

ITEM 4
MANAGER'S REPORT NO. 40
COUNCIL MEETING 92/06/04

TO: MUNICIPAL MANAGER 1992 MAY 25
FROM: DIRECTOR PLANNING AND BUILDING
SUBJECT: REZONING REFERENCE #38/91

ADDRESS: 2548, 2654 EASTBROOK PARKWAY;
4510, 4536 AND 4642 STILL CREEK AVENUE;
PORTIONS OF ADJACENT B.C. HYDRO R.O.W;

LEGAL: LOTS 139 AND 140, D.L. 70 AND 124, GROUP 1, PLAN 56682;
LOTS 43 AND 44, D.L. 70, GROUP 1, N.W.D. PLAN 55092;
LOTS 133, D.L.'S 70 AND 73, GROUP 1, N.W.D. PLAN 51872;
PORTION OF B.C. HYDRO R.O.W., PLAN 6763, D.L. 124;
REM. 9, PLAN 1407, D.L. 70;
REM. 10, PLAN 1407, D.L. 70;

FROM: CD COMPREHENSIVE DEVELOPMENT DISTRICT

TO: "AMENDED" CD COMPREHENSIVE DEVELOPMENT DISTRICT
(BASED ON M5 OFFICE AND C3 HOTEL AND RECREATION CLUB
AND C3a SPECIALTY WINE STORE USES AND IN ACCORDANCE
WITH THE DEVELOPMENT PLAN ENTITLED "STILL CREEK PROJECT"
PREPARED BY THE HULBERT GROUP)

(SEE ATTACHED SKETCHES)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 1992 June 16.

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RECOMMENDATIONS:

- 1) THAT staff be authorized to bring forward for abandonment Amendment Bylaw No. 30/90, Bylaw No. 9397, Rezoning Reference #79/89, a predecessor of the current zoning application after Second Reading has been granted for this new rezoning proposal.
- 2) THAT the introduction of a Highway Exchange Bylaw be authorized according to the terms outlined in Section 5.5 of this report, contingent upon the granting by Council of First and Second Readings of the subject Rezoning Bylaw.
- 3) THAT a Rezoning Bylaw be prepared and advanced to First Reading on 1992 June 01 and to a Public Hearing on 1992 June 16 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.

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2.0 REZONING PURPOSE:

The intent of the proposed bylaw is to accommodate development of a suburban business centre with offices, a hotel and a recreation club.

3.0 NEIGHBOURHOOD CHARACTERISTICS:

The site proposed for rezoning is comprised of the presently undeveloped portion of the Eastbrook Executive Park industrial/office development as well as the parcel occupied by the racquet club/Keg restaurant facility (see attached sketch #1). The other two lots in the business park located to the north and west of the site are developed with two single-storey warehouse buildings.

The site is bounded on the north by the BNR railway line, on the south by the Still Creek watercourse and the Trans Canada Highway, on the east by a B.C. Hydro right-of-way and vacant Municipal lands and on the west by Willingdon Avenue. Across Willingdon Avenue to the west lies the Willingdon Business park area, a thirty acre partially developed office park owned by the Slough Estates.

The site is flat and has been cleared. The trees along Still Creek are located on Municipal lands.

4.0 BACKGROUND:

4.1 A comprehensive plan for Eastbrook Executive Park for the development of light industrial and office uses along with related facilities was prepared in 1975 and the site was zoned for comprehensive development as part of Rezoning Reference #62/75. To date, three buildings have been built, however soil stability problems have resulted in a delay in the development of further buildings on the site.

4.2 The previous owner of the site initiated a rezoning application in October 1989 (Rezoning Reference #79/89) in order to update the Comprehensive Development Plan as it relates to the establishment of revised Community Plan guidelines to reflect current market demand. This application did not include the developed parcel included in the current application. It was proposed that sites would then be made available for sale and development, and that upon preparation of a detailed architectural plan for each site, an amendment rezoning in keeping with the overall Community Plan guidelines would be prepared and pursued.

