

TO: MUNICIPAL MANAGER 1990 JUNE 19

FROM: DIRECTOR PLANNING & BUILDING INSPECTION

SUBJECT: REZONING REFERENCE #100/89
OAKALLA DEVELOPMENT PLAN AREA
5700 AND 5964 ROYAL OAK AVENUE
Sketch A.

PURPOSE: To seek Council Authorization to forward this application to a Public Hearing on 1990 July 24.

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RECOMMENDATIONS:

1. THAT the adjustments to the Oakalla Development Plan, as outlined in Section 4.0 of this report, be approved.
2. THAT the developable portion of the Municipally-owned property at 5964 Royal Oak Avenue excluding those portions required for road dedications and parkland be transferred to the British Columbia Buildings Corporation for inclusion within the Oakalla redevelopment area, subject to the applicant pursuing the rezoning proposal to completion.
3. THAT a Rezoning Bylaw be prepared and advanced to First Reading on 1990 July 09 and to a Public Hearing on 1990 July 24 at 7:30 p.m.
4. THAT the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.
 - b) The deposit of sufficient monies to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to Municipal standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
 - c) The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.

- d) The submission of an undertaking to remove all existing improvements from the site within six months of the rezoning being effected but not prior to Third Reading of the Bylaw. In the event that existing improvements on the site are vacant and considered to be unsafe, unstable, and a hazard to life, the Fire Prevention Office may recommend immediate demolition of such improvements and removal of the resultant debris prior to Third Reading.
- e) The consolidation of the net project site into the parcels outlined in the attached Sketch 1.
- f) The granting of any necessary easements.
- g) The dedication of any rights-of-way deemed requisite.
- h) The undergrounding of existing overhead wiring abutting the site.
- i) The provision of public pedestrian walkway easements through the site and the construction of concrete walks and lighting to the approval of the Director Engineering.
- j) The retention of as many existing mature trees as possible on the site.
- k) The provision and development of the public park area over Areas P1, P2 and P3.
- l) The provision of a landscaped buffer within Areas 8 and 9 protected by Restrictive Covenant.
- m) The dedication of the approximately 17.9 acre Parcel A for inclusion in Deer Lake Park.
- n) Compliance with the Council-adopted sound criteria.
- o) The payment of full requisite Municipal taxes by the Provincial Government with respect to the subject site and development.
- p) Determination of a specific commitment of an offer by the Province to contribute funds to the Municipality for public amenities.
- q) Determination of a suitable storm water management and treatment system.

R E P O R T

1.0 REZONING PURPOSE

The purpose of the proposed bylaw is to rezone the subject lands in conformance with the Oakalla Development Plan and establish the major components of the Development Plan including the road network, parkland, and development areas.

2.0 BACKGROUND AND SUMMARY

The site currently accommodates the Lower Mainland Regional Correctional Centre (Oakalla) buildings which are planned to be phased out in 1991 Spring and subsequently demolished to accommodate residential development in line with the adopted Oakalla Development Plan. After extensive development in line discussions and public input at an Open House and a Special Public Meeting of Council, the Oakalla Development Plan was adopted by Council on 1989 August 08. Council received an initial rezoning report on 1990 January 22 and at that time authorized staff to work with the applicant towards the preparation of a plan of development suitable for presentation to a Public Hearing.

The applicant, the British Columbia Buildings Corporation (B.C.B.C.), has been pursuing this rezoning application so that extensive preliminary work can be done to enable residential development to proceed soon after the final phasing out and demolition of the Oakalla prison facilities. The intention is that all rezoning requirements would be pursued and virtually completed to Third Reading of the rezoning bylaw with advancement for consideration by Council of Final Adoption being quickly achieved at such time as the Oakalla prison is finally closed.

It would be appropriate to advance this rezoning to Public Hearing on the basis of the proposed adjusted Oakalla Development Plan outlined in Section 4.0 of this report and implementation of a road network, park dedication and development provisions, a subdivision creating 10 development areas, and a storm water management and treatment system in line with the Development Plan.

3.0 REZONING DESIGNATION

The subject rezoning encompasses:

Parcel F except part subdivided by Plan 56859, District Lots 83, 84, 93 and 94, Ref. Plan 55300;
Part of Parcel C (427684E), Group 1, District Lot 94.

