential, and Institutional. Below is a table of the land use classification and their corresponding Zoning Districts, which guide the development of individual sites.

**Table 1: Land Use Classifications and Corresponding Zoning Districts for the Cariboo Heights Community Plan Area**

LAND USE CLASSIFICATION	ZONING DISTRICTS
Park and Public Use (Conservation)/Public School	P3
Low Density Multiple Family Residential	RM1
Single Family Residential	R9, R2
Institutional	P5

In summary, zoning within the Community Plan Area is a low density, low intensity land use form. In the last decade, there has been no uptake in RM1-type developments, given limited economic return on such developments as investments, compared to single-family and two-family developments.

There are several A2 Small Holdings District parcels south of the Trans-Canada Highway, which are owned by the Burlington Northern & Santa Fe Railway Company (BNSF). There are also A2 District lots along Colby Street/North Road, which are City-owned. These A2 District lands form

part of the Brunette River Conservation Area or are designated for future acquisition and inclusion within the conservation area.

### **3.4 Plan Review and Applicable Policies and Regulations**

Policies and regulations for protecting streams and streamside areas, protecting habitat for species at risk, and climate action provided the primary framework for reviewing land use and objectives applicable to City-owned forested areas in the community plan.

Protection of streams, streamside areas, and fish habitat is multi-jurisdictional, involving municipal, provincial and federal regulation; but the streamside protection provisions in the City of Burnaby's Zoning Bylaw (2006), applicable when preparing land use plans or at time of development, is the most effective regulatory tool. Of significance to this review was the finding of new, previously unmapped, streams in the community plan area that must be set aside from development.

The City's Environmental Sustainability Strategy (2016) prioritizes land use planning that considers species and ecosystems at risk (see Strategy 1.7, Goal: Healthy and resilient ecosystems). Regulations, guideline and best practices for protecting species at risk and their habitat is established at the provincial and federal government level, although there is overlap with local government requirements for streamside protection. This review took into account previous species at risk reporting, corresponding land use recommendations for Cariboo Heights, as well as recent information from the local steward community regarding a confirmed sighting of Snowshoe Hare (*Lepus americanus washingtonii*) in the forested areas of the community plan.

The City's Climate Action Framework (2021) identifies 'Healthy Ecosystems' as a Big Move, envisioning Burnaby to 'expand and improve the health and resilience of our green spaces, including streamside areas and the urban forest' by 2050. This review considered how expanding conservation areas within the community plan area could achieve multiple objectives for protecting ecosystems and species at risk, climate adaptation, and community resilience.

### **3.5 Environmental Review of Vacant City-Owned Lands Within the Cariboo Heights Community Plan Area**

The Planning Department completed a comprehensive review of undeveloped City lands within the Cariboo Heights Community Plan Area to determine development potential, as well as identify lands that should be preserved and protected by way of designation for conservation use.

The review considered environmental inventories and assessments of terrestrial and riparian ecosystems and species at risk completed in preceding years.<sup>1</sup> An environmental consultant was

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<sup>1</sup> Cariboo Heights – Detailed Assessment of Veteran Trees. 1990. Prepared by Norecol Environmental Consultants Ltd. Submitted to Reid Crowther and Partners Ltd.  
Species at Risk Assessment, Cariboo Heights. 2003. Prepared by Strix Environmental Consulting. Prepared for City of Burnaby.

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retained to provide additional environmental assessment information and guidance on development potential within Study Areas B and C.<sup>2</sup> The subject lands were also visited a number of times by staff for consideration of streams and streamside protection requirements in accordance with City bylaw. Much of this work was completed between 2017 and 2019. However, City staff continually consider the development and conservation potential of the subject lands based on new information received from the local stewardship group, academic study of these lands undertaken by post-secondary students, updated sensitive ecosystem mapping prepared by Metro Vancouver, and preliminary findings of Citywide slope stability assessment mapping undertaken by the City. Collectively, this information contributes to the Planning Department's review, as discussed below. The lands are organized into three study areas (see *Attachment #2*, Study Areas A, B and C).

### Study Area A

Study Area A is located east of Cariboo Road, between the Brunette River Conservation area and BC Hydro Corridor. It generally encompasses 7260 Cariboo Road, the portion of 7501 Craig Avenue north of the BC Hydro corridor and a portion of 9245 Wood Street.