4.3 The previous rezoning for the overall Community Plan guidelines (Rezoning Reference #79/89) which was given Second Reading on 1990 June 11, is not being pursued. The current rezoning application was made on behalf of the new owners to provide for development of a suburban business centre with a hotel and club, and to examine the possible realignment of the Eastbrook Parkway/Still Creek Avenue roadway link.

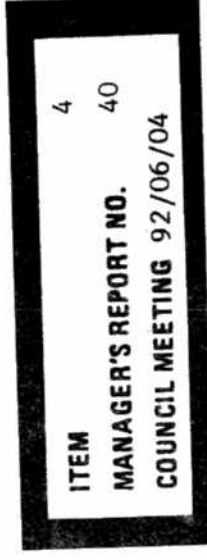
4.4 Council on 1991 November 18 authorized the Planning and Building Department to work with the applicant in the preparation of a suitable plan of development, with the understanding that a further and more detailed report would be submitted at a later date. The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

- 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 subdivision of the site into three legal parcels corresponding to the plan of development.
- e) The granting of any necessary easements.
- f) The dedication of any rights-of-way deemed requisite, including the required portions of B.C. Hydro property.
- g) The retention of as much existing vegetation as possible adjacent to Still Creek, and the submission of a written undertaking to ensure that all areas identified for preservation of existing vegetation are effectively protected by snow fencing or other approved physical containment during the whole course of site preparation and construction work.
- h) The development of a park area along Still Creek utilizing native vegetation, and incorporating an urban trail.
- i) Development of an urban trail link on statutory right-of-way between the Still Creek park corridor and Still Creek Avenue.
- j) The approval of the Ministry of Transportation and Highways to the rezoning application.
- k) Submission of an acoustical study for the hotel development.
- l) Registration of a covenant respecting floodproofing requirements.
- m) Submission of a geotechnical review of the proposed plan of development.
- n) Completion of an environmental site assessment to the approval of the B.C. Ministry of Environment, Lands and Parks and the Chief Public Health Inspector.
- o) Submission of an Environmental Consultant's report confirming compliance with the Environmental Guidelines attached as Appendix "A".
- p) Completion of the Highway Exchange Bylaw.
- q) Applicant's schedule for the construction phasing of the subject proposal.

REPORT

1.0 APPLICANT:

UMA Spantec Limited
3030 Gilmore Way
Burnaby, B.C.
V5G 3B4



5.0 GENERAL COMMENTS:

- 5.1 The subject site is being rezoned:

FROM: CD Comprehensive Development District

TO: "Amended" CD Comprehensive Development District
(based on M5 Office and C3 Hotel and Recreation Club and
C3a Specialty Wine Store uses and in accordance with the
Development Plan entitled "Still Creek Project" prepared
by The Hulbert Group).

- 5.2 The proposed land uses and form of development are considered to be supportive of the Municipality's development objectives for the site, and are generally consistent with the Community Plan guidelines established in conjunction with the previous rezoning application, Rezoning Reference #79/89.
- 5.3 The proposed plan of development is based on the subdivision of the site into three legal parcels as illustrated on attached sketch #2. This subdivision incorporates a realignment of Still Creek Avenue which is supported by Transportation Planning staff as outlined below:

In the Burnaby Transportation Plan, Still Creek Drive is a major industrial collector servicing developing office-industrial uses in the Central Valley area. Ultimately, it will provide a continuous route for local traffic extending from Boundary Road to Douglas Road and via Norland Avenue to Spratt Street. Remaining to be constructed is the section of Still Creek Drive from west of Willingdon and passing under Willingdon to connect with the existing Still Creek Avenue to the west. In conjunction with this development, Still Creek Drive has been realigned to provide a direct through route under the Willingdon Overpass. Previously, Still Creek Avenue connected with Eastbrook Parkway which was to loop under the overpass to connect with Still Creek Drive west of Willingdon. The more direct route provides a superior configuration emphasizing the function of Still Creek Drive as a major industrial collector. As a result of this redesign, through traffic on Still Creek Drive will be subject to fewer turning movements and potential intersection delay.

