

Re: Delineation of Burnaby Mountain Conservation Area  
(Item 9, Report No. 51, July 22, 1974)

Council, at a Special Meeting on July 2, 1974, approved in principle the establishment of a conservation area on Burnaby Mountain.

Council did not adopt a water serviceability level as a basis for definition of the conservation area and requested that staff submit a further report on the matter.

Following is a report of the Planning Director which recommends a conservation area boundary and makes certain other recommendations.

RECOMMENDATION:

1. THAT Council approve the recommendations contained in the report of the Planning Director.

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Planning Department,  
December 18, 1974.  
Our File #15.153-(5)

TO: MUNICIPAL MANAGER

FROM: DIRECTOR OF PLANNING

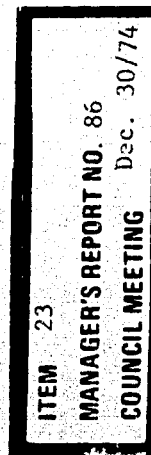
RE: PROPOSED DELINEATION OF BURNABY MOUNTAIN CONSERVATION AREA.

A. BACKGROUND

At a Special Meeting on July 2, 1974, the Municipal Council, as part of its consideration of the document Public Meetings - Phase One, approved in principle the establishment of a conservation area on Burnaby Mountain. This action was predicated on the desire to conserve the traditional landmark character of the mountain which had been voiced as a priority by many of the public meeting participants.

At the time of the initial submission, several alternate methods were examined for delineating which portion of the mountain should be included within the conservation area. Items that were reviewed included relative slopes, existing land use and servicing, landmark views and ownership. On the basis of this delineation analysis, it was decided that the location of the conservation area should be based on the existing water serviceability level in that it best defined, in a tangible way, the landmark character of the mountain and was representative of the extent to which existing "lowland" urban development could be extended from a water servicing viewpoint without a further development and servicing commitment. It was not the intent, as has sometimes been mentioned, that the definition of the conservation area was to be based on whether or not a particular area was serviceable by water, per se. Rather, the water serviceability level represented the most easily definable and tangible basis for the delineation that was generally consistent with the cumulative effect of the other contributing factors.

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In considering the actual delineation of the proposed conservation area, Council resolved not to adopt the water serviceability level as the basis for definition and asked for a further report, concerning the location of the conservation area boundary. It is the purpose of this report to provide this additional input to help resolve the delineation question and also to present recommended development guidelines for those lands immediately adjacent and below the recommended conservation area boundary.

#### B. PROPOSED CONSERVATION AREA DELINEATION

Staff has re-examined the proposed conservation area delineation and is of the opinion that the 500' contour best defines that level above which the landmark character of the mountain should be conserved. Factors attributing to this landmark effect include consistency in relative slope (see attached figure 1), the topographical extent and character of existing development, and the predominance of the natural vegetation above the 500' contour. This revised conservation area delineation differs somewhat on the southern slope of the Mountain from the proposal contained within the Public Meetings - Phase One report. Although the water serviceability level closely approximates the proposed 500' delineation on the west slope of the mountain, it is less representative of the landmark nature on the south slope due to a change in water pressure zone characteristics. In order to better achieve topographical and landmark consistency for the mountain, it is therefore proposed that the 500' contour level be designated as the general landmark boundary on both the western and southern slopes.

In terms of the practical application of the conservation concept, it can be seen from the attached figure 2 that public ownership is generally supportive of the delineation, especially at the western and south easterly slopes of the mountain.

#### C. THE WEST SLOPE AREA

On the basis of this conceptual commitment to the 500' contour as the lower limit of the proposed conservation area, staff has proposed a more definitive conservation boundary which in some instances varies slightly from the general 500' level. In defining this more localized boundary, certain delineation adjustments have been proposed along the 500' level to take into consideration such factors as existing ownership, proximity to adjacent development, legal lot lines and local topography. By recognition of these constraints and their relationship to the 500' contour boundary, a series of design concepts have been prepared along the western slope of the mountain as the basis for particular delineation in that area. The resultant conservation area boundary and its relationship to the 500' contour, existing development and adjacent Municipal holdings in that area are shown on the attached figure 3.

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In the preparation of these boundary area design concepts, particular attention has been given to the extension of residential development in a manner that will reinforce the conservation area, minimize municipal acquisitions and to a degree, allow for the realization of certain development expectations. As can be seen from figure 3, the majority of the lands within the conservation area on the west slope are presently under Municipal ownership which greatly assists the implementation of the conservation area concept.

In the area bounded by Pandora St., Phillips Ave., Curtis St. and Arden Ave., which is proposed for inclusion within the conservation area, the Municipality for some years has been gradually acquiring property for consolidation purposes. Assembly of lands within this area is now at a stage that the Land Agent estimates that the market value of the remaining private holdings in the area, including improvements, is \$621,000. Currently, the Capital Improvement Program has allocated a sum of \$250,000 for land assembly in this area. In order to maximize public control in implementing the proposed conservation area concept, it is recommended that this programmed, gradual method of acquisition be continued in order that the remaining private parcels in the area can be assembled as they become available.

In seeking to eventually acquire Municipal title to those larger, undeveloped holdings under private ownership between Curtis St. and the proposed conservation area boundary, it is anticipated that a series of land exchanges could be effected involving those Municipal lands immediately below the conservation area boundary. In the event that exchanges could not be consummated, the profits realized from the sale of Municipal lands along the perimeter of the conservation area boundary could be applied towards the purchase of the subject private properties. With respect to the existing dwellings on Aubrey and Curtis Streets, it is recommended that any future acquisitions for conservation purposes be restricted to the undeveloped holdings at the rear of these properties and that the dwellings remain under private ownership within the conservation area. The sale of private undeveloped holdings at the rear of existing dwellings should be initiated in cooperation with the private owners in that it is conceivable that some owners may wish to retain their large lot holdings in that area. Such a situation would not be incompatible with the conservation concept.

