

ITEM	11
MANAGER'S REPORT NO.	45
COUNCIL MEETING	89/06/26

RE: OAKALLA DEVELOPMENT PLAN

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1989 JUNE 20  
 FROM: DIRECTOR PLANNING & BUILDING INSPECTION  
 SUBJECT: OAKALLA DEVELOPMENT PLAN  
 PURPOSE: To submit the Oakalla Development Plan, with revisions arising out of a further review process, for Council's consideration and approval.

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RECOMMENDATION:

1. THAT the Oakalla Development Plan outlined in Appendix "A" be approved.

R E P O R T

1.0 BACKGROUND AND SUMMARY

The phasing out and demolition of the antiquated Lower Mainland Regional Correction Centre (Oakalla prison lands) has been the subject of discussions over many years between the Provincial Government and the Municipality of Burnaby. The phasing out of Oakalla is now nearing reality and is based on the establishment of three new separate correction facilities in the region in each of the Municipalities of Maple Ridge, Surrey and Burnaby. A \$30 million Women's Correction Centre is currently under construction in the Big Bend area of Burnaby. Demolition of the existing Oakalla prison facilities is presently scheduled for the Spring of 1991.

In 1986 August, the Provincial Government completed a study entitled "The Oakalla Lands, Burnaby, Proposal for Redevelopment", related to the proposed development of the subject Oakalla prison lands. The broad concept plan in the study recommended that the site be redeveloped for low density multi-family housing and park purposes following the dismantling of the existing prison facilities. Council on 1987 January 05 authorized the preparation of a Development Plan for the Oakalla lands generally based on the development concept outlined in the provincial study and resulting from further provincial/municipal discussions. The concept outlined the dedication of 17.9 acres for inclusion in Deer Lake Park and the provision of approximately 640 residential units based on a density of 10-12 units per acre on a gross site of 53.9 acres.

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Based on this broad concept, extensive work was carried out by Municipal staff and by the consultants engaged by B.C.B.C. (British Columbia Buildings Corporation) on behalf of the Provincial Government towards the formulation of a more detailed Oakalla Development Plan. The resulting proposed Oakalla Development Plan was submitted to Council on 1988 April 25 for its consideration. The proposed Development Plan outlined the provision of a maximum 610 residential units on a gross site of 49.3 acres in a variety of low-density multiple-family housing forms ranging from townhouses to some low-rise apartments towards the centre of the site. The dedication of 17.9 acres for inclusion in Deer Lake Park as indicated in the earlier concept continued to be assured as well as the provision of linear parkway and neighbourhood park areas amounting to an additional 3.2 acres. Road dedications related to Royal Oak Avenue, Oakland Street and internal Development Plan roads were also indicated.

At that time, Council adopted the recommendations accompanying the proposed Plan, to utilize the proposed Plan as the basis for eliciting public comments; to refer the proposed Plan to the Parks and Recreation Commission for its consideration of the park aspects of the proposed Plan; to authorize the holding of an Open House on the proposed Plan for the benefit of area residents and property owners; and to hold a special meeting of Council to hear any delegations regarding the proposed Plan.

In line with the recommendations adopted by Council, the proposed Oakalla Development Plan was referred to the Parks and Recreation Commission. The Commission at its meeting of 1988 July 06 adopted the recommendation that Council be advised that the Commission concurs with the park aspects outlined in the proposed Oakalla Development Plan.

An Open House for area residents and other interested parties was held on 1988 September 15 at the Marlborough Elementary School. A Special Public Meeting of Council to receive delegations was also held on 1988 October 04 in the Council Chamber of the Municipal Hall. The following section reports on the Open House and Special Public Meeting of Council, and the public comments received from these two occasions.

As a result of further staff consideration of various aspects of the proposed Development Plan including public comments on the draft Plan, further adjustments and refinements were pursued and are proposed as outlined in Section 4.0 of this report. Staff had been previously authorized to report back to Council following this public comment process with specific recommendations for the formulation and adoption of the Oakalla Development Plan. The revised Oakalla Development Plan is outlined in the attached Appendix "A" and submitted for Council's consideration and approval.

## 2.0 PUBLIC COMMENT PROCESS

One thousand seven hundred and forty-five (1,745) information notices for the Open House and the Special Public Meeting of Council were sent to area residents and property owners, as well as a notice placed in Burnaby Now. The Open House was held on the evening of 1988 September 15 at Marlborough Elementary School. Information displays were provided at the Open House and two staff presentations of the proposed Oakalla Development Plan were made during the course of the evening.

Over 300 persons were estimated to be in attendance at the Open House with signatures for a total of 294 persons provided on the attendance registers. Forty (40) comment sheets were filled out and submitted at the Open House. A further 31 comment sheets or letters were mailed in. At the Special Public Meeting of Council, 38 persons were in attendance, of which 8 persons spoke as delegations.

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Almost all the main comments and concerns either expressed in writing or verbally are encompassed by the following list of 13 items under five grouped headings:

- a) It is a good Development Plan
- b) Development Density Concerns
  - The proposed residential density is too high.
  - No or fewer apartment development is preferred.
  - Prefer single-family dwelling development rather than multiple housing.
- c) Traffic Concerns
  - About additional traffic generated by this development.
  - The scope and character of the proposed Royal Oak Avenue upgrading and potential traffic intrusions into the neighbourhood west of Royal Oak (i.e. via Buxton).
  - The traffic on Oakland Street and traffic filtration through the neighbourhood south of Oakland Street.
  - Planned road improvements in the area be implemented expeditiously.
- d) Relationship to Deer Lake Park
  - Desire to make all of the Oakalla lands part of Deer Lake Park.
  - Protect and enhance Deer Lake and the park with respect to water quality, natural habitats, and pedestrian trails.
- e) Qualitative Development Aspects
  - Potential view obstruction by Oakalla development for existing single-family dwelling residents.
  - Provide high quality development and large units.
  - Desire to meet various social planning concerns including provisions for co-operative and seniors housing, and concerns regarding the proposed retail component. Opposite social concerns, for example, regarding not encouraging rental/social housing for "transients" also expressed.

At the Special Public Meeting, 4 of the 8 speaking delegations expressed a preference for single-family dwellings rather than multiple housing for the site. One delegation proposed that the site be reserved for a world religious festival in 1993. The remaining 3 delegations expressed a variety of concerns related to social planning, water quality, view obstruction and density.

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### 3.0 PROVINCIAL CONTRIBUTION OF FUNDS

In the original 1986 August report entitled "The Oakalla Lands Burnaby - Proposal for Redevelopment" prepared by the Provincial Government, an offer was made by the Province to contribute funds to the Municipality "...to be allocated to the construction of public amenities". Reference is made to this proposed contribution in the report approved by Council on 1987 January 05 outlining development terms of reference for the Oakalla lands. Further discussions with the Province are needed to determine the actual amount of the contribution and a suitable allocation of those funds. Options considered to date have been related to possible capital improvements in Deer Lake Park having a legacy value. Further discussions will be pursued with the Province on this matter, with a suitable resolution being determined prior to or at the time of the initial overall rezoning of the development site in accordance with the adopted Development Plan.

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### 4.0 DEVELOPMENT PLAN REVISIONS

This current initiative towards the determination of an Oakalla Development Plan has been on-going since the summer of 1986 based on the redevelopment of the subject site for low-density multi-family housing and park purposes to follow the dismantling of the existing prison facilities as mutually supported by the Province and the Municipality. In proposing a finalized Development Plan for Council's consideration and taking into consideration comments obtained from the Open House and Public Meeting process, a number of revisions, adjustments, and clarifications have been made to the Development Plan previously submitted to Council in draft form. The Development Plan concept remains unchanged.

The main revisions to the Development Plan are as follows:

- 4.1 The two-storey maximum height limit for a 100 ft. wide band along the Oakland Street frontage has been extended to include the complete southern and western perimeters of the site, adjacent the existing single-family dwelling enclaves at Elgin Place and Baffin Place and adjacent the Royal Oak Avenue frontage.

This adjustment will further allay the concerns of residents related to view obstruction and the scale of multi-family housing near single-family dwelling neighbourhoods.

- 4.2 The total number of residential units has been reduced by a further 45 units from 610 units to 565 units with a corresponding decrease in the allowable Floor Area Ratio.