The existing constructed portion of Still Creek Avenue between Willingdon Avenue and Eastbrook Parkway would function as part of Eastbrook Parkway and should be renamed accordingly as a consequence of the proposed realignment of Still Creek Avenue.

- 5.4 The proposed subdivision and road realignment necessitates the acquisition of portions of B. C. Hydro right-of-way for inclusion in Lot #2 and road dedication. The applicant is pursuing negotiations with B. C. Hydro in this regard.
- 5.5 A Highway Exchange Bylaw is recommended to accomplish the required road closure and dedication for the proposed realignment of Still Creek Avenue (see attached sketch #2) as well as required Willingdon Avenue widening.

- 5.6 The applicant has indicated that a potential resubdivision of Lot 3 to create separate club and hotel parcels may be pursued in the future. Due to the integration of the club and hotel developments this should only be pursued following construction of the subject developments. Easements would be required for common elements such as vehicular circulation and landscape features.
- 5.7 The conceptual site plan for the proposed development is included as Sketch #3 which also illustrates the proposed landscaped garden/pool area for the recreation club/hotel site which occupies approximately one-third of Lot 3.
- 5.8 The plan of development incorporates the following minimum setbacks from property lines to buildings and parking driveway areas:

BUILDINGS PARKING/DRIVEWAYS

Willingon Avenue/ Eastbrook Parkway/ Still Creek Avenue	30 ft.	30 ft.
Still Creek Open Space Area	30 ft.	15 ft.
Burlington Northern R.O.W./ B.C. Hydro R.O.W.	20 ft.	8 ft.
Property lines between adjacent parcels	20 ft.	10 ft.
From the Urban Trail easement between Parcels	15 ft.	8 ft.

- 5.9 Structured parking for the office and hotel buildings has been designed as underground parking through the building up of grades and berming. Architectural screening is also utilized in the case of the recreation club structured parking. Trees and landscape islands are provided to visually break up surface parking areas which are also screened from public roadways by berming and landscaping.
- 5.10 A comprehensive sign plan for the overall development will be prepared in conformity with the Burnaby Sign Bylaw, for approval prior to completion of the rezoning.
- 5.11 The hotel units include a sitting room and a sleeping room as well as a bar counter with fridge, sink and microwave. No other cooking facilities are provided. The applicant has confirmed that the hotel will not be strata-titled.
- 5.12 The Acting Chief Public Health Inspector has recommended that an acoustical study be pursued for the hotel in view of vehicle noise from Highway #1 and Willingdon Avenue.
- 5.13 The applicant advises that it is planned to incorporate the concrete parking slabs and suspended slab of the existing Olympic/Keg building into the recreation club. The existing superstructure will be removed and a new structure built around and over the portion that remains. The extent to which the existing structure remains will be subject to economic and practical considerations of meeting structural and code requirements. These evaluations will be carried out as part of the detailed engineering design process.

5.14 The subject site is considered environmentally sensitive due to the proximity of Still Creek, as well as flooding and soil stability problems, and the Municipal Council's Environment and Waste Management Committee has expressed concerns about potential environmental impacts of development. The Environmental Guidelines attached as Appendix "A" have been prepared by staff to address these issues in development of the site. A number of consultants' reports have been and are being pursued by the developer in this regard. These should be reviewed and co-ordinated by an environmental consultant for the developer, in order that a report confirming compliance with the Environmental Guidelines can be submitted to the Municipality.

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5.15 The site is subject to flooding. The applicant's consultant has recommended minimum habitable floor elevations of 15.74 m on the west boundary of the site decreasing to 15.54 at the east boundary of the site. All habitable floor levels will be constructed above these levels. The applicant's consultant has also provided the following further comments:

"It is assumed that some buildings will have parking one level below the lowest habitable floor. Building perimeters can be designed to exclude most surface water, and pumps can be provided to handle the remainder plus run-off from cars and foundation leakage. It may not be necessary to make the foundations completely water tight, but further consideration is recommended with respect to groundwater elevations and structural details."