The area is forested and slopes down toward the Brunette River. The grade of the terrain is variable with many steeper areas. There are a number of streams and their tributaries within the area that flow to the Brunette River (Kingfisher Creek, Ancient Grove Creek, Trolley Creek, Rudolph Creek, and Salmonberry Creek). A well used trail traverses along the southern portion of the area, following the abandoned interurban railway line that previously connected to the Municipality of New Westminster. A portion of the future Millview Park site is also located within this area.

The review confirms the following:

- The forest composition of Study Area A includes old growth forest and multiple watercourses that traverse through the area and feed into the Brunette River. Streamside protection requirements, specifically for several streams mapped after the adoption of the Community Plan, preclude development from much of the study area. Erosion and instability is also present in some of the stream channels. A City-wide assessment of steeper slopes and ravines confirms the sensitive nature of the soils and the terrain, and is consistent with past environmental study of the veteran trees and protection measures.
- The forested lands provide wildlife habitat for a number of species identified and protected as *Species at Risk*, including Pacific Water Shrew (*Sorex bendirii*), Snowshoe Hare (*Lepus americanus washingtonii*), and Red-legged Frog (*Rana Aurora*). Sensitive ecosystem mapping prepared by Metro Vancouver also identifies the lands as environmentally sensitive. Protection and conservation would support the health and ecology of the overall

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Mapping and assessment of Brunette River tributaries. 2002 and 2003. Prepared by Phoenix Environmental Services Ltd. Data presented to City of Burnaby.

<sup>2</sup> Environmental Inventory Report, Cariboo Heights – Areas 1A and 3, Burnaby BC. 2017. Prepared by Aquaterra Environmental Ltd. Prepared for City of Burnaby.

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conservation area and would align with environmental goals in the Regional Growth Strategy.

- From a climate change perspective, the area provides an important carbon sink and contributes to resilience and adaptation by providing protected floodplains, rainwater interception and infiltration, and urban cooling. Additional protection and conservation of the lands aligns with the City’s Climate Action Framework (Big Move: Healthy and Resilient Ecosystems).

Preparing a park dedication bylaw for those undedicated lands in Study Area A that are already designated as Park and Public Use in the Cariboo Heights Community Plan provides additional conservation protection and aligns with the findings of the review. The Parks, Recreation and Cultural Services Department is planning to include these lands in a park dedication bylaw for consideration of the electorate in the fall (2022) municipal election. The park dedication bylaw will be brought forth in a separate report to Council and may include remnant parts of adjacent parcels that were not previously dedicated as park.

Based on the environmental review, there is significant ecological benefit to expanding the Brunette River Conservation Area to encompass all of Study Area A north of the BC Hydro right-of-way. This would increase the total land base of the conservation area, significantly contributing to and enhancing the City’s natural heritage assets, helping the City adapt and be more resilient in the face of a changing climate, and enhancing the ecology and resilience of the conservation area. Expansion of the conservation area would also be in keeping with current environmental protection policies and regulations, many of which limit development in areas of ecological significance.

With Council support, this direction will be considered as part of the process to update the Official Community Plan. This process would consider the potential to formalize the community trail (tramline trail) as a recreational trail and heritage feature, in accordance with best practices for access and recreational use within a conservation area. Also for consideration would be the future Millview Park site (where it extends north of the BC Hydro right-of-way) and space required to meet the park and recreation needs of the community.

**Study Area B**

Study Area B is located generally south of the BC Hydro corridor, east of Sapperton Avenue. It encompasses the city-owned property at 9069 Mona Avenue and 7463 Sapperton Avenue, as well as the single-family lots along Craig Avenue/Glencoe Street. All of the lots along Craig Avenue/Glencoe Street are City-owned, except for four remaining private properties at 7685, 7552, 7532 Craig Avenue and 9418 Glencoe Street. These privately-owned lots may be acquired in the future under the Land Assembly and Development Program. City-owned parcels/lots within the area are vacant and covered with trees; the City-owned lot at 7681 Craig Avenue is occupied with a salmon hatchery, which is operated by the Burnaby Firefighters Charitable Society, as part of the Brunette River Salmonid Enhancement Program. Portions of the land in this area are identified as part of the future Millview Park site. These lands are currently designated Single and Two-family Residential.

