

ITEM 42  
MANAGER'S REPORT NO. 49  
COUNCIL MEETING July 21/75

RE: BURNABY 200 - COMMUNITY PLAN  
SOUTH SLOPE OF BURNABY MOUNTAIN  
GAGLARDI WAY/BROADWAY/UNDERHILL AVENUE

The following is the report of the Planning Director dated July 17, 1975 regarding the above.

RECOMMENDATION:

1. THAT the recommendations of the Director of Planning be adopted.

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PLANNING DEPARTMENT  
JULY 17, 1975

TO: MUNICIPAL MANAGER  
FROM: DIRECTOR OF PLANNING  
SUBJECT: BURNABY 200 - COMMUNITY PLAN  
SOUTH SLOPE OF BURNABY MOUNTAIN  
GAGLARDI WAY/BROADWAY/UNDERHILL AVENUE

1.0 BACKGROUND

A comprehensive preliminary report towards the development of a Community Plan - "Burnaby 200" - was submitted to Council for its consideration on April 14, 1975. Council on May 12, 1975 approved, in principle, the basic intent in the establishment of a residential community on the subject site and authorized the Planning Department to continue to work with the potential developers of the subject site towards the development of a suitable Community Plan; and authorized the Planning Department to make formal contact with the Greater Vancouver Water District, the Burnaby School Board Officials, and the Parks and Recreation Department with reference to the development of the subject Community Plan. On June 20, 1975 Council adopted a number of recommendations which concerned general land transfer proposals and land value questions. In addition, an Advisory Planning Commission recommendation was adopted which stated "that Council keep pace with urban development in maintaining the necessary level of facilities and services (cultural, recreational, fire and police protection) in the north-eastern section of Burnaby bounded by Sparling Avenue, North Road, and Lougheed Highway northward."

The Planning Department has continued to work with the applicant and various Municipal agencies and departments towards the development of a suitable Community Plan. General information on locational characteristics, natural site characteristics, and previous Municipal studies and Council direction with reference to the Burnaby 200 is outlined under Sections 1.0, 2.0 and 3.0 of the report submitted to Council on April 14, 1975.

It is considered appropriate to restate the summary of overall constraints and general development noted in the previous report:

- "The development of a suitable Community Plan for the subject site must consider the dominant natural aspects of the site itself, and also its relative isolation within the Municipality bounded as it is on the south, west and north-west by extensive industrial and tank farm land uses and on the north and east generally by the barrier effect of Gagliardi Way. The proposed residential community must essentially buffer itself from surrounding incompatible boundary conditions and create its own inward looking appropriate residential environment. The main affinity of the subject site is with the conservation area to the north -- it is our opinion that the success and appropriateness of any proposed residential development on the south slope of Burnaby Mountain will depend on how well this affinity with the conservation area is reinforced through the preservation of existing trees, the preservation of creeks and ravines, and respect for the steeply sloping grade conditions in the area while maintaining all requisite Municipal standards reflecting the density of the proposed residential development. Large development areas should not be readily visible from other parts of the Municipality. The residential development should appear to be a part of the "conservation" area. The key element of the residential community plan would be the site coverage (buildings, roads, parking, driveways, project open space) as related to the retention of as much existing vegetation as possible. Clustered housing units surrounded by substantial bands of existing trees would appear to be the residential development concept most suited to this unique "conservation" area environment."

The following material is intended to comprise a summarized and succinct Community Plan for Burnaby 200 to be utilized as a guideline for the rezoning of individual residential areas and the subdivision and servicing of the overall subject development site. It is noted that a few matters have not been fully finalized by staff. However, due to pressing time constraints, it was considered appropriate and necessary to determine at this point in time, a Community Plan for Burnaby 200 which in the opinion of the Planning Department would be considered a complete document. Further amendments may be made to the submitted Community Plan for Burnaby 200 utilizing similar amendment procedures to those used for other adopted Community Plan areas in the Municipality.