The subject site is being rezoned:

From:	P6 Regional Institutional District and R4 Residential District
To:	CD Comprehensive Development District (based on Oakalla Development Plan guidelines) and P3 Park and Public Use District. (The P3 District will apply to Areas P1, P2 and P3 and to Parcel A, as outlined in Sketch 1).

4.0 ADJUSTMENTS AND REFINEMENTS TO OAKALLA DEVELOPMENT PLAN

4.1 SITE CONFIGURATION ADJUSTMENTS

In conjunction with the rezoning process, a further detailed site survey regarding the existing grades and trees has been completed. A site tour was also conducted involving the applicant's landscape consultants and representatives of the Municipal parks and building inspection staff knowledgeable on landscape matters. As well the applicant's engineering consultant has pursued detailed analysis of the road system.

A number of groupings of outstanding tree specimens were identified in the heart of the site. It has also been considered more appropriate to follow the existing grade contours more closely in order to minimize disturbance of the site and minimize cuts and fills for roads.

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These two aspects warranted adjustments to the road alignments which do not change the road system concept but does provide for improved retention of existing vegetation.

The effect of the proposed road alignment adjustments has been to change the configuration of development areas generally in the south-west quadrant of the overall site.

These changes are reflected in the revised Schedules I and II, and revised Sketches 1 and 3 to the Oakalla Development Plan.

The various statistics remain true to the previous statistics with, for example, the proportion of townhouse and apartment components, the bedroom mix, and total number of units remaining unchanged. The relationship of the Development Plan to abutting areas remains unchanged. Minor adjustments to the text are necessary to conform with the revised schedules and sketches.

It is recommended that the revised Schedules I and II, and Sketches 1 and 3 be approved.

4.2 NON-MARKET HOUSING SITES

The current Development Plan indicates that 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). It was also noted that the uphill sites most proximate to the Oakland Street/Royal Oak Avenue intersection, Sites 1a and 1b (now revised to Site 1), 2a and 2b, are potentially considered appropriate for senior citizens housing sites. The Development Plan stated that "Staff will work with the developer/owners 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".

It is evident that through discussions with the applicant and with municipal social planning, specific target groups cannot be determined as the availability of senior government funding for non-market housing, one of the prime sources of support, is variable from year to year and cannot be accurately predicted.

However, the applicant has agreed to specifically designate 20% of the proposed units amounting to 113 units of the maximum allowable overall total of 565 units for non-market housing. Sites 2a and 2b amounting to 95 units will be specifically designated for non-market housing, with a proportion of the 23 units in Area 1 accommodating non-market units sufficient to comply with the requirement of 20% of the Oakalla site being allocated as non-market housing. Areas 1, 2a and 2b will also continue to be considered suitable for senior citizens housing. Although the density, building height and site coverage guidelines of the Development Plan will be maintained, the applicant has requested that some consideration be given to varying the unit types from the townhouse or low-rise apartment designations of the applicable areas if necessary to accommodate non-market use.

Restrictive covenants would be registered over Areas 1, 2a and 2b to protect the non-market housing designation of these areas. Minor adjustments would be made to Sections 5.8 and 5.9 of the Development Plan to reflect the outlined specific designation of non-market housing areas.

It is recommended that the revised Schedule I as it relates to refinement of the non-market housing component be approved.

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4.3 DEER LAKE WATER QUALITY CONTROL

The storm water management and treatment plan outlined in the Development Plan has been essentially reaffirmed. Further refinement of the system has been pursued. One specific adjustment to the system, which is considered an improvement, entails the provision of an interceptor settling tank at the bottom of the slope which will receive a feed from the emergency overflow pipe. It has also been determined that the access road to reach the retention tank and the settling pond to accommodate periodic maintenance should be desirably from the north through Deer Lake Park rather than from the south. Sketch 7 of the Development Plan has been revised to reflect these adjustments. Minor wording adjustment would be made to Section 6.0 of the Development Plan to reflect these revisions.

It is recommended that the revised Sketch 7 be approved.