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Study Area B gradually slopes northeast down towards the Brunette River. The environmental report identifies the presence of watercourses (Rudolf, Salmonberry, and Unnamed Creeks), vegetation (mixed-forest), habitat and wildlife in the area. However, the report indicates that development could be supportable in the area, subject to the establishment of land development guidelines that support current environmental protection policies and regulations. As such, based on staff field observation and review, the area is suitable for residential use, potentially at a higher density than what is currently allowed in the Cariboo Heights Community Plan based.

With Council support, this direction will be considered as part of the process to update the Official Community Plan. This approach would consider neighbourhood character, subdivision pattern, density and housing form to ensure that the resulting development is compatible with surrounding land uses and in alignment with environmental regulations, policies and best practices. The advancement of Study Area B for development would be an opportunity for the City to support and secure new affordable housing opportunities, while also demonstrating leadership in sustainability.

### **Study Area C**

Study Area C is generally located north of the BC Hydro corridor, between the Cariboo Conservation area and Cariboo Road. Since the late 1960s, the City has been acquiring properties within the study area to facilitate its future development. To date the City has acquired all the land within the area except for remaining private properties at 7281 and 7291 Cariboo Drive. These privately owned lots may be acquired in the future under the Land Assembly and Development Program. Of the properties owned by the City, seven are occupied with single-family dwellings that are currently within the City Rental Property Management Program. These lands are designated Low Density Multi-family Residential (RM1).

Surrounding the area is the Cariboo Conservation area, which extends northward towards Burnaby Lake Regional Nature Park and westward towards Robert Burnaby Park. Buena Vista Creek and its tributaries traverses through the study area, which flow to Burnaby Lake. Similar to findings in Study Area B, the environmental report identifies the presence of watercourses (Buena Vista Creek), vegetation (mixed-forest), and wildlife habitat in the area. It also notes a higher degree of human disturbance in the area, as well as areas of erosion. The report indicates that development of the area could be supportable, subject to the establishment of land development guidelines that mitigate environmental impacts. Based on staff field observation and review, the area could be developed for residential use, potentially at a higher density than what is currently allowed in the Cariboo Heights Community Plan.

Similar to Study Area B, with Council support, this direction will be considered as part of the process to update the Official Community Plan. This approach would consider neighbourhood character, subdivision pattern, density and housing form to ensure that the resulting development is compatible with surrounding land uses and in alignment with environmental regulations, policies and best practices. The advancement of Study Area B for development would be an opportunity



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for the City to support and secure new affordable housing opportunities, while also demonstrating leadership in sustainability.

#### 4.0 CONCLUSION

The City owns a significant portion of the undeveloped, forested lands within the Cariboo Heights Community Plan Area. The review of these lands, as outlined in this report, confirms that the lands designated for Park and Public Use (P3) within Study Area A are appropriate to dedicate as parkland to expand the conservation area. These lands are to be the subject of a park dedication referendum on the election ballot in Fall 2022.

Staff recommend reviewing the remainder of the City-owned lands as part of the OCP update. An environmental review found that lands in Study Area A presently designated for residential use are better suited for designation as park and public use for the purpose of conservation. These lands encompass riparian areas, streams, wetlands, intact and relatively undisturbed forest and other related wildlife habitat/ecosystems. Further, these lands have ecological significance to the surrounding conservation areas and provide functions that mitigate climate change and make our community more resilient. Lastly, the review found that some of the forested lands, identified in this report as Study Areas B and C, are suitable for residential development. Determination of an appropriate form and density for these areas is also recommended to occur through the Official Community Plan update process. Referring these study areas to the OCP update process would provide time to discuss land use designation changes with the community.