#### D. THE SOUTH SLOPE AREA

For the purposes of this report item, those lands east of the Municipal Golf Course are considered to be included within the south slope area. This area is somewhat unique from the west slope area in that the lands are characteristically in large block ownership.

In reviewing the Trans Mountain tank farm property relative to the conservation area concept, it is proposed that the detailed conservation boundary coincide with the 500' contour. The tank farm by virtue of its established presence and passive nature is considered to be generally compatible with the conservation concept and therefore would not be considered prejudicial to the landmark conservation objective.

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While the property in its current situation provides a land use regarded as generally compatible with the conservation concept, attention is drawn to the fact that the existing zoning on the lands is M3(Heavy Industrial). The nature of the M3 designation is such that the majority of uses permitted would not be in keeping with the conservation concept. In considering this aspect, staff is of the opinion that the most suitable course of action would be to designate the subject lands in such a manner that would protect the owner's conformity rights and at the same time specify a use, or uses, that are consistent with the intent of the conservation area concept.

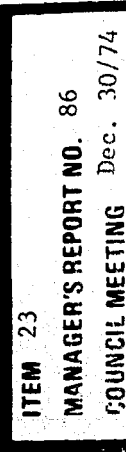
As Council will recall, a new industrial zoning category M7a, which provides for the storage of petroleum products, is currently at Third Reading as part of the implementation of the Eastern Burrard Inlet Development Concept. It is felt that the application of this zoning classification to the Trans-Mountain tank farm property would provide the means for achieving the desired land use control as well as protecting the owner's existing conformity rights. It is therefore recommended that a rezoning of the Trans-Mountain tank farm property from M3 (Heavy Industrial) to an M7a district designation (Petroleum Product Storage) be advanced for the consideration of Council.

The other, large undeveloped property affected by the proposed conservation area boundary is the 200 acre parcel north of Broadway owned by the Provincial Government. Representatives of the Department of Housing have met with the Planning Department on several recent occasions to generally discuss the possibility of developing this area for housing purposes. During the course of these discussions, Municipal staff have referred to the conservation area concept and its likely relationship to any proposed residential development. It does appear as though the Province is in sympathy with the conservation concept and would be cognizant of this factor in any possible development proposal. Relative to the proposed conservation area boundary and the Provincial Government holdings, there are some potential land exchanges that would both help implement the proposed conservation area boundary and provide for a more logical development site below this level. In view of this, it is recommended that staff be authorized to initiate exchange discussions with the Province in order to best implement the conservation area concept in the area presently under Provincial ownership on the understanding that these discussions would not in any way be considered prejudicial to the final Municipal disposition towards any proposed development advanced for the Provincial lands in question.

It should also be mentioned at this point that on the basis of preliminary discussion with representatives of Simon Fraser University, there is agreement in principle at the staff level with the conservation concept. It has been indicated that proposals relating to the development of trails, observation areas and other conservation area facilities on University lands could be forwarded by the Municipality to the University for its consideration. At the present time, there are no stated plans for the development of ancillary university facilities on University lands on the south slope of the mountain in the foreseeable future.

E. SUMMARY

As indicated at the outset, the Municipal Council has adopted in principle the concept of establishing a conservation area on Burnaby Mountain to conserve its landmark character. It has been the purpose of this report



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to propose a detailed conservation area boundary on which to define this concept and to advance, where possible, specific development guidelines that both relate to and reinforce the proposed delineation. It is the opinion of staff that the boundary as recommended provides the most pragmatic means for achieving the conservation area objective and providing the basis for adjacent lowland development. In order that both the conservation area implementation procedures and the commencement of the subdivision process for the adjacent "lowland" development areas can be initiated, it is recommended that Council adopt the proposed conservation area boundary as shown on the attached figure 4. Following adoption of this proposed boundary all public and private development proposals involving lands within the conservation area would be reviewed relative to the landmark preservation and conservation objectives.

#### F. RECOMMENDATIONS

It is recommended

1. THAT Council adopt the proposed conservation area boundary as shown on the attached figure 4.
2. THAT Council designate the west slope of Burnaby Mountain above the proposed conservation area boundary (as shown on the attached figure 3) as a conservation land assembly area.
3. THAT the Capital Improvement Program Committee be instructed to include adequate funds within the Program in order that gradual acquisition of private holdings within the west slope conservation area can occur as they become available.
4. THAT staff be authorized to consider wherever appropriate, land exchanges with the private parties concerned as a means of Municipal acquisition above the conservation boundary.
5. THAT a rezoning of the Trans-Mountain tank farm property from M3 (Heavy Industrial) to M7a (Petroleum Product Storage) be advanced for the consideration of Council.
6. THAT staff be authorized to initiate exchange discussions with the Province in order to best implement the conservation area concept as it applies to the 200 acre Provincial lands on the south slope of Burnaby Mountain on the understanding that these discussions would not in any way be considered prejudicial to the final Municipal disposition towards any proposed development advanced for the Provincial lands in question.
7. THAT the Planning Department be authorized to process subdivision applications for the "lowland" development areas on the west slope of Burnaby Mountain on the basis of the development guidelines as represented on the attached figure 3.

*ALP*  
JSB:cw  
att.

c.c. Municipal Engineer, Municipal Treasurer, Land Agent

*A. L. Parr*  
A. L. Parr,  
DIRECTOR OF PLANNING.