A prerequisite to the subject rezoning will be the provision of detailed engineering and landscaped drawings related to the necessary works and the deposit of sufficient funds to guarantee their provision. Maintenance of the overall system including that within parkland is the responsibility of the developer until the last site has been developed.

It is also noted that storm water retention system provisions are required for each development site during construction.

5.0 GENERAL COMMENTS

5.1 PROVINCIAL CONTRIBUTION

In a 1986 August report 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". This matter has not been finalized as yet and is viewed as an item to be dealt with prior to finalizing the rezoning of the lands.

On 1990 March 10, a provincial public announcement by the Minister responsible for Oakalla Land Development had been made to provide \$1 million to assist in the cleaning up of Deer Lake. Official confirmation of this announcement has not been received. Further discussions will be pursued with the Province.

Confirmation of the provincial contribution will be obtained prior to finalization of the subject rezoning.

5.2 5964 ROYAL OAK AVENUE

As determined through a previous agreement and the formulation of the Development Plan, approximately 3.6 acres of Municipally-owned property at 5964 Royal Oak Avenue is to be transferred to B.C.B.C. for inclusion within the Oakalla redevelopment site. It is noted that the Municipality is obtaining from B.C.B.C. the extensive widenings required for the abutting major streets of Royal Oak Avenue and Oakland Street as well as 17.9 acres to be added to Deer Lake Park (Parcel A).

5.3 NEIGHBORHOOD PARKLAND AND PARKWAY

In consideration of the extensive parklands transferred to the Municipality in this area, specifically the 3.2 acres of neighbourhood oriented parkland including park development, the Parkland Acquisition Charge would not be levied against new housing development for the residential 40.8 acres encompassed by the Plan.

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A preliminary plan of development for the linear parkway and the neighbourhood park has been provided by the landscaping consultant in keeping with the Oakalla Development Plan. A fountain gateway feature at the Royal Oak Avenue and Oakland Street intersection leads to formal parkway grand stair features with double rows of trees down the slope transitioning into a more informal approach as the parkway nears Deer Lake Park. A water play area is indicated in the neighbourhood park as well as the retention of granite steps and the tower platform area of the existing Oakalla buildings.

A detailed plan of development for these park areas to the approval of the Parks and Recreation Department and the deposit of funds sufficient to guarantee their provision to the approval of parks and engineering staff will be determined prior to finalization of the rezoning.

5.4 LANDSCAPE BUFFER

A landscaped buffer area protected by covenant is to be provided along the northern portion of Areas 8 and 9 acting as a transitional area to the abutting Deer Lake Park. The deposit of sufficient funds by letter of credit will guarantee provision of appropriate buffer landscaping within the covenanted area.

5.5 WALKWAYS

Public walks with lighting to the approval of the Director Engineering to be provided within Areas 3, 6, 7, 8 and 9.

5.6 ROAD RIGHTS-OF-WAY

Extensive road right-of-way dedications are required related to the internal streets of Oakmount Crescent and Oakdale Drive, and the surrounding streets of Royal Oak Avenue and Oakland Street.

5.7 SERVICES

The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. The servicing requirements will include, but not necessarily be limited to, the following:

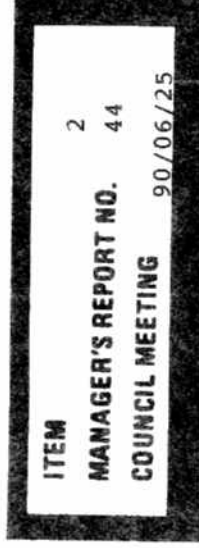
- a) Full standard road improvements to Oakland Street including intersection improvements at Selma Avenue. These works need to be completed prior to the start of site construction.
- b) Fifty percent (50%) of the cost of intersection and signalization improvements at Royal Oak Avenue and Oakland Street.
- c) Intersection improvements including median works of Oakmount Crescent at Royal Oak Avenue; and boulevard and buffer landscaping along the Royal Oak Avenue frontage.
- d) The provision of Oakmount Crescent and Oakdale Drive to the full standard.

6.0 CONCLUSION

The Oakalla Development Plan as adopted by Council on 1989 August 08 and as adjusted by this report constitutes the Comprehensive Development Plan encompassed by the subject rezoning bylaw.