The Community Plan proposals are described under the following headings:

- 3.0 Parks/Conservation Areas
- 4.0 Parks
- 4.0 Schools
- 5.0 Community/Commercial
- 6.0 Residential
  - Schedule I - Guidelines for the Development of Residential Areas
  - Schedule II - Community Plan Residential Statistics
  - Schedule III - Summary of Community Plan Statistics
  - Schedule IV - Listing of Community Facilities
- Community Plan Sketch

## 2.0 PARKS/CONSERVATION AREAS

Refer to Schedule I, Schedule III, Schedule IV, and Community Plan Sketch. Further comments follow:

- 2.1 All ravines and creeks are to be retained in an open condition. The discharge of storm water into ravines should be carried out in such a manner as to avoid erosion of the ravine banks and creek beds.
- 2.2 The construction schedule of community facilities will be determined in conjunction with the rezoning of the specific residential areas. Community facilities to be provided by the developer will be constructed concurrent with residential development.
- 2.3 All community facilities to be transferred into the ownership of the Municipality should be constructed to specifications acceptable to the Parks and Recreation Department.
- 2.4 The option is left open, in particular for the major proposed covered public swimming pool/change facilities, for the developer to deposit an appropriate amount of funds with the Municipality and for the Parks and Recreation Department to use these funds to construct a suitable swimming pool facility.
- 2.5 It is noted that, in line with previous reports on the Burnaby 200 area submitted to Council, the approximately 13.9 acre parcel of property east of Underhill Avenue owned by Lake City Industrial Corporation is part of the designated ravine conservation area (P6).
- 2.6 The Greater Vancouver Water District has agreed to allow the use of their property for recreational purposes on a year to year lease basis for a nominal consideration. The developer will provide the applicable recreational facilities as noted in Schedule IV on the GVWD property. The Parks and Recreation Department would be requested to coordinate the use of the GVWD property for recreational purposes with the Greater Vancouver Water District.

## 3.0 ROADS

Refer to Schedule III and Community Plan Sketch.

3.1 The following information applies:

- a) The Main Loop Road has a 36 foot wide pavement within a 66 foot wide right-of-way. A public walkway would be provided in close proximity to the southern curb line of this road (either as separated sidewalk or public walk within an easement). Sidewalks/walkways should be provided on both sides of the main loop road along the frontage of the institutional/recreational area in the north-western sector of the site.

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- b) A secondary cul-de-sac and two loop roads, off the main internal loop road with a 28 foot wide minimum pavement standard within a 60 foot wide right-of-way are proposed. A public walkway would be provided in close proximity to and paralleling these roads (either as separated sidewalk or public walk within an easement).
- c) Underhill Avenue between Broadway and the main internal road would be upgraded to a 46 foot wide pavement standard tapering to a 36 foot wide standard.
- d) The construction of the Broadway connection between Production Way and Gaglardi Way to a standard composed of two 23 foot wide pavement lanes separated by a 14 foot median is proposed. In order to accommodate this work and also to guarantee the requisite road right-of-way for the future Broadway roadway connection between Underhill Avenue and Production Way, the existing Broadway road right-of-way would be widened on the north side by a minimum of 34 feet. This widening dedication would be provided at the time of the initial major Community Plan subdivision.
- e) The short unconstructed segment of Production Way south of Broadway should be completed to the required standard as part of the development of the proposed Community Plan. This extension will be constructed by the developer at the same time as the construction of the Main Loop Road.
- f) The nature of the connection between this subject residential community and Lake City East on the east side of Gaglardi Way has been considered. A major pedestrian bridge connection is proposed in place of the previously proposed vehicular bridge connection (Reference RZ #55/74). However, the option to pursue the provision of a vehicular connection at a future date, should its need become evident, would be protected by the dedication of a 66 foot wide right-of-way between the Main Loop Road and Beaverbrook Crescent to the east of Gaglardi Way. This right-of-way would be utilized in the interim as an amenable public walkway/park link. This pedestrian bridge/link will be provided by the developer when any of the residential areas 1 to 9 are submitted for rezoning.
- g) Due to the steeply sloping site, it may be necessary to provide retaining walls in certain critical locations along the roadways in order to retain as many existing trees as possible. In general, further preliminary engineering design work is required to prove the final efficacy of the proposed road network in relation to the existing slopes and the retention of existing vegetation.
- h) To achieve the proposed road network, right-of-way dedications will be required from lands, at present, owned by the Province, the Municipality of Burnaby, B.C. Hydro, and Lake City Industrial Corporation Ltd.
- i) The construction of roads over oil pipelines or oil pipeline easements will require special attention.
- j) In general, the maximum road grade is to be 8% with some allowance for a 10% grade in short isolated sections of roadway. Adequate site distances should be maintained.
- k) A Road Closing Bylaw would be required to transfer the undeveloped Lakedale Avenue right-of-way into the ownership of the Municipality.

#### 4.0 SCHOOL SITES

Refer to Schedule III, Schedule IV, and Community Plan Sketch.