In this regard, the applicant advises that underground parking areas developed below the recommended elevations will have openings below these elevations, but will be protected by berming, and that pumps will be provided.

A covenant should be registered on the site to ensure development floodproofing and avoid public liability.

5.16 Soils conditions on the site have been a problem in relationship to its development, existing servicing (for which remedial work is required), and stability of the Still Creek Channel. The G.V.S. & D.D. has advised that widening of the Still Creek channel adjacent to the site is required to reduce the frequency of flooding.

Given soils conditions, and to ensure co-ordination with on-site work in relationship to soils stability concerns and equipment access, it has been concluded that the channel widening should occur prior to or at the same time as the development of the subject site, and that the channel widening and bank stabilization should be designed and constructed by the developer in accordance with criteria established by the G.V.S. & D.D. and Burnaby. It is the developer's responsibility to pursue discussions and any required approvals from Fisheries authorities in this regard.

5.17 Due to soils stability problems on the site, special requirements for building and foundation design as well as grading and berming may apply. A geotechnical review of the proposed development plan to confirm feasibility and identify any special considerations or requirements is required.

- 5.18 All existing vegetation will be retained on the south side of Still Creek. Vegetation on the north side will be lost due to required creek widening, preloading and urban trail/service road construction. Some areas for preservation have been designated by the Landscape Architect. Municipal Council's Environment and Waste Management Committee has expressed a concern about the yellow iris at the western end of the creek and its potential to spread along Still Creek and cause infilling of the creek. This concern should be addressed by the developer's consultant.
- 5.19 The Director Engineering will be requested to prepare an updated estimate for all services necessary to serve the site, including but not necessarily limited to the following:
- Construction of Still Creek Drive (new alignment) as defined in the Transportation Planning Geometric Plan with separated sidewalks, street trees, boulevards and street lighting from the centre line of Willingdon Avenue to the east property line of Lot 2.
 - Reconstruction of the existing Still Creek Drive (to become part of Eastbrook Parkway) from Willingdon to Eastbrook Parkway including separated sidewalk on the south side, boulevard and street trees.
 - Construction of an Urban Tail cycle path on easement on the east side and a sidewalk on the west side of Eastbrook Parkway as defined in Transportation Planning the Geometric Plan.
 - Construction of a right turn lane on Willingdon Avenue to Eastbrook Parkway eastbound including separated sidewalk (linking to Still Creek Urban Trail) and associated median works.
 - Predicting for future signalization of the intersection of Still Creek Drive and Eastbrook Parkway and monies-in-trust for 50 percent of the costs of signalization.
 - Development of a 4 m (13 ft.) wide gravel pathway (joint use Urban Trail walkway/cycle path/G.V.S. & D.D. service lane) adjacent to Still Creek and a 4 m asphalt Urban Trail within a 9 m (30 ft.) wide easement linking up to the Eastbrook Parkway Urban Trail sidewalk and bicycle path.
 - Watermains, fire hydrants, storm and sanitary sewers as required.
 - Supplemental landscaping of the Still Creek open space area with native plant materials.
 - Widening of the Still Creek channel (cost-sharing to be recommended).
 - Stabilization of properties abutting the Still Creek watercourse.
 - Any other outstanding servicing still required in connection with the previous rezoning and subdivision of the site.
 - Upgrading/Relocation of existing services (cost-sharing to be recommended).

The Director Engineering will submit a report to Council with detail of the Municipal cost-sharing to be recommended for the items noted above.

- 5.20 The Still Creek pathway and the bicycle path and sidewalk along the Eastbrook Parkway will form important elements of the Burnaby Urban Trail system.
- 5.21 Ministry of Transportation and Highways approval to this rezoning is required. The Ministry has indicated that provision for construction of the Still Creek Avenue underpass link beneath Willingdon Avenue will be required in this regard. Municipal staff concur that this link is necessary for the development, and are pursuing soils studies, road design and necessary land acquisition for the required road link west of Willingdon Avenue.