The Development Plan accommodates 565 townhouse and low rise apartment units within areas encompassing 40.8 acres, extensive road dedications amounting to 11.2 acres and parkland amounting to 21.1 acres.

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Oakalla Development Plan
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The subject rezoning will also achieve the creation of the development areas, parkland and the road network in accordance with the Development Plan. The provision of services, roadworks, park development and landscaping, and a subdivision creating 10 development areas will also be achieved. The storm water management system would be put into operation through this rezoning.

Finalization of this rezoning is also subject to the final phasing out and closing of the Oakalla prison facilities.

It is recommended that this rezoning be advanced to a Public Hearing at this time on this basis.

A. L. Parr
Director Planning &
Building Inspection

KI:lf

Attachments: Schedules I and II

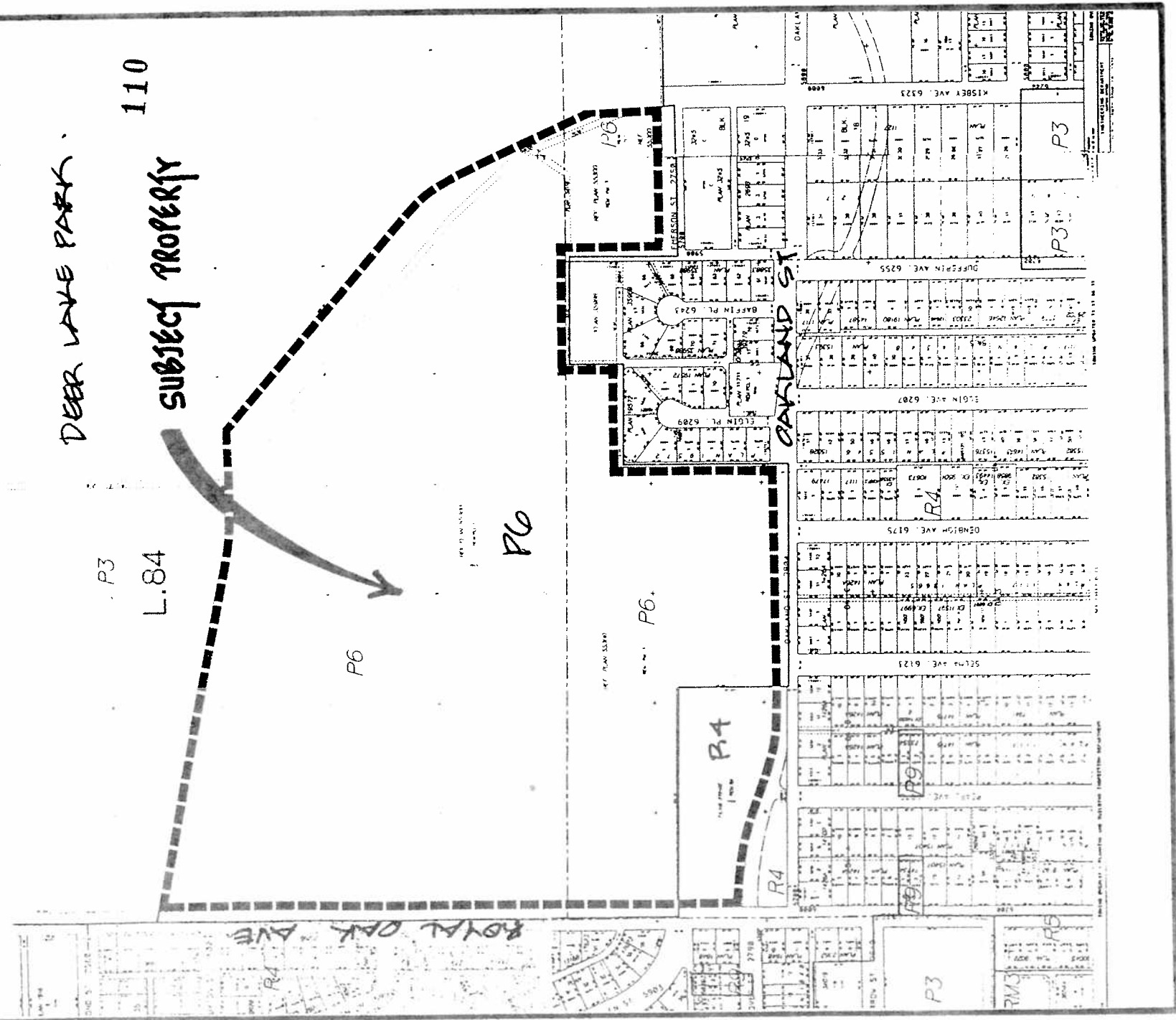
Sketches 1, 3 and 7
(Sketches numbered according to
those in Oakalla Development Plan)
Sketch A