- 4.1 Based on a maximum 1170 residential units, an estimated elementary school population of 435 - 440 pupils is generated. Based on 25 pupils per classroom, approximately 18 classrooms would be required.
- 4.2 If the final school planning decision is to have the children in the eastern part of the Burnaby 200 community attend the Stoney Creek Elementary School, the East School Site will not be required for school purposes. This proposal is still under discussion with the Burnaby School Board staff. The East School Site would be developed as a public park with a community playfield if not required for school purposes.
- 4.3 Suitable arrangements would be required for the provision of the necessary school facilities at the same time as the construction of housing on the subject site so that a serious "time lag" resulting in operational difficulties (i.e. busing, overcrowding of existing facilities, etc.) does not become evident.
- 4.4 Due care should be taken to maintain as many existing trees as possible on the school sites and to provide additional landscaping where appropriate in order to maintain the overall "treed" environment.

#### 5.0 COMMUNITY/COMMERCIAL FACILITIES

Refer to Schedule III, Schedule IV and Community Plan Sketch. Reference is also made to Section 2.0 of this report - Parks/Conservation Areas.

- 5.1 A small commercial centre (C1) composed of, say, 4 to 5 convenience shops is proposed in a relatively central location north of the Main Loop Road. A day-care centre would be established as a part of this commercial centre. The type of uses accommodated could include a grocery/sundries store, drug store, dentist, doctor, bank, barber/hairstylist, etc.

#### 6.0 RESIDENTIAL

Refer to Schedules I, II, III and IV; and Community Plan Sketch.

- 6.1 The proposed housing is essentially family oriented and designed to suit the varying slopes of the subject site. The developer has proposed the following three basic housing forms as appropriate for the subject site.
  - a) Rowhouses and semi-detached of a conventional nature are proposed in areas where slopes are at a minimum. These units will comprise approximately 16% of the total number of units and would be primarily used in Areas 5 and 12.
  - b) Higher density maisonette units which are suited to slopes of 5% to 12% are proposed for Areas 2, 3, 10, and 11 and account for approximately 39% of the total proposed units. The larger 3 and 4 bedroom units are at ground level, while the smaller 1 and 2 bedroom units are above. Further variants and refinements of this housing type are being explored by the developer's consultant.

Parking for the maisonettes is to be provided in underground garages or sunken landscaped carports (approval subject to further details) with a small proportion of visitor parking at grade.

c) Terraced townhousing is proposed for those portions of the site with slopes of 12% to 25%. The developer's consultant has stated that the terraced townhouse buildings provide:

- accommodation in a 4 or 5 storey structure with a maximum height of 3 storeys above grade at any given point.
- a mix of 2 and 3 bedroom maisonettes; and 3 and 4 bedroom townhouse units.
- variety in unit plans and design; and the ability to adjust to varying slope conditions.

These units are to be located on single-loaded roads (on the downhill side). A wide undeveloped strip of land, acting as a buffer zone between residential areas, will be provided on the uphill side of these single-loaded roads. These units are proposed mainly for Areas 1, 4, 6, 7, 8, and 9 and account for approximately 45% of the total proposed units.


- 6.2 A minimum residential setback of 90 feet is to be maintained from Gagliardi Way and Broadway. This requirement would only affect Areas 2 and 5.
- 6.3 The developer intends approximately 50% of the units to be sold as condominiums, 25% to be co-operative, and 25% to be rental.
- 6.4 The overall Community Plan would be staged. The Community Plan would be divided into reasonable sized projects for rezoning purposes and it is expected that these rezonings would proceed sequentially. This sequential development would allow Council to evaluate later rezoning proposals in the light of the manner in which previous stages have been developed.

It is contemplated at this time, that the initial developments will be located in the western sector.

- 6.5 The payment of full Municipal taxes or grants equal to full Municipal taxes is expected on all residential projects retained in the ownership of the Province.
- 6.6 It is recommended that the main exterior building material be wood so as to be compatible with the proposed treed conservation area environment.

#### 7.0 RECOMMENDATION

It is recommended THAT Council adopt the Burnaby 200 - Community Plan as outlined in this report as a guideline for the development of individual residential sites, the development of community facilities, and the processing of rezoning and subdivision applications.

  
A. L. Parr,  
DIRECTOR OF PLANNING.

SCHEDULE 1

GUIDELINES FOR DEVELOPMENT OF RESIDENTIAL AREAS

The aim of the following guidelines is to retain as much existing natural vegetation as possible and to preserve the natural character of this portion of Burnaby Mountain. The following guidelines are minimum requirements only and it is expected that the actual development of the residential areas will result in the retention of a higher proportion of natural vegetation and exceed the outlined minimum guideline standards in most instances.