The 610 units itself represented a reduction from an initial consideration of 640 units. The reduction of units has taken place from the townhouse Areas 1(a) [5 units], 2(a) [4 units] and 3 [16 units]; and from the low-rise apartment Areas 16 (4 units), 2(b) [3 units] and 4(a) & b) [4 units]. These unit reductions will enable the further extension of the maximum 2-storey height band as outlined in Section 5.1 to be accommodated more easily and will lower the scale of this housing along the Royal Oak Avenue and Oakland Street frontages adjacent existing single-family dwelling neighbourhoods. The lower density will permit a greater variety and flexibility in the design of residential forms including improved view penetration between multi-family housing structures. The reduction in apartment units will provide for an improved scale relationship between the low-rise apartments and the townhousing with respect to less crowding on the site and a lower scaled appearance of the apartments.

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- 4.3 The neighbourhood retail component to be permitted within Areas 5(a) and 5(b) has been reduced from 5,000 sq.ft. to 3,500 sq.ft.

This reduction is proposed to respond to concerns that a larger retail centre could result in further increased traffic in the area and could become an undesirable neighbourhood "hang-out". Three thousand five hundred (3,500) sq.ft. is considered the minimum necessary to sustain a small neighbourhood convenience component (i.e. convenience store, cleaners, hair stylist) of up to 2 or 3 stores to serve this community.

- 4.4 In addition to the comment in the draft Plan on the possible provision of some housing for seniors, a statement is now included that 20% of the dwelling units within the Oakalla lands is indicated as a guideline for the development of non-market housing (e.g. co-operative, seniors or family non-profit).

Staff will work with the developer/owner of the lands to determine specific sites, target groups, and other aspects of the non-market housing component prior to the overall rezoning of the subject lands.

- 4.5 While no changes have been made to the proposed road network layout, some refinement comments have been added to clarify the type of intersections proposed for the Development Plan roads where they intersect Royal Oak Avenue and Oakland Street.

The intersection sketches are now included to indicate that infiltration of traffic between the Development Plan Area and adjacent single-family neighbourhoods would be discouraged as much as possible.

As the realignment of Royal Oak Avenue between Oakland Street and Moscrop/Gilpin has now been established by Council as a specific alignment, the early provision of the necessary Royal Oak right-of-way through the Oakalla lands should be requested of the Province in order to permit the expeditious construction of this needed road improvement serving Metrotown.

- 4.6 A revised system is proposed for the treatment of storm water run-off vis-a-vis Deer Lake water quality.

Substantial additional consultant work has been carried out on the manner in which storm water run-off will be treated. The matter has also been further examined by staff. The revised system is considered a superior one for the removal of particulates and pollutants from storm water run-off. The system is described in greater detail in the following Section 5.0.

#### 5.0 DEER LAKE WATER QUALITY CONTROL

The report approved by Council on 1987 January 05 indicated that water quality measures relative to Deer Lake will need to be addressed as part of the Development Plan process. In the previous draft Development Plan, a system of interceptor tanks to which all storm water was directed was proposed. However, further discussions between B.C.B.C.'s consultants and Municipal staff have indicated that an altered storm water management approach would be more effective in removing contaminants from storm water run-off and minimize detrimental effects on the water quality of Deer Lake. The approach now recommended for the treatment/removal of potential contaminants from storm water run-off from the Oakalla Development Plan area is by providing:

- a) ponding of run-off waters,
- b) enhanced meadowland infiltration, and
- c) enhanced wetland channelling.

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A full description of the proposed treatment system is outlined in Section 6.0 of Appendix A. The outlined approach as it impacts Deer Lake is supported by staff of the Municipal Environmental Health, Engineering and Parks & Recreation Departments and by B.C.B.C.'s consultants. The proposed storm water management and treatment system has been submitted to the Parks and Recreation Commission since the open portion of the system is located on the central portion of the proposed Parcel A parkland, and the Commission has concurred with the proposed system. The outlined system would be installed by B.C.B.C. in conjunction with the overall rezoning and subdivision of the Development Plan area.


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### 6.0 PROPOSED OAKALLA DEVELOPMENT PLAN AND NEXT STEPS

The revised Oakalla Development Plan is provided as Appendix "A" of this report and is submitted to Council for its consideration and approval.

Following the phasing out of the Lower Mainland Regional Correction Centre (Oakalla) as scheduled in 1991, an overall rezoning of the overall development site would be pursued - rezoning the park designated areas to the Park and Public Use District (P3) and the residential development areas to the Comprehensive Development District (CD) utilizing the adopted Oakalla Development Plan as a guideline. A subdivision application would be pursued in conjunction with the rezoning application creating the various residential and park sites; achieving an exchange of lands to obtain the necessary road right-of-way dedications for Royal Oak Avenue and other internal road network and widening dedications; providing for fully serviced development sites, road construction, and public walkways to the full standard; and providing the proposed storm water run-off treatment system. The development of the park areas in line with the adopted Development Plan to the approval of the Parks and Recreation Department would be guaranteed in conjunction with the rezoning application.

Subsequent to the creation and full servicing of development sites, individual development sites would be permitted to be advanced for the construction of housing through the amendment Comprehensive Development (CD) rezoning process.

  
A. L. Parr  
Director Planning &  
Building Inspection

ALP

KI:lf

Attachment: Appendix "A"

cc: Director Administrative & Community Services  
Director Recreation & Cultural Services  
Director Finance  
Acting Director Engineering

APPENDIX A

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**PROPOSED OAKALLA DEVELOPMENT PLAN**

1.0 SUMMARY

The phasing out of the Lower Mainland Regional Correction Centre (Oakalla) offers a unique opportunity for redevelopment of the site for residential uses. Some of the prime advantages of this site for residential use are:

- a) A large redevelopable parcel of land under the single ownership of British Columbia Buildings Corporation (BCBC).
- b) Proximity to Metrotown which is within walking distance with its employment, shopping, social and recreational opportunities.
- c) Adjacent Deer Lake Park, a major municipal park resource.
- d) The sloping site down to the Deer Lake basin which will result in an attractive terraced housing concept.
- e) Unparalleled views across the Municipality and of the mountains beyond.

The proposed Oakalla Development Plan has evolved in response to the opportunities and constraints offered by the site. Some of the principal aspects of the plan include:

- a) 565 units over 49.0 acres gross (11.5 units per acre) or 40.6 acres net (13.8 units per acre).
- b) Dedications for Royal Oak Avenue amounting to 4.5 acres, for Oakland Street (off the Municipally-owned property) amounting to 1.5 acres, and for internal road rights-of-way amounting to 5.2 acres.
- c) Linear parkway and neighbourhood park areas amounting to 3.2 acres including development of these areas with an additional network of walkway easements through the residential sites.
- d) The lowest residential densities at the lower edge of the site where fingers of landscaped open space protected by covenant extend into the site in order to soften the edge interface between the development and Deer Lake Park.
- e) Maximum two-storey building forms along the Royal Oak Avenue frontage, Oakland Street frontage and southern frontage of the site.
- f) Retention of existing specimen trees wherever possible.
- g) Low-density multiple housing ranging from 6.5 to 16.9 units per acre on sites totalling 35.0 acres. Low rise apartment development ranging from 28.5 to 35.3 units per acre and from 3 to 5 storeys on sites totalling 5.6 acres. The introduction of a component of low-rise apartments is necessitated by the dedications required for Royal Oak Avenue, other roads, and parkland, as well as additional landscaped buffer areas required within the overall site while maintaining the proposed total residential units at 565.
- h) Twenty per cent (20%) of the total dwelling units is indicated as a guideline for non-market housing.

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The following documentation comprises a summarized Oakalla Development Plan to be utilized as a guideline for the rezoning of individual residential areas and the subdivision and servicing of the overall subject development site. Further site specific refinements would be addressed and pursued relative to rezoning procedures.

The Development Plan proposals are described under the following sub-headings:

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- 2.0 Public Open Space/Conservation
- 3.0 Roads
- 4.0 Community/Commercial
- 5.0 Residential
  
- Schedule I Development Plan Residential Statistics
- Schedule II Summary of Development Plan Statistics
- Schedule III Listing of Community Facilities
  
- Sketch I Site Designations
- Sketch II Illustrative Building Layout
- Sketch III Contours and Existing Foliage

**2.0 PUBLIC OPEN SPACE/CONSERVATION**

**2.1 LINEAR PARKWAY**

A major public linear parkway is proposed bisecting the overall site, down the slope towards Deer Lake in a north-easterly direction from the intersection of Royal Oak Avenue and Oakland Avenue to Deer Lake Park. This forms a part of the Municipality's overall park/trail system, linking Metrotown to Deer Lake Park. The proposed parkway varies in width from approximately 55 feet at the south end, widening out to approximately 125 feet at the northern end. The parkway provides for enlarged public open space areas both at the Royal Oak Avenue and Oakland Street intersection and mid-way within its length to accommodate additional neighbourhood park uses.