cc: Municipal Clerk
Director Recreation & Cultural Services
Director Engineering
Municipal Solicitor

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FOR PROPOSED ZONING.
 SEE SKETCH 1.

- DEVELOPMENT AREAS TO CD.
- PARK & PARKWAY AREAS TO P3
- ROAD DEDICATIONS IN ACCORDANCE WITH ADJUTING ZONING.



Date:

1990 JANUARY

Scale:

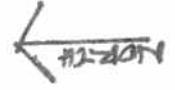
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Drawn By:



THE MUNICIPALITY OF
BURNABY
 Planning &
 Building Inspection
 Department

SKETCH A.

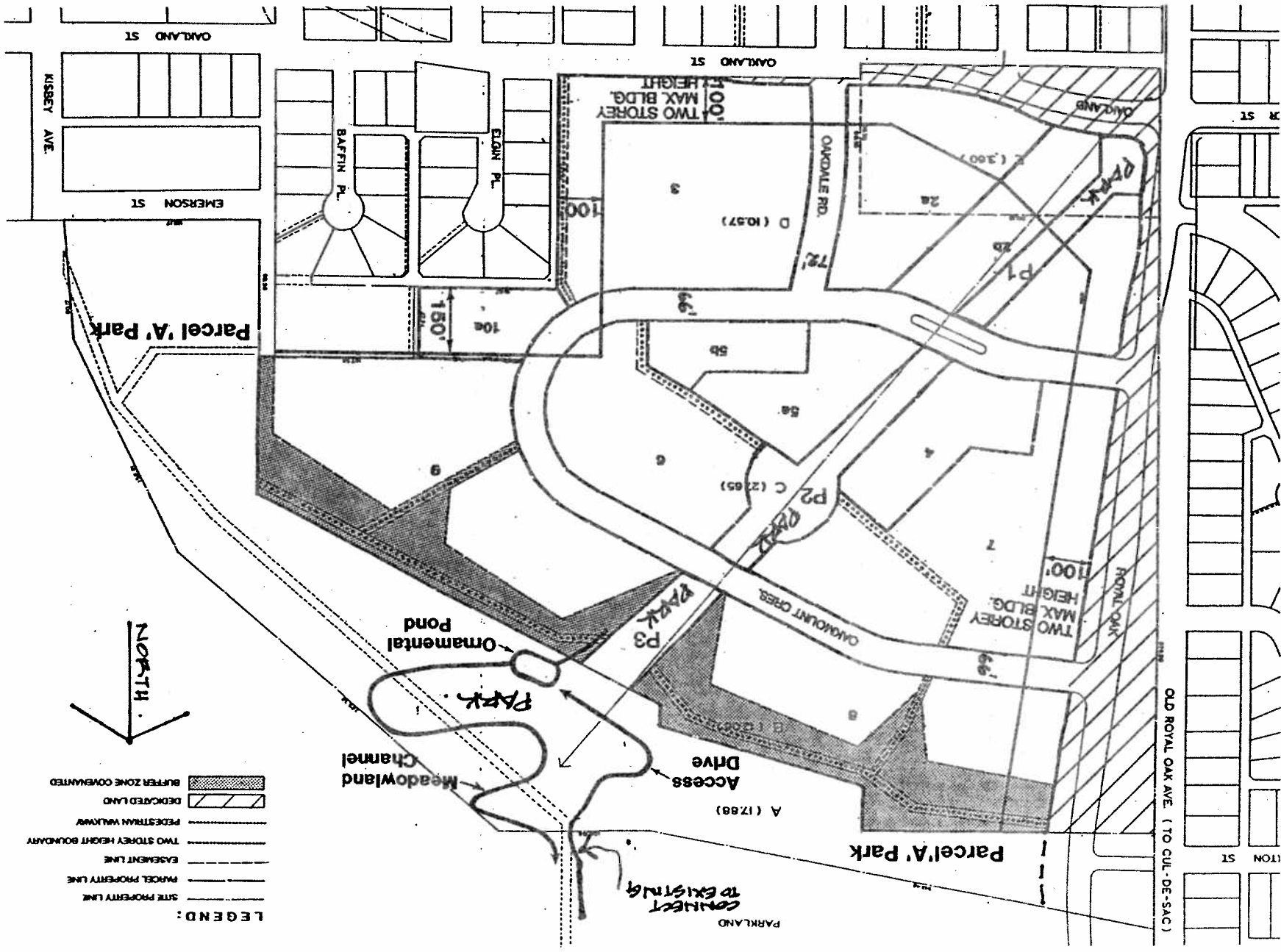


R.Z. # 100/89
 EXISTING ZONING.

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OAKALLA DEVELOPMENT PLAN

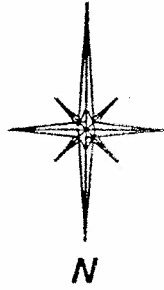
SITE DESIGNATIONS Sketch 1



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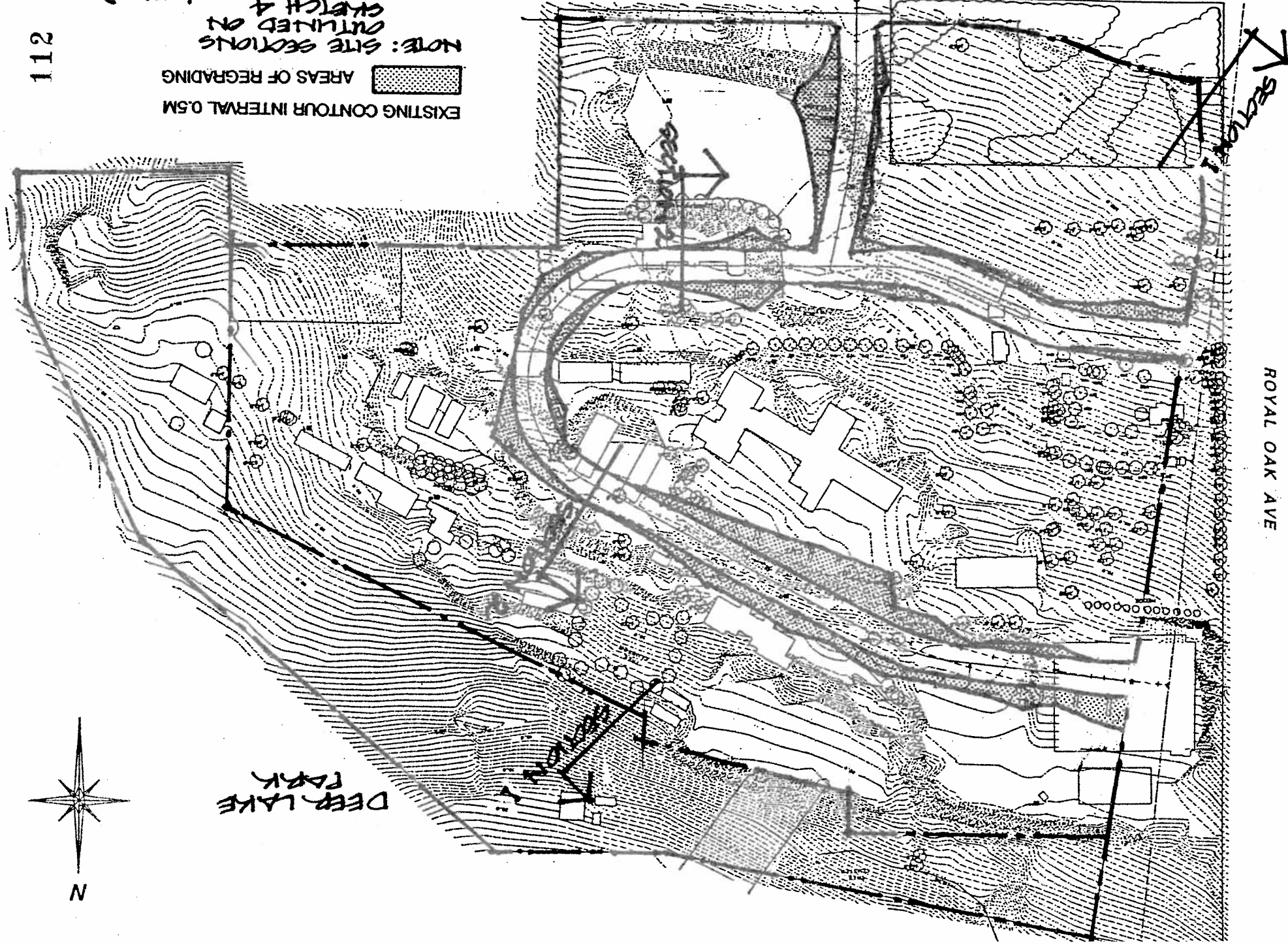
OAKALLA DEVELOPMENT PLAN