6.0 DEVELOPMENT PROPOSAL:

6.1 LOT 1 - OFFICE

Net Site Area
(subject to survey) 1.312 ha (3.242 acres)

Site Coverage
(excludes underground and surface parking) 26 per cent

Gross Floor Area

Office "A" 2,415 m² (25,996 sq. ft.)

Office "B" 10,671 m² (114,865 sq. ft.)

TOTAL 13,086 m² (140,861 SQ. FT.)

Floor Area Ratio 1.00 maximum

Building Height

Office "A" 3 storeys

Office "B" 5 storeys (terraced)

Parking Required

- 1 space per 46 m² office G.F.A. = 285 spaces

Parking Provided

- 1 space per 36.7 m² office G.F.A. = 357 spaces

Loading Provided

3 spaces

Exterior Materials

blue/green solar glass curtain wall, anodized aluminium.

6.2 LOT 2 - OFFICE

Net Site Area
(subject to survey) 1.113 ha (2.792 acres)

Site Coverage
(excludes underground and surface parking) 26 per cent

Gross Floor Area

Office "C" 10,293 m² (110,797 sq. ft.)

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Floor Area Ratio 0.925

Building Height 4 storeys (terraced)

Parking Required

- 1 space per 46 m² office G.F.A. = 224 spaces

Parking Provided

- 1 space per 36.5 m² office G.F.A. = 282 spaces

Loading Provided 3 spaces

Exterior Materials blue/green solar glass curtain wall, anodized aluminium

6.3 LOT 3 - RECREATION CLUB AND HOTEL

Net Site Area 4.273 ha (10.558 acres)
 (subject to survey)

Site Coverage (Building) 31 per cent

Gross Floor Area

- Recreation Club 13,325 m² (143,434 sq. ft.)

- Hotel 16,247 m² (174,887 sq. ft.)

TOTAL 29,572 m² (318,321 SQ. FT.)

Floor Area Ratio 0.692

Building Height

- Recreation Club 3 storeys

- Hotel 6 and 9 storeys

Parking Required

Recreation Club

- Restaurant/Lounge - 100 seats = 20 spaces

- Meeting Rooms - 313 m² = 35 spaces

- 6 tennis courts = 30 spaces

- 2 racquetball courts = 8 spaces

- 6 squash courts = 18 spaces

- Remaining Club₂ G.F.A. 8,790 m² = 191 spaces

SUB-TOTAL 302 SPACES

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<u>Hotel</u>	
- 237 units	= 237 spaces
- Restaurant/Lounge	= 47 spaces
- Meeting Rooms -	= 58 spaces
- Retail -	= 4 spaces
93 m ² net	
SUB-TOTAL	346 SPACES
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TOTAL PARKING REQUIRED 648 SPACES