The parkway will be designed to have a sense of formality with a clear edge with respect to adjacent development sites, formal colonnades of trees, a reception plaza at the Royal Oak Avenue and Oakland Street intersection, a combination of pedestrian walkways, steps and ramps (handicapped accessible), ornamental lighting, and special features such as view platforms to enhance the enjoyment of vistas. Existing specimen trees within this parkway will be retained wherever possible.

It is proposed that the parkway reuse interesting and valuable parts of the existing Oakalla buildings such as the main platform of the tower, the granite entry steps and facade, other decorative features and brick exterior. If the existing bricks are of good quality, they could be used for walkways, retaining walls, and demarcation fences and bollards. Any development within this parkway would be subject to the approval of the Parks and Recreation Commission. It is proposed that the developer deposit sufficient funds for the development of the linear parkway and neighbourhood park component in line with detailed designs and specifications mutually agreed upon by the developer and his consultants and the Parks and Recreation Department, with construction to be carried out by the Parks and Recreation Department.

**2.2 NEIGHBOURHOOD PARK COMPONENT**

In addition to the neighbourhood public open space provided by the linear parkway, and communal open spaces and landscaped buffer areas to be provided within the development sites, a special widening of the linear park (noted P2 on Sketch 1 attached) is provided for neighbourhood park uses. The abutting Deer Lake Park will meet those neighbourhood park needs not met through the housing development site facilities, the linear parkway, and this small neighbourhood space abutting the parkway.



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**2.3 PUBLIC WALKWAY EASEMENT**

The proposed public walkways for the overall pedestrian network not located within park areas will be protected by easement. The minimum standard of a 5 foot wide concrete walkway with lighting will be required.

**2.4 DEER LAKE PARK INTERFACE**

The preliminary concepts for the Oakalla lands approved by Council indicated an undulating interface line between Deer Lake Park and the residential development. The purpose of this undulating line was to maintain an increased landscaped setback within the furthest downhill residential units from the actual park boundary; to encourage fingers of landscaping to penetrate the residential area from the park in order to soften this interface; and to respond to the contour grades of the overall site. Parcel A on Sketch 1 is a 17.9 acre parcel of land which has previously been identified as a further parcel to be dedicated by the owner as part of Deer Lake Park. Sketch 1 also indicates a minimum setback line for any buildings from the Parcel A boundary ranging from 65 feet to 180 feet. This landscaped buffer area within Sites 8 and 9 is intended to be protected by a registered restrictive covenant and/or easements in the case of public walkways. It is also noted that both the integrity of Deer Lake Park and the protection of privacy and private property rights be assured by providing pleasing, relatively unobtrusive yet clear boundary provisions (i.e. decorative, low, brick fence or bollard treatment) between Deer Lake Park and abutting housing sites.

A public walkway within an easement is also proposed along the northern boundary of Sites 8 and 9. Any project fencing within Sites 8 and 9 within the buffer area will only be permitted a maximum 20 feet north of the building setback line.

**2.5 OTHER EDGE CONDITIONS**

Buildings are proposed to be set back a minimum of 35 feet from the Royal Oak Avenue and Oakland Street rights-of-way. Screen fencing would be appropriate between the development and the lane which services the existing single-family dwelling enclave off Elgin Place and Baffin Place.

**2.6 STREET LANDSCAPING**

The internal streets will have separated sidewalks and be lined with Oak trees. The main entry off Oakland Street will have wide grassed boulevards with a double row of trees on each side.

**2.7 EXISTING TREES**

The site possesses a number of existing specimen trees, particularly in the vicinity of the Royal Oak Avenue and Oakland Street intersection and of the P3 area. Specimen trees should be identified and retained wherever possible while allowing for appropriate development of the site and provision of public roads.

**2.8 LANDSCAPING WITHIN DEVELOPMENT SITES**

Within development sites, developers will be expected to identify and retain existing specimen trees and to provide a suitable pedestrian network, appropriate project lighting, useable communal open space, and playground facilities where warranted by the residential mix. High quality landscaping and buffering treatments will be expected.

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3.0 ROADS

3.1 PERIPHERAL ROADS

Schedule II indicates the road dedications which are required for Royal Oak Avenue and Oakland Street. These dedications will be made off both BCBC property and the municipally-owned property at 5964 Royal Oak Avenue at the Royal Oak Avenue and Oakland Street intersection. The balance of 3.4 acres of developable Municipal property would be transferred to B.C.B.C. in consideration of the dedication of 4.4 acres by B.C.B.C. for the Royal Oak Avenue arterial right-of-way. The overall Development Plan developer will be required to provide a separated sidewalk and street trees on the north side of the Oakland Street frontage. Additional widening dedications for Oakland Street will be required to accommodate left-turn bays off Oakland Street into the development with construction to be the responsibility of the developer. Native conifer tree screen planting is to be provided by the developer on the east boulevard (cut and fill slopes) of Royal Oak Avenue.

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3.2 DEVELOPMENT PLAN ROADS

The overall Development Plan road network conceptually consists of a loop road central to the site with an uphill link to Oakland Street and two downhill links to Royal Oak Avenue. The road network which will be provided by the developer has been developed through close consultation between the owners' consultants and Municipal staff.

a) Loop Road

The loop road with two entries off Royal Oak Avenue will be dedicated public roadway and have a standard 66 foot wide right-of-way accommodating a 36 foot wide pavement, sidewalks which would be separated wherever possible, ornamental lighting and street trees. See Sketch 6 for intersection provisions at Royal Oak Avenue.

b) Access to Oakland Street

The entry off Oakland Street will have a 72 to 76 foot wide right-of-way accommodating generally a 36 foot wide pavement, separated sidewalks centred on the boulevards between double rows of street trees, and ornamental lighting.

A gateway feature will be provided at the entry interface with Oakland Street. The gateway must be kept out of the 30 ft. by 30 ft. vision clearance truncations at the corners of the intersection. See Sketch 6 for intersection provisions at Oakland Street.

3.3 INTERNAL PROJECT DRIVEWAYS

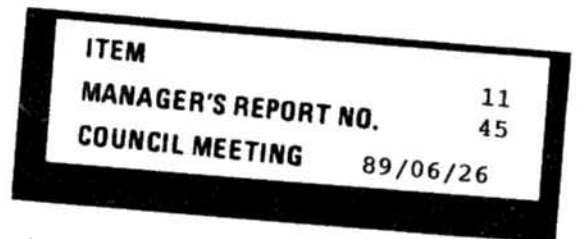
The number of access driveways into individual project sites should be minimized to maximize the amount of on-street parking available along the municipal roads.

The project driveways would be 20 feet wide with continuous roll-over curbs on both sides and with a 5 foot wide curbwalk on one side. The full width of any driveway including curbwalk is to be designed to serve as a fire truck access.

4.0 COMMUNITY/COMMERCIAL FACILITIES

4.1 LISTING OF FACILITIES

Schedule II outlines the community-oriented facilities for which the developer of the Development Plan is responsible.



#### 4.2 LINEAR PARKWAY FACILITIES

The Linear Parkway is a key feature offering the development of a unique facility giving a special character to this Oakalla residential development and providing an historical touchstone to the past.

#### 4.3 NEIGHBOURHOOD RETAIL FACILITIES

The neighbourhood retail facilities would be fully integrated within the residential developments of Areas 5a and/or 5b while being related with a pedestrian plaza to the abutting linear parkway and loop road.

#### 5.0 RESIDENTIAL

##### 5.1 RESIDENTIAL STATISTICS

Schedule I and Sketches 1, 2, 3 and 4 indicate the terms for the development of specific residential sites. The maximum number of residential units allowable on each site is fixed regardless of the proposed size of units.