CONTOUR PLAN Sketch 3



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NOTE: SITE SECTIONS
OBTAINED ON
SKETCH 4
(of development plan).
EXISTING CONTOUR INTERVAL 0.5M
AREAS OF REGRADING

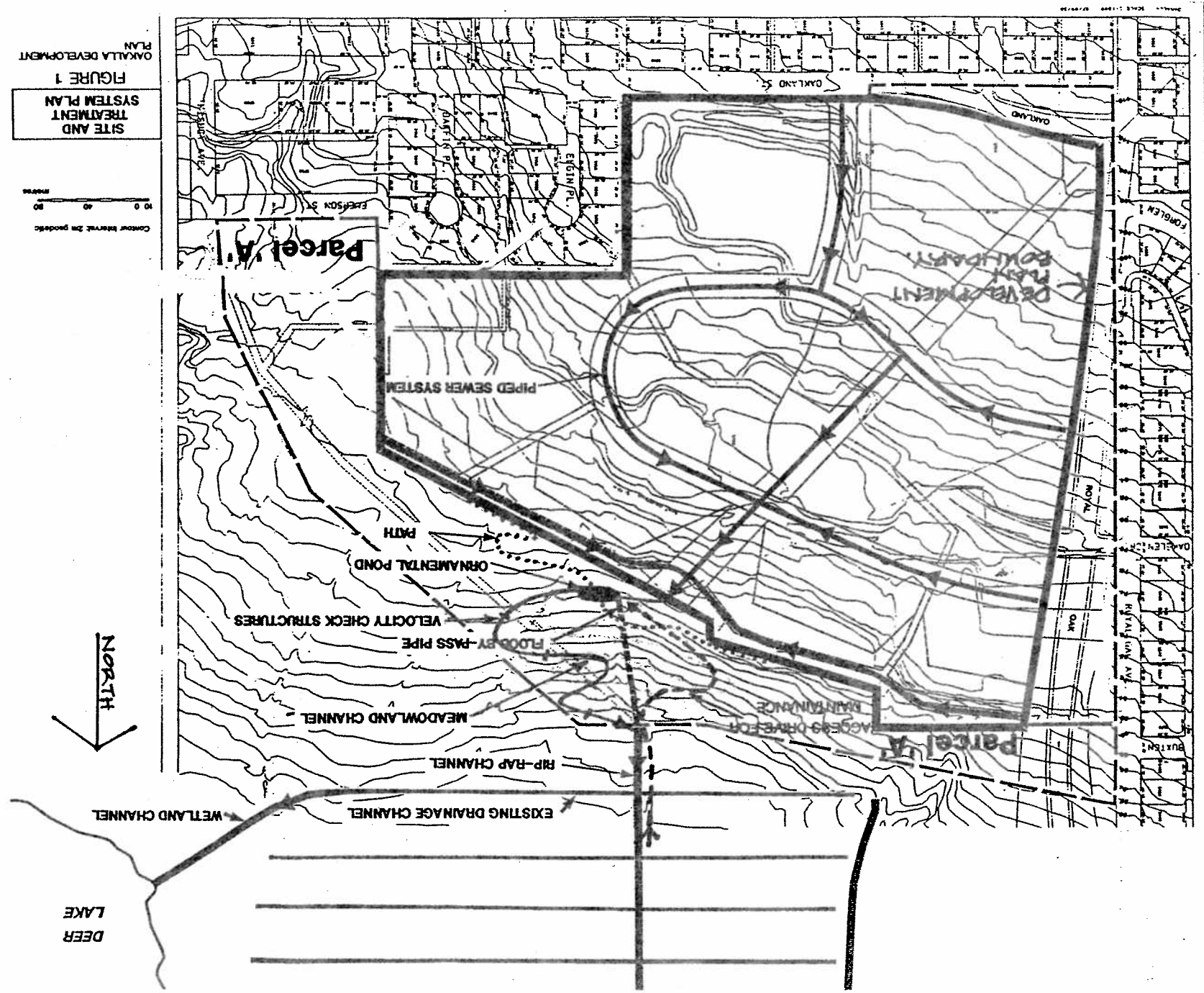


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OAKALLA DEVELOPMENT PLAN

STORM WATER MANAGEMENT AND TREATMENT SYSTEM

Sketch 7



Area No.	Description General Type	Net Area in Acres	Suggested Unit Mix	Min. Parking Spaces per Unit	Max. total Units	Units/net Acre	Max. site Coverage	Est. Pop.	Max. F.A.R.	Max. height in storey
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1 (5)	Townhouses (Part Non-Market)	1.5	23	1.7	45	15.0	30%	53	0.50	3 (4)
2a (5)	Townhouse (Non-Market)	3.0	45	1.7	45	15.0	30%	104	0.50	3 (4)
2b (5)	Low rise apartment (Non-Market)	1.7	50	1.5	50	29.4	35%	100	0.90	3 (4)
3	Townhouse (Non-Market)	5.8	54	1.7	84	14.5	30%	214	0.50	3 (4)
4	Low rise apartment	1.9	57	1.5	57	30.0	35%	114	0.90	4
a	Low rise apartment/commercial	1.7	60	1.5	60	35.3	35%	120	1.00 (1)	5
5b	Townhouse	1.0	15	1.7	15	15.0	30%	35	0.50	3
6	Townhouse	3.1	15	1.7	40	13.0	30%	105	0.50	3
7	Townhouse	5.9	45	1.7	82	13.9	30%	201	0.50	3 (4)
8 (7)	Townhouse	6.3	41	2.0	41	6.5	20% (3)	123	0.35	2-1/2 (4)(9)
9 (7)	Townhouse	7.9	61	2.0	61	7.7	25% (3)	183	0.40	2-1/2 (4)
10a (6)(7)	Townhouse	1.0	7	2.0	7	7.0	30%	21	0.35	2-1/2 (4)
TOTAL		40.8	364		201	565		13.8		1,373