1. Development of Residential Areas

Each area will contain a preserved and protected natural zone comprising a minimum 50% of the residential area. This zone will be defined by snow fencing during construction to ensure it is not disturbed. In conjunction with Rezoning procedures a detailed landscape reconnaissance should be undertaken for each residential area in order to optimize the retention of existing trees.

Where applicable the preserved and protected natural zone will include the following buffers:

A. To preserve Burnaby Mountain as a natural focal point

Where development is on the highly visible portions of the slope an undisturbed natural zone of minimum 75' width shall be provided immediately downslope from any structures (excluding road rights-of-way).

This applies to Areas 1, 4, 6, 7, 8, 9, and Sites C1 and S1.

An undisturbed natural zone (excluding requisite access driveways) of minimum 75' width shall be provided between the northern extent of the residential development in Areas 10, 11 and 12, and the Main Loop Road.

B. To limit continuous development along roads

480' shall be the maximum length of any building grouping (i.e. cleared developed area) along the Main Loop Road, roads B, or road C. An undisturbed natural zone of a minimum width of 75' is required between adjacent building groupings which excludes privacy zones, construction zones, fire truck accesses, and major recreational use areas.

This applies to Areas 1, 4, 6, 7, 8, and 9.

C. To buffer residential development from incompatible uses.

Gaglardi Way, the proposed Broadway extension, the high voltage transmission tower and similar uses are not compatible with residential development. Adequate buffers to screen (visually/acoustically) these uses from residential development must be provided. These buffers will normally be 75' wide (90' wide for Gaglardi Way), however, larger or smaller buffers may be appropriate depending upon specific site topography and in accordance with Municipal guidelines. The buffer width will be detailed in conjunction with each specific rezoning proposal.

This applies to Areas 2, 3, and 5.

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D. To preserve the character and quality of the ravine area

The ravine area in the south west portion of the site shall be an undisturbed natural zone below the 425' contour. The minimum conservation buffer width between residential areas and the widened Broadway Right-of-Way would be 250'.

This applies to Areas 10, 11 and 12.

E. To preserve the integrity of existing creeks

All creeks are to be retained in an open condition along their original alignments. Any proposed construction within creek/ravine areas should be unobtrusive and not affect the ravines in any adverse manner.

Coverage

Coverage requirements within residential areas shall be as follows:

1. Generally

Maximum coverage (buildings)	=	12%
Maximum coverage (roads and parking)	=	13%
Restored natural zone (including u.o.s.)	=	25%
Minimum preserved and protected natural area	=	50%

2. Exception for Areas 2 and 3

Maximum coverage (buildings)	=	12%
Maximum coverage (roads and parking - underground parking)	=	8%
Restored natural zone (including u.o.s.)	=	30%
Minimum preserved and protected natural area	=	50%

3. Exception for Areas 10 and 11 (based on Net Site)

Maximum coverage (buildings)	=	19%
Maximum coverage (roads and parking - underground parking)	=	9%
Restored natural zone (including u.o.s.)	=	22%
Minimum preserved and protected natural area	=	50%



SCHEDULE II  
COMMUNITY PLAN RESIDENTIAL STATISTICS

Area No.	Description General Type	Area in Acres (Net)	Unit Mix				Total Units	Units per Acre (Net)	Site Coverage (Net)	Est. Population	Bedroom Count	F.A.R. (Net)	Parking General Comments
			1-Bed.	2-Bed.	3-Bed.	4-Bed.							
1.	Terraced Townhousing	11.8	-	24	78	8	110	9.3	12%	424	314	0.26	All exposed roof areas of underground parking to be landscaped and accessible, in general, to pedestrians. Maisonettes: Terraced Townhousing: minimum 0.6 spaces/unit to be under unit parking. Essentially underground or sunken landscaped carport areas. Current regulations: Group Housing 1.5 parking spaces/unit Condominium 1.7 parking spaces/unit (0.2 parking spaces/unit to be for visitor parking) Terraced Townhousing: minimum 0.6 spaces/unit to be under unit parking.
2.	Maisonettes	5.2	11	20	22	2	55	10.6	12%	180	125	0.26	
3.	Maisonettes	3.3	6	12	16	2	36	10.9	12%	122	86	0.28	
4.	Terraced Townhousing	8.7	-	18	60	6	84	9.6	12%	324	240	0.27	
5.	Townhousing	8.5	-	-	57	-	57	6.7	12%	228	171	0.20	
6.	Terraced Townhousing	6.0	-	14	36	4	54	9.0	12%	206	152	0.25	
7.	Terraced Townhousing	8.8	-	12	46	8	66	7.0	12%	260	194	0.20	
8.	Terraced Townhousing	10.6	-	22	70	8	100	9.4	12%	386	286	0.27	
9.	Terraced Townhousing	12.8	-	26	84	8	118	9.2	12%	454	336	0.26	
10.	Maisonettes	17.2 Gross 11.9 Net	60	80	56	4	200	11.6 Gross 18.2 Net	13.3% Gross	604	404	0.27 Gross	
11.	Maisonettes	15.8 Gross 11.4 Net	-	43	114	6	163	10.3 Gross 14.5 Net	13% Gross	615	452	0.29 Gross	
12.	Townhousing	13.8	-	17	100	10	127	9.2	12%	501	374	0.27	
TOTAL		122.5 Gross 112.8 Net	77 6.6%	288 24.6%	739 63.2%	66 5.6%	1170 100%	9.5 Gross 10.6 Net		4304	3134		