##### 5.2 HOUSING TYPES

The proposed housing is generally oriented to average and smaller family formations in building forms designed to suit the sloping site. The developer has proposed a variety of residential types, indicated as:

- a) Townhouses at 6.5 to 7.7 units per acre on Areas 8, 9 and 10.
- b) Townhouses at 13.0 to 16.9 units per acre on Areas 1(a), 2(a), 3, 6 and 7.
- c) Low-rise apartments at 28.5 to 35.3 units per acre on Areas 1(b), 2(b), 4(a), 4(b), 5(a) and 5(b).

##### 5.3 MINIMUM BUILDING SETBACKS

The required minimum building setback from adjacent property or easement lines is as follows:

- a) 35 foot setback from the Oakland and Royal Oak rights-of-way.
- b) 25 foot setback from any municipal road right-of-way within the Development Plan.
- c) 25 foot setback from the Linear Parkway
- d) 20 foot setback from walkway easements.

Sketch 2 illustrates these guideline building setbacks.

##### 5.4 BUILDING HEIGHTS

As indicated in Schedule 1, the maximum building heights for the various residential areas will vary from 2 to 5 storeys. The highest potential building heights of up to 5 storeys are designated for low-rise apartment sites which are located central to the development plan area but relatively unobtrusive vis-a-vis the areas surrounding the development plan area. The buildings are proposed to be sited and oriented to provide views from most residential units.

A maximum 2-storey building height is called for generally along the Royal Oak Avenue, Oakland Street and southern frontages as indicated on sketch 1 within areas 1(a), 1(b), 2(a), 2(b), 3, 7, 8, 10(a) and 10(b).

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### 5.5 COMPATIBILITY OF BUILDING FORMS

In order to provide a consistent roof-scape compatible with the adjacent existing residential areas and to respond to the sloping site where most residences will overlook other residences, the use of pitched roofs is called for. The provision of building massing which expresses individually and the human scale in the design of units would be encouraged. The apartment forms, in particular, need to be designed to be compatible with the overall townhouse concept by utilizing pitched roofs, faceted building forms, and terracing of buildings.

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### 5.6 COVENANTED OPEN SPACE AREA

The buffer interface area within Areas 8 and 9 adjacent Deer Lake Park as indicated in Sketch 1 would be preserved for landscaped open space purposes by registered restrictive covenant.

### 5.7 PARKING

The minimum parking requirements are outlined in Schedule I; 0.2 parking spaces per unit of the required amount of parking must be allocated as visitor parking. Any additional parking provided in excess of municipal requirements should be underground or under unit.

### 5.8 SOCIAL PLANNING CONSIDERATIONS

As specific development proposals are submitted in conjunction with the rezoning of individual sites, they will be reviewed from a social planning perspective. Twenty per cent (20%) of the units in the Oakalla lands is established as a guideline for non-market housing (e.g. co-operatives, seniors or family non-profit). Staff will work with the developer/owner of the lands prior to the initial overall rezoning of the lands to determine specific sites, target groups, and other aspects of the non-market housing component.

Social planning aspects to be considered also include accessibility for the disabled and seniors, the provision of appropriate amenities, and crime prevention design principles. A better understanding of social planning needs would be ascertained when the specific type of housing and targeted population have been determined.

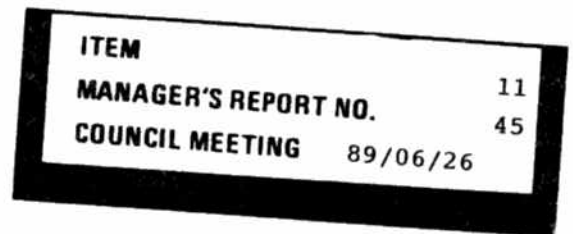
A further social planning role would be to assist in identification of the impacts of the future population increase on the human service delivery system. Having identified these impacts, staff will assist service providers, as appropriate, in planning for increased service demands.

### 5.9 POTENTIAL SENIOR CITIZENS HOUSING

Four uphill sites most proximate to the Oakland Street/Royal Oak Avenue intersections - Sites 1a, 1b, 2a and 2b - are potentially considered appropriate for senior citizens housing sites. To be given consideration, the senior citizens housing would need to be provided under a recognized government program (such as those delivered by the British Columbia Housing Management Commission), or offer care or support services in addition to housing (such as congregate housing or assisted living). The criteria in developing these four sites for senior citizens' housing would not be the maximum total units but rather the maximum floor area ratio, maximum site coverage, maximum height in storeys, and minimum under unit or underground parking established in the Development Plan for each of these sites.

### 5.10 AREA 10

Area 10(a) is owned by B.C.B.C. while Area 10(b) (rear portion of 5842 Baffin Place) is owned by a different private owner. A future developer would be expected to include both portions of Area 10 (10a and 10b) as part of the development site at the time that a specific rezoning proposal was advanced.



### 5.11 STAGING

Following Council adoption of the Oakalla Development Plan, the overall site would be rezoned in conformance with the Development Plan. The overall Development Plan site would be subdivided and serviced in conjunction with the closing of the Correction Centre.

The development of individual residential areas require the pursuance of amendment rezoning applications and is intended to be staged.

### 6.0 DEER LAKE WATER QUALITY CONTROL

A storm water management and treatment plan has been developed for the Oakalla lands development project. The plan has been developed to provide better treatment than a conventional storm water management system. The space used by the system is suitable for integration into Deer Lake Park.

Water quality in Deer Lake has been identified as a concern and measures to address this issue are important to new development in the vicinity of Deer Lake. Untreated storm runoff will carry nutrients, suspended sediment, debris, oil, grease, metals and other chemicals. The proposed storm water management and treatment plan addresses each of these contaminants. The consultant report prepared by Norecol Environmental Consultants Ltd. and dated 1989 February as well as further clarifying correspondence is considered to form a resource document to the Development Plan.

In summary, the system reduces the volume of surface discharge of stormwater to Deer Lake and achieves treatment/removal of potential contaminants by providing a) ponding of run-off waters, b) enhanced groundwater infiltration (meadowland infiltration), and c) enhanced wetland channeling (see Sketch 7 attached). The system is described as follows:

- a) The drainage from the Development Plan Area will be collected in catch basins, storm sewers and treated by directing flow by piping to an ornamental settling pond located within Parcel A (park). Discharge from the ornamental pond will occur during rainfall events to an area of broad, gently sloped channel (Meadowland Channel). This channel reduces flow rates by having a gentle slope and a broad area which encourages infiltration of the storm water into the ground. Several velocity check structures will be in place across the channel to further reduce flow rates. This method of treatment has been termed the Meadowland Infiltration System.

The Meadowland Channel leaves Parcel A and will be directed to follow the old existing drainage pattern across the Deer Lake Park lowland area. Approaching the lake the channel will reach a point where the water level in the channel will be at lake level. From this point to the lake, the channel will follow a meandering pattern (wetland channel).

- b) Particulate matter, debris, oil and grease will be removed by catch basins and further by the settling pond. Aquatic plants and vegetation will be planted in the pond to aid in removing pollutants from the storm water. Discharge from the pond will be to a wide grassy channel which will disperse pollutants and cause some degradation by microbial action. The entire system will provide storm flow handling and pollutant removal while being integrated into a landscaped setting to add visual interest.

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- c) Water catchment collection and piping designs will conform to prevailing Burnaby Municipal engineering standards. The piped storm sewer systems would be sized to accommodate flow from storms estimated using the Burnaby 10 year return rainfall curve. The entire system is sized to accommodate the "100 year" severity storms. The pond water is not expected to be suitable for direct-contact recreational use and such use will be discouraged by the planting of wetland vegetation. The system provides for flexible operation and ease of maintenance while providing a park-like setting.
  - d) All storm water engineering works would be to the approval of the Director Engineering. Any open watercourses would be improved where required for storm drainage purposes, to the approval of the Engineering and Parks & Recreation Departments. An access drive for maintenance purposes protected as a public easement would be provided through the eastern portion of Area 8 to the settling pond.
  - e) In addition, during the construction of any roads, services, site works, and buildings/structures, each of the construction sites/areas should be drained to temporary detention/settling basins to prevent the runoff of sediment into Deer Lake.
  - f) The existing storm drainage from Elgin Place and Baffin Place must also be integrated by being first directed into the piped sewer system and then directed into the ponding and wetland channel system.
  - g) The developer (B.C.B.C.) will be responsible for the provision of the entire outlined system to the approval of Municipal staff. These include the provision on Deer Lake Park of the settling pond, wetland channel including velocity check structures, improvements to other affected lower level drainage areas, landscape materials and features, and planting. The design of these elements will be pursued in greater detail at the time of the overall rezoning and subdivision of the site. The overall developer would be responsible for the maintenance of the system until the last site has been developed. Thereafter, the maintenance of the system within Deer Lake Park will be taken over by Parks' staff. As is the usual case, the public storm sewer system within the overall development site will be taken over by the Engineering Department after its construction.