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 within which patios will be permitted.
- (4) Area indicated on sketch 1 along the western and southern frontages of the site to be a maximum 2 storeys.
- (5) Areas 2a and b are designated non-market housing, with Area 1 accommodating a portion of the non-market units sufficient to comply with the requirement of 20% of the Dakala site being allocated to recognized program). The non-market unit types may vary to comply with the non-market use.
- (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 2b, 4 and 5a to be underground not under unit.
- (9) Where site is steeply sloped, a building may have a two storey face on the uphill side with a terraced three storey face on the downhill side.

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SCHEDULE II - OAKALLA DEVELOPMENT PLAN

SUMMARY OF DEVELOPMENT PLAN STATISTICS

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PRELIMINARY GROSS SITE

BCBC-owned - Areas A, B, C & D + 67.9 acres

Municipality-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	0.8 acres	
- P2	1.7 acres	
- P3	0.7 acres	3.2 acres

Roads

- Loop Road 4.2 acres
- Access to Oakland Street 0.8 acres 5.0 acres

Residential

- A - North of Loop Road 15.2 acres
- (Covenanted Buffer) (5.5) acres
- B - Inside Loop Road 13.6 acres
- C - South of Loop Road 12.0 acres 40.8 acres

TOTAL OAKALLA DEVELOPMENT PLAN

49.0 ACRES