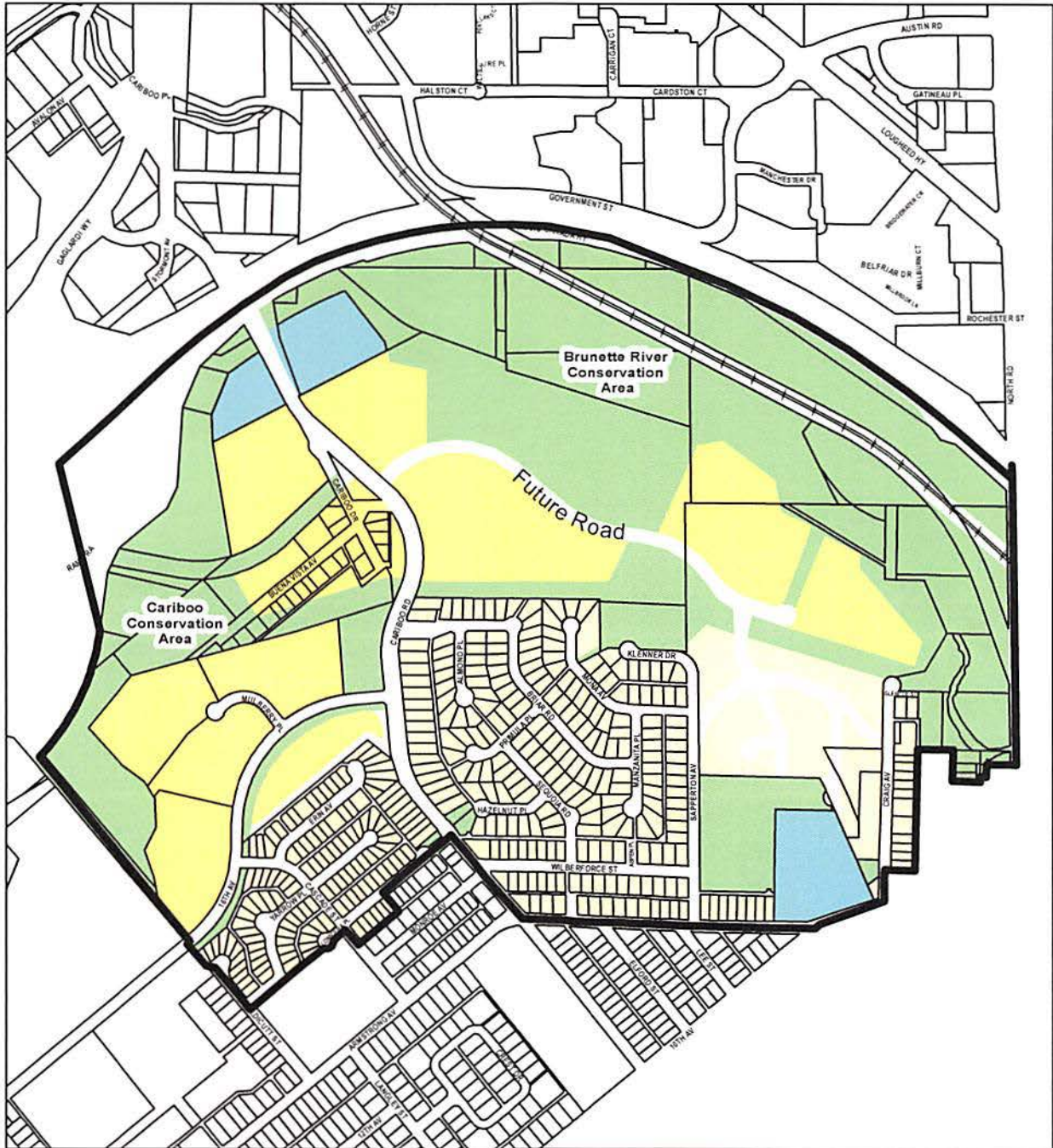


E.W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

MS/sa

#### *Attachments*

Copied to: Chief Administrative Officer  
Deputy Chief Administrative Officer and Chief Financial Officer  
General Manager Parks, Recreation and Cultural Services  
General Manager Engineering  
Manager Climate Action and Energy



PLANNING & DEVELOPMENT DEPARTMENT



Date: APR 28 2022

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**CARIBOO HEIGHTS COMMUNITY PLAN AREA**

- Single and Two Family Residential
- Low Density Multiple Family Residential (RM1)
- Park and Public Use (P3)
- Institutional (P5)