The outlined approach as it impacts Deer Lake is supported by staff of the Municipal Environmental Health, Engineering, and Parks & Recreation Departments and is acceptable to B.C.B.C.'s consultants. The outlined approach was approved by the Parks and Recreation Commission on 1989 May 17. It is felt that the entire system will provide sufficient treatment for the increased storm water flows, nutrient load and increased silt load that will result from the development. The proposed components which are to be located on Deer Lake Park can be well integrated into the park setting; and would provide visual interest, a small program space, and a benefit in promoting wildlife-oriented activities. As noted, the outlined system would be instituted by B.C.B.C. in conjunction with the overall rezoning and subdivision of the Development Plan area.

KI:lf

Attachments: Schedules I, II, III  
Sketches 1, 2, 3, 4, 5, 6 and 7

SCHEDULE I - OAKALLA DEVELOPMENT PLAN - RESIDENTIAL PLAN STATISTICS

AREA NO.	DESCRIPTION GENERAL TYPE	NET AREA IN ACRES	SUGGESTED UNIT MIX 2 BR. 3 BR.	PARKING SPACES PER UNIT (2)	MIN. UNDER UNIT OR U/G PARKING	MAX. TOTAL UNITS	UNITS/ NET ACRE	MAX. SITE COVERAGE	EST. POP.	MAX. F.A.R.	MAX. HEIGHT IN STOREYS
1a(5)	Townhouse	1.8	27	1.7	60%	27	15.0	30%	62	0.50	3(4)
1b(5)	Low-rise Apartment	1.2	36	1.5	100%(8)	36	30.0	35%	83	0.90	3(4)
2a(5)	Townhouse	3.2	54	1.7	60%	54	16.9	30%	124	0.50	3(4)
2b(5)	Low-rise Apartment	1.3	37	1.5	100%(8)	37	28.5	35%	74	0.90	3(4)
3	Townhouse	5.6	48	1.7	60%	81	14.6	30%	210	0.50	3(4)
4(a&b)	Low-rise Apartment	1.4	42	1.5	100%(8)	42	30.0	35%	84	0.90	4
5(a&b)	Low-rise Apartment/Commercial	1.7	60	1.5	100%(8)	60	35.3	35%	120	1.00(1)	5
6	Townhouse	4.3	28	1.7	60%	56	13.0	30%	140	0.50	3
7	Townhouse	4.9	32	1.7	60%	64	13.1	30%	160	0.50	3(4)
8(7)(9)	Townhouse	6.5	42	2.0	30%	42	6.5	20%(3)	126	0.35	2 1/2(4)
9(7)	Townhouse	7.7	59	2.0	30%	59	7.7	25%(3)	177	0.40	2 1/2
10a(6)(7)	Townhouse	1.0	8	2.0	30%	7	7.0	30%	21	0.35	2 1/2(4)
<b>TOTAL</b>		<b>40.6</b>	<b>364</b>	<b>201</b>		<b>565</b>	<b>13.8</b>		<b>1,381</b>		

NOTES:

- (1) 3,500 sq. ft. of neighbourhood retail permitted additional to the residential component.
- (2) All parking above municipal requirements to be underground or under unit.
- (3) Covenanted open space interface within Area 8 is 3.08 acres and within Area 9 is 2.42 acres.
- (4) Area indicated on Sketch 1 along the western and southern frontages of the site to be maximum 2 storeys.
- (5) Areas 1a, 1b, 2a and 2b also considered suitable for senior citizens housing (subject to recognized program).
- (6) To be developed in conjunction with Area 10b utilizing same criteria as for Area 10a.
- (7) Areas 8, 9 and 10 suited to large units.
- (8) All parking for Areas 1b, 2b, 4(a & b) and 5(a & b) to be underground not under unit.
- (9) Area 8 to accommodate an access drive protected by public easement for maintenance of the ponding system.

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**SCHEDULE II - OAKALLA DEVELOPMENT PLAN  
SUMMARY OF DEVELOPMENT PLAN STATISTICS**

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Preliminary Gross Site

- B.C.B.C.-owned - Areas A, B, C, & D	+ 67.9 acres	<b>145</b>
- Municipally-owned - Area E (gross area) (previously identified net area of Area E is 3.6 acres)	+ 5.0 acres	
- Deer Lake Park Dedication - Area A	- 17.9 acres	
- External Road Dedications		
(4.4 acres off BCBC property and 1.6 acres off Municipal property)		
- Royal Oak Avenue	4.5 acres	
- Oakland Street	1.5 acres	
	- 6.0 acres	

OAKALLA DEVELOPMENT PLAN SITE + 49.0 ACRES

DEVELOPMENT PLAN STATISTICS	SUB-AREA ACRES	COMPONENT TOTALS
PARK AREAS		
- P1	1.1 acres	
- P2	1.3 acres	
- P3	0.8 acres	
		3.2 acres
ROADS		
- Loop Road	4.4 acres	
- Access to Oakland Street	0.8 acres	
		5.2 acres
RESIDENTIAL		
A - north of Loop Road (covenanted buffer)	15.2 acres (5.5 acres)	
B - inside Loop Road	10.8 acres	
C - south of Loop Road	14.5 acres	
		40.6 acres
<b>TOTAL OAKALLA DEVELOPMENT PLAN</b>		<b>49.0 ACRES</b>



SCHEDULE III - OAKALLA DEVELOPMENT PLAN

LISTING OF COMMUNITY FACILITIES

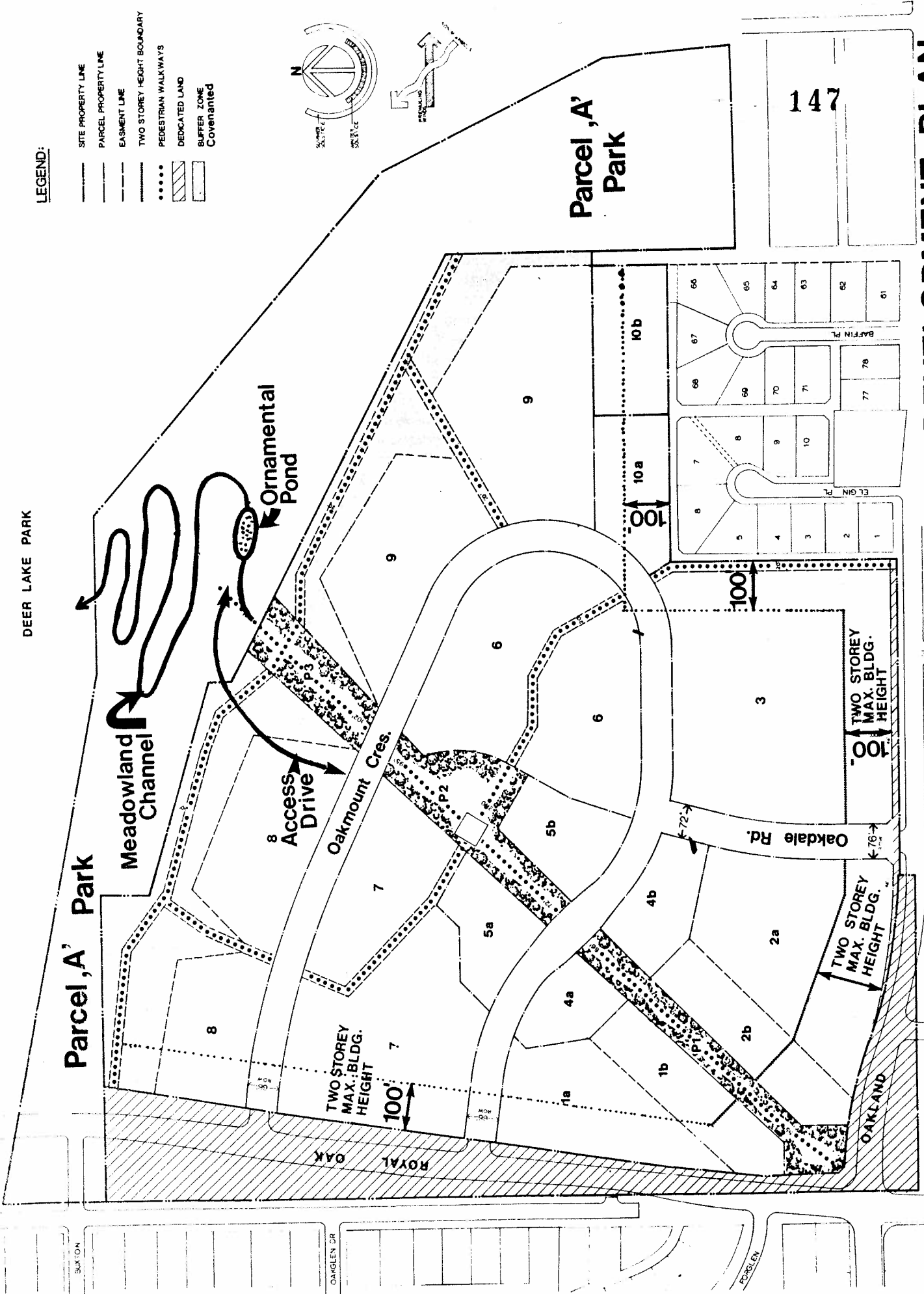
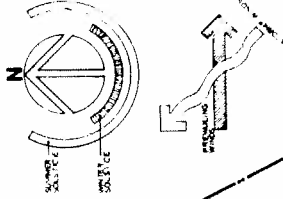
The following public facilities outlined under items 1 and 2 will be provided by the British Columbia Buildings Corporation; with items 3, 4 and 5 to be provided by the developers of individual sites. Public walkways within easements are to be constructed to Municipal Engineering Department standards. Development within the public park areas (P1, P2, P3 or Parcel A) require the approval of the Parks and Recreation Commission.