Parking Provided

- Recreation Club	303 spaces
- Hotel	<u>346 spaces</u>

TOTAL PARKING PROVIDED 649 SPACES

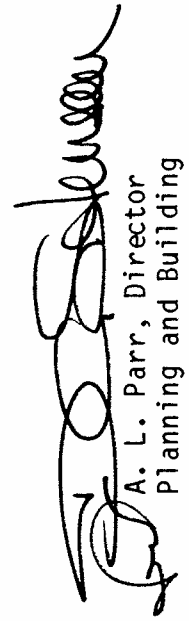
Loading Provided

- Recreation Club	3 spaces
- Hotel	<u>3 spaces</u>
TOTAL	6 SPACES

Exterior Materials

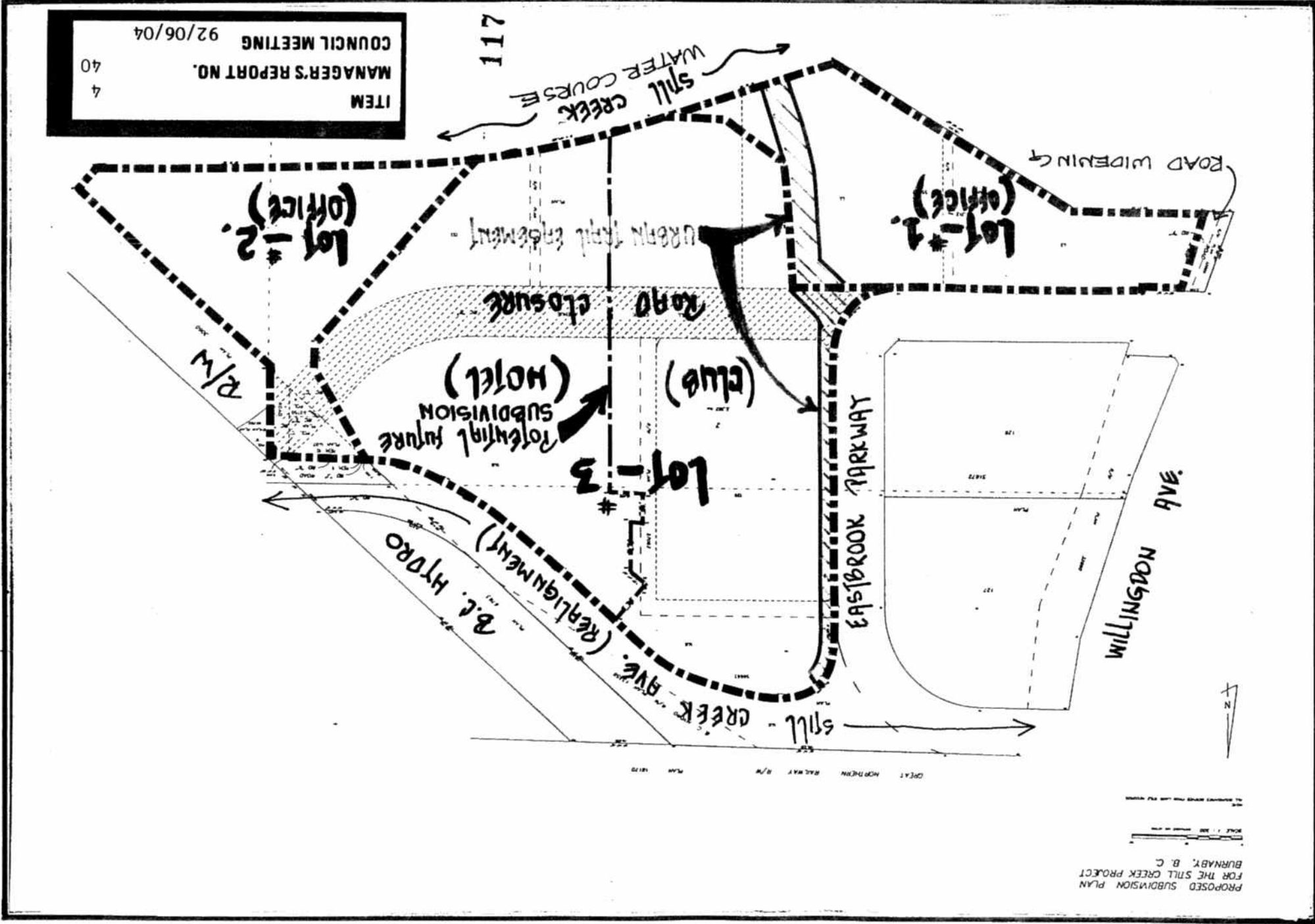
- Recreation Club	Concrete masonry, precast concrete, standing seam and prefinished metal roofs, solar glass curtain wall.
- Hotel	Concrete masonry, precast concrete, curtain wall.

RR:ap


 A. L. Parr, Director
 Planning and Building

Attach.

cc: Director Engineering
 Municipal Clerk
 Municipal Solicitor
 Chief Building Inspector
 Director Recreation and Cultural Services



PROPOSED SUBDIVISION PLAN
 BURNABY, B. C.

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Date: MAY 1992
 Scale: N:1.5
 Drawn By: J.P.C.