PLANNING & DEVELOPMENT DEPARTMENT



Date: APR 26 2022

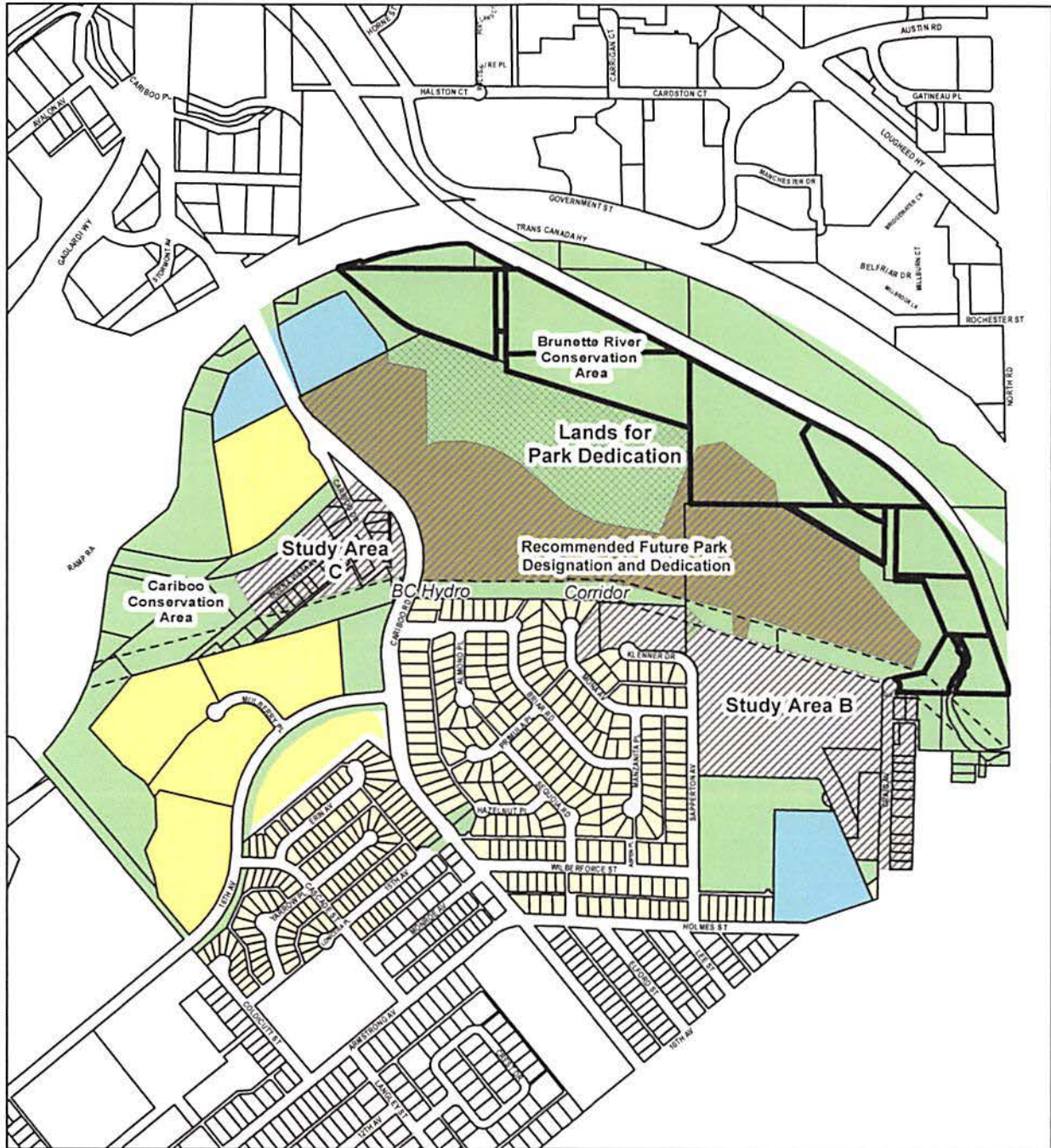
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**CARIBOO HEIGHTS COMMUNITY PLAN AREA  
STUDY AREAS**

- Study Area
- Single and Two Family Residential
- Low Density Multiple Family Residential (RM1)
- Park and Public Use (P3)
- Institutional (P5)





PLANNING & DEVELOPMENT DEPARTMENT



Date: APR 28 2022

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**CARIBOO HEIGHTS COMMUNITY PLAN AREA  
PROPOSED PARK DEDICATION**

- Study Area
- Lot Contains Dedicated Parkland
- Proposed Park Dedication
- Recommended Future Park Designation and Dedication
- Single and Two Family Residential
- Low Density Multiple Family Residential (RM1)
- Park and Public Use (P3)
- Institutional (P5)