<u>DESCRIPTION</u>	<u>LOCATION</u>
1. <u>SPECIAL LINEAR PARKWAY DEVELOPMENT</u>	P1, P2 AND P3
<ul style="list-style-type: none"> <li>a) Walkway, steps, ramps</li> <li>b) Walls, retaining walls, bollards</li> <li>c) Plazas, look-out points</li> <li>d) Decorative fountain</li> <li>e) Special features retained from Oakalla building such as tower platform, formal granite entry stairs, and reuse of bricks</li> <li>f) Park shelter and benches</li> <li>g) Ornamental lighting</li> <li>h) Formal tree planting</li> <li>i) Grading, draining, filling and landscaping</li> <li>j) Retention of existing specimen trees</li> </ul>	
2. <u>NEIGHBOURHOOD PARK FACILITIES</u>	P2
<ul style="list-style-type: none"> <li>a) Small Adventure Playground</li> <li>b) Some facilities oriented to adults and seniors</li> </ul>	
3. <u>PUBLIC WALKWAYS WITH LIGHTING</u>	Within specific development sites.
4. <u>TOT LOTS</u> (Where warranted by the unit mix.)	Within individual development sites.
5. <u>NEIGHBOURHOOD RETAIL</u> (Maximum 3,500 sq. ft. total floor area.)	Areas 5a and 5b

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**LEGEND:**

- SITE PROPERTY LINE
- PARCEL PROPERTY LINE
- - - EASMENT LINE
- TWO STOREY HEIGHT BOUNDARY
- ..... PEDESTRIAN WALKWAYS
- ▨ DEDICATED LAND
- ▨ BUFFER ZONE
- ▨ Covenanted



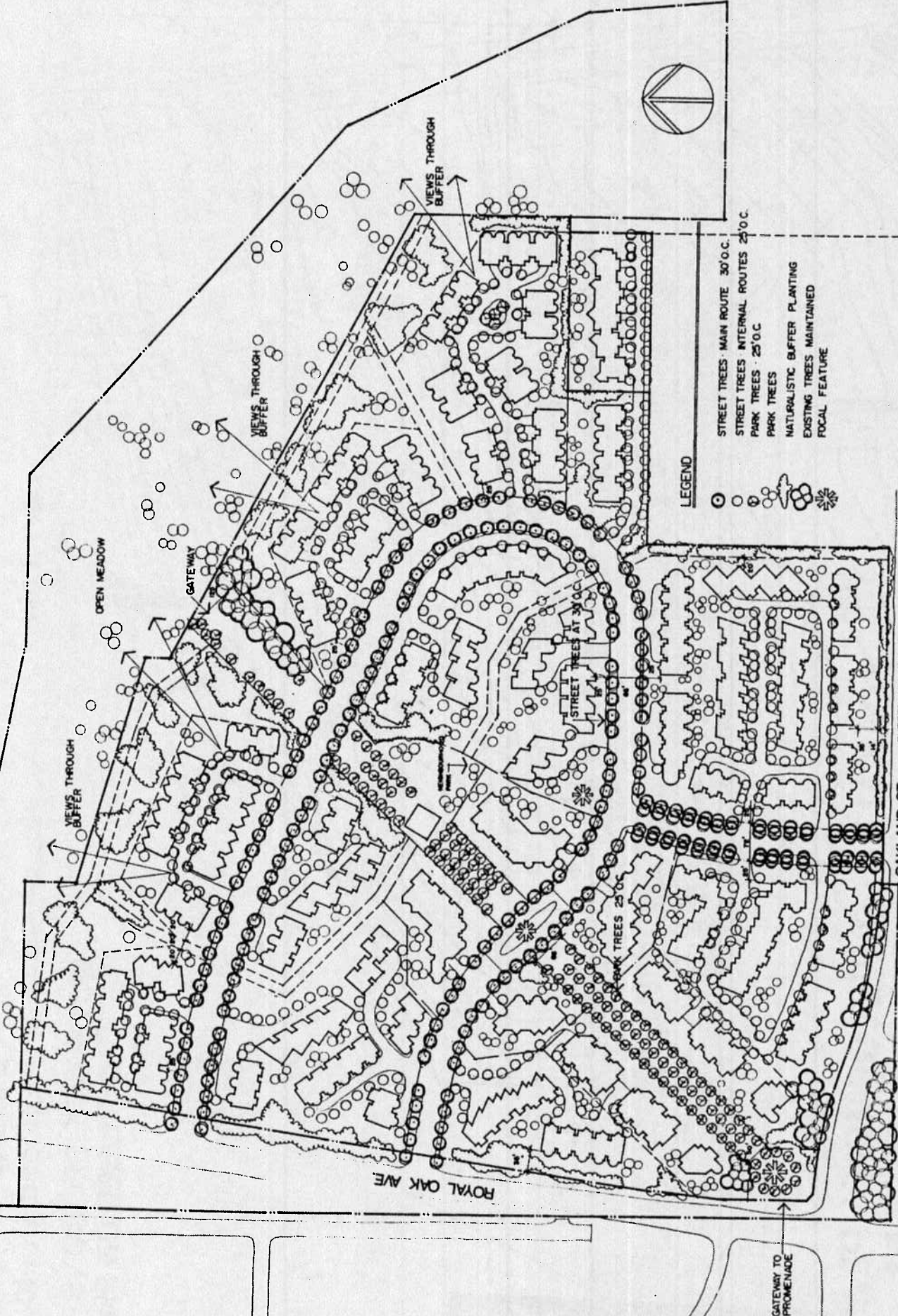
**OAKALLA DEVELOPMENT PLAN**  
 Sketch 1

GRAPHIC SCALE IN FEET

PEARL AVE  
 SELMA AVE  
 DENBIGH AVE  
 FERRIS

DEER LAKE PARK

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**OAKALLA DEVELOPMENT PLAN**  
 Sketch 2