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SCHEDULE III

SUMMARY OF COMMUNITY PLAN STATISTICS

	KEY DESCRIPTION	Sub-Areas (Acres)	Totals (Acres)
Park/ Conservation Areas	P1 East Park	5.7	
	P2 Central Park	2.2	
	P3 ) West Parks	3.03	
	P4 )	5.14	
	P5 Conservation Buffer Area	20.2	
	P6 Ravine Conservation Area (includes portions of Area 10 and 11)	52.33	
	P7 GVWD Property (NIC)	(16.34)	
	P8 Road Reservation/Possible Future Buffer Zone (NIC)	(7.5)	
	Total-		88.6
Roads	R1 Main Loop Road	14.5	
	R2 )		
	R3 ) Secondary Roads	8.9	
	R4 )		
	R5 Broadway Widening - 34'	3.1	
	Total		26.5
School Sites	S1 West Site	5.6	
	S2 East Site	5.1	
	Total		10.7
Community/ Commercial Site	C1 Retail/ Daycare Centre		1.5
Residential	Total Area (NET) See Schedule I		112.8
TOTAL			240.1

SCHEDULE IV

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LISTING OF COMMUNITY FACILITIES

PUBLIC FACILITIES

The following public facilities will be provided by the developer of the Community Plan subject to noted reservations:

<u>No.</u>	<u>Description</u>	<u>Location (Key)</u>
1.	Day Care Tot Lot	Community Facilities (C1)
2.	Small Playfield (This playfield will be established if the area in question (P8) is not required for road right-of-way purposes.)	Future Buffer Area (P8)
3.	Playfield	GVWD Property (P7)
4.	School Playfield (This playfield is to be provided through usual capital school funding procedures.)	West Site (S1)
5.	Park/School Playfield (if a school is not developed on the designated site, the playfield will be provided by the developer.)	East Site (S2)
6.	Tennis Courts - 3	East Park (P1)
7.	Tennis Courts - 3	GVWD Property (P7)
8.	Commercial Retail	Community Area (C1)
9.	Daycare Centre	Community Area (C1)
10.	Covered Swimming Pool/Change Facilities	West Park (P3)
11.	Wilderness trails (to be protected by easement where they pass through residential areas)	Throughout Development
12.	Pedestrian Bridge over Gaglardi Way	South of S2
13.	Public Walkways	At various designated locations.
14.	Appropriate grading, draining, filling, and landscaping of all park areas so that they may be transferred to public ownership in a usable condition.  (Substantial planting of additional trees is necessary in the eastern sector of the Community Plan, particularly directly adjacent to Gaglardi Way.)	All park areas.
15.	Environmental Roadwork criteria will include separated sidewalks, coniferous street trees compatible with the native tree environment, and the road pavement offset to the south within the right-of-way in order to facilitate the retention of as many existing trees as possible.	

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PRIVATE FACILITIES

The following is a general guideline for the provision of appropriate communal facilities within individual residential areas by the developer. The required facilities will be specifically determined to meet the recreational needs of residents at the time when individual residential areas are considered for rezoning.

<u>No.</u>	<u>Description</u>	<u>Location</u>
1.	4 area swimming pools with change facilities and activity rooms.	Areas 5, 10, 11, and 12.
2.	Tot Lots	All residential areas where applicable.
3.	Adventure playgrounds	All residential areas where applicable.

KI:cm  
July 14/75