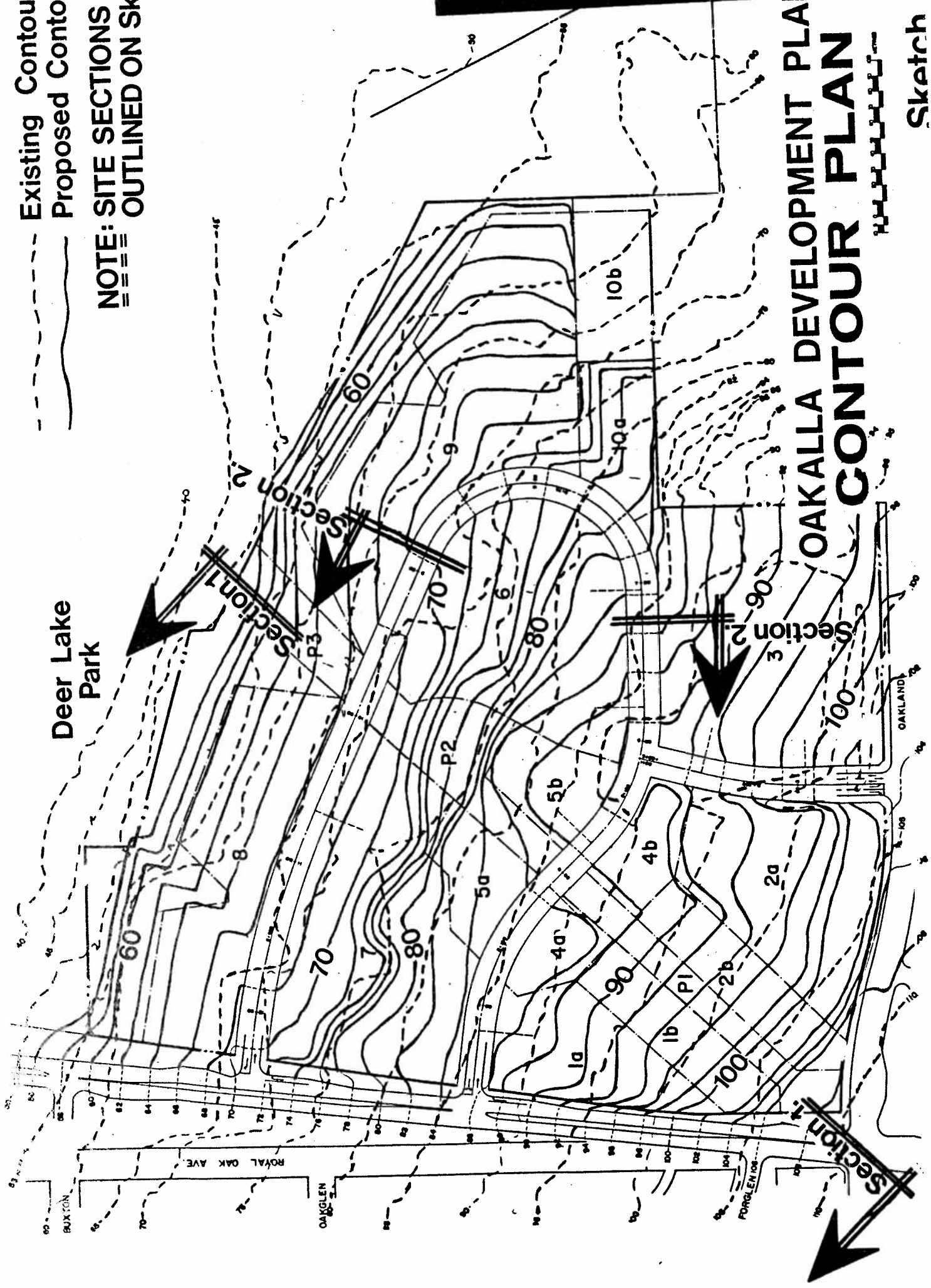


Existing Contours  
 Proposed Contours  
**NOTE: SITE SECTIONS ARE  
 OUTLINED ON Sketch 4.**

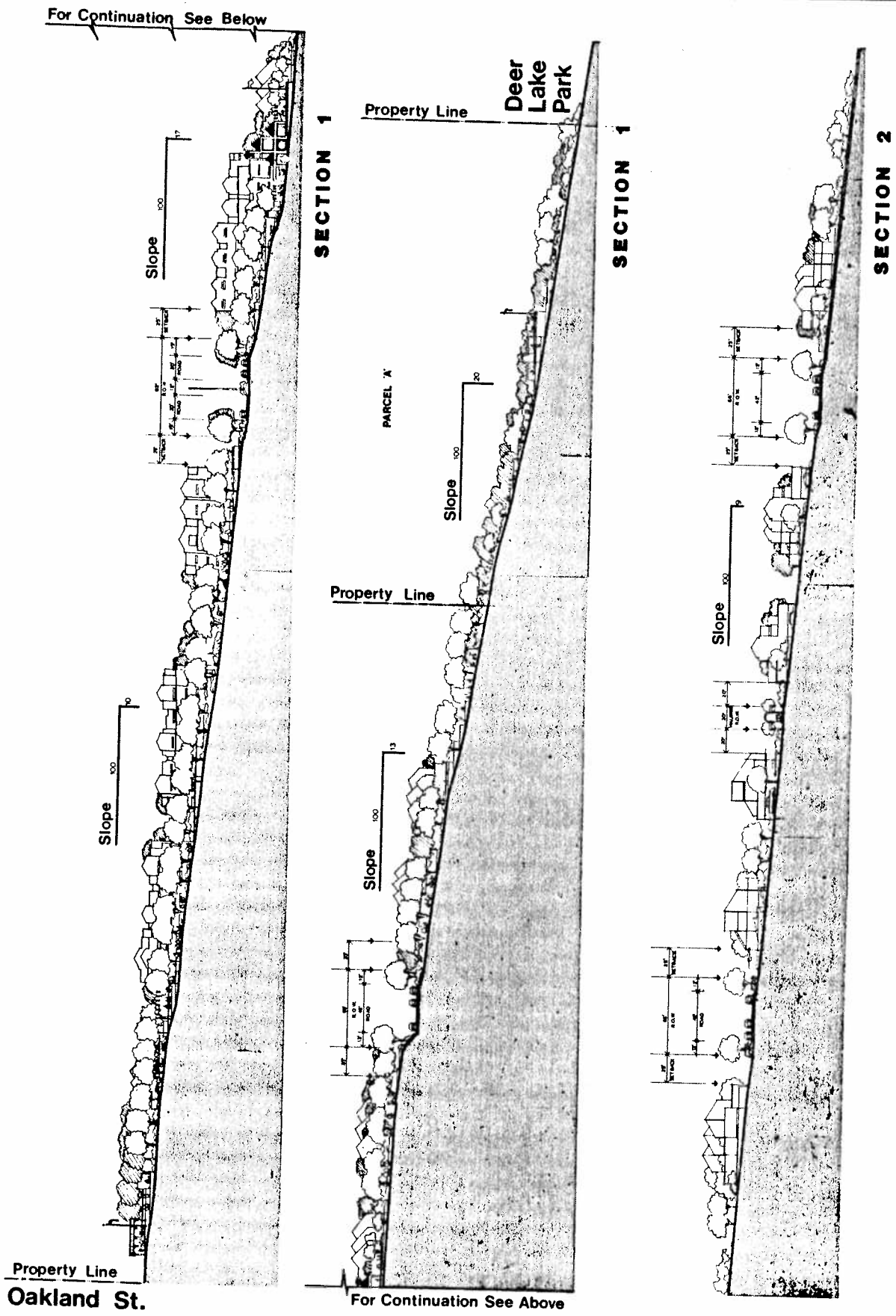
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**OAKALLA DEVELOPMENT PLAN  
 CONTOUR PLAN**

Sketch 3



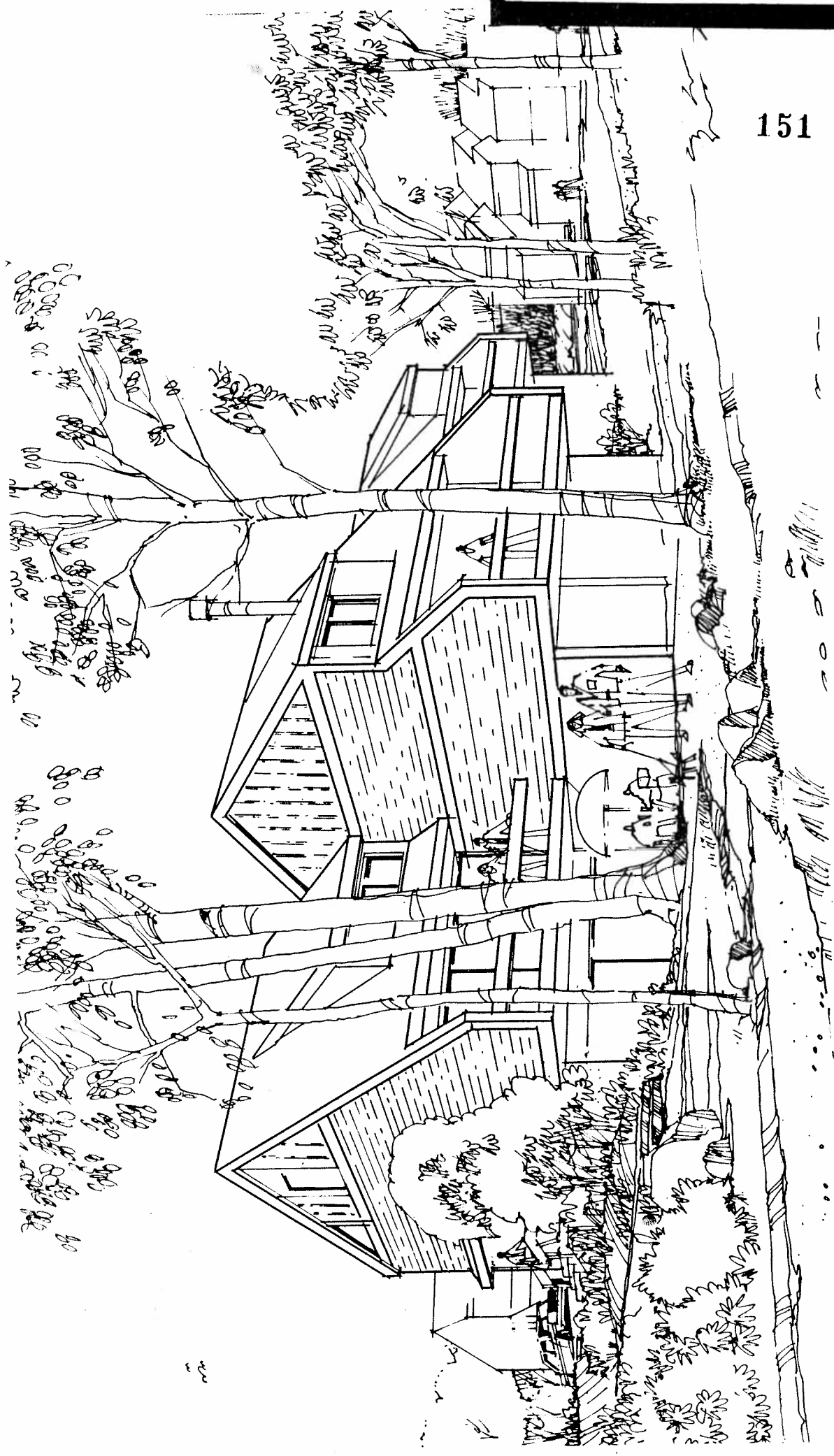
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**SITE SECTIONS**

**Sketch 4.**

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**PERSPECTIVE SKETCH OF TOWNHOUSES**

**Sketch 5.**

# Preliminary Intersection Diagrams Oakalla Development Plan

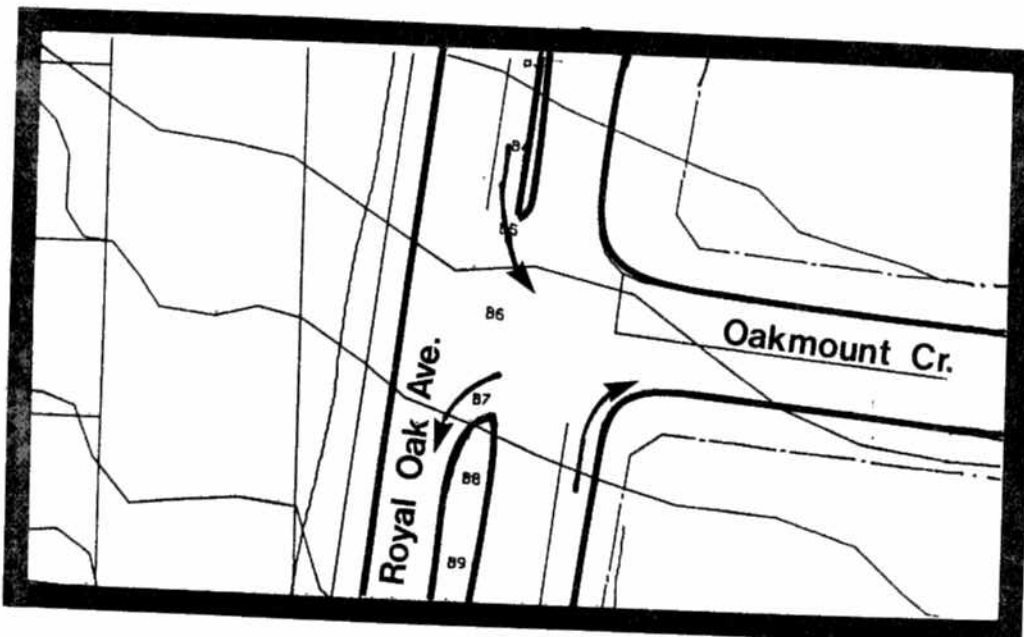


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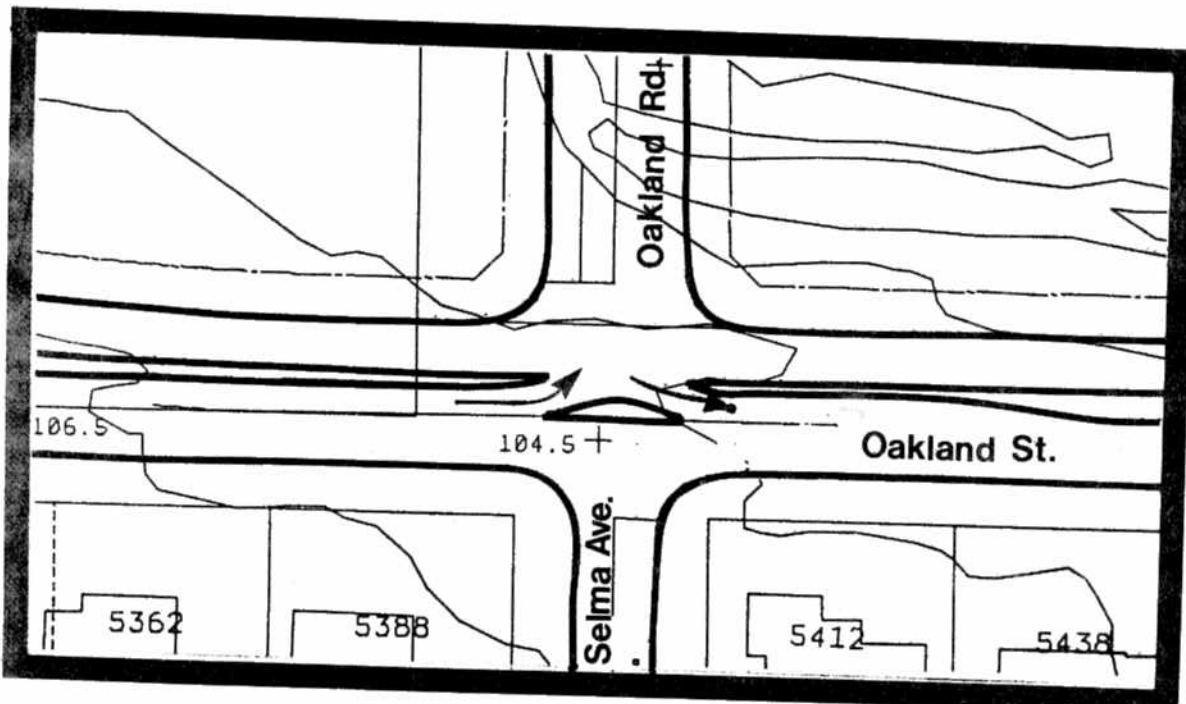


**Oakmount  
at Royal Oak  
(northern access)**

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**Oakmount  
at Royal Oak  
(southern access)**



**Oakdale at Oakland**

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# OAKALLA DEVELOPMENT PLAN

Storm Water Management And Treatment System

Norecol Environmental Consultants Ltd.

Sketch 7 153