RZ # 38/91
 PROPOSED SUBDIVISION



SKETCH #2

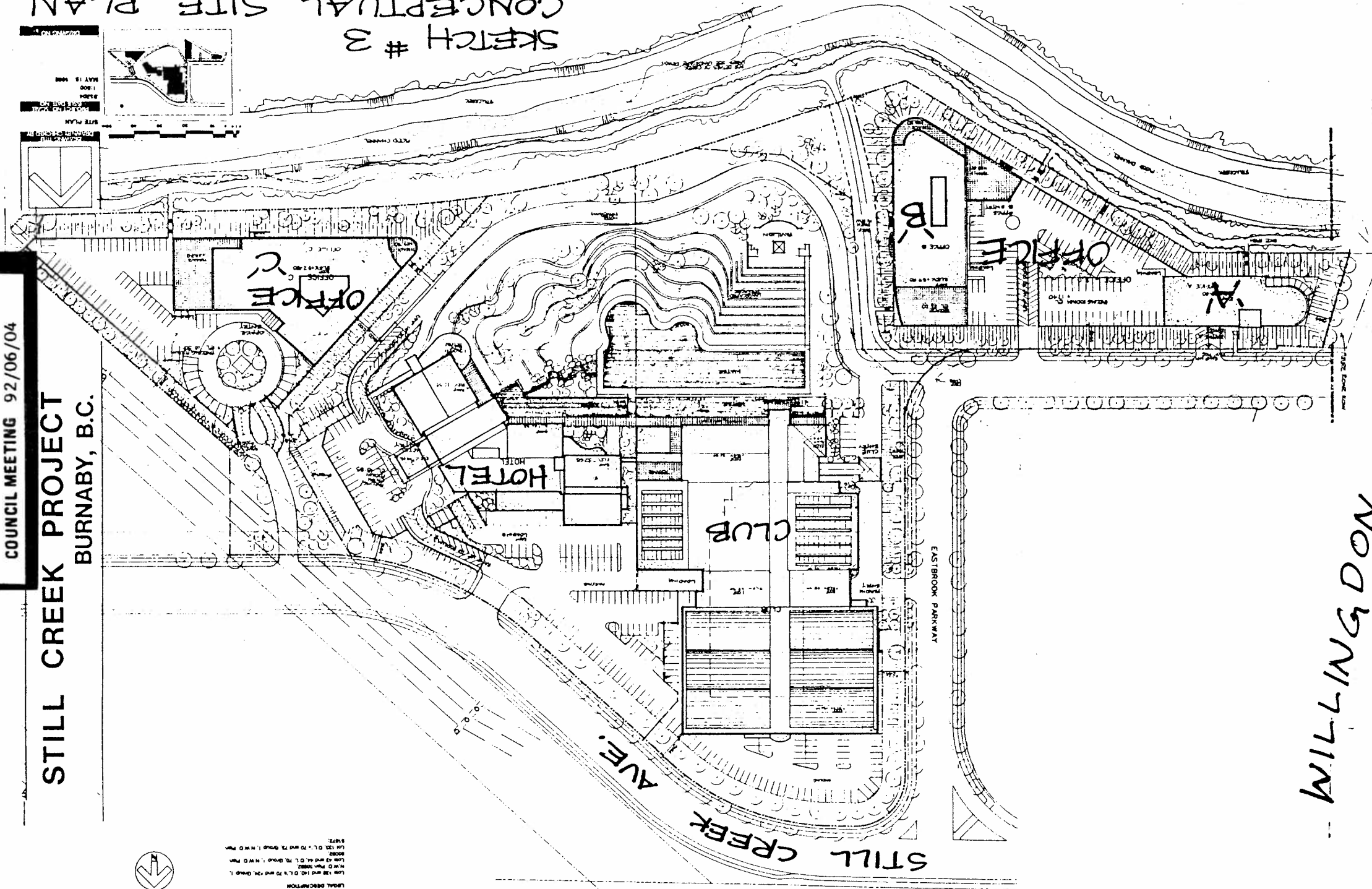
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STILL CREEK PROJECT
BURNABY, B.C.

SKETCH # 3
CONCEPTUAL SITE PLAN



LEGAL DESCRIPTION
L008 138 AND 140 O.L.V. 70 AND 72A, GROUP 1, H.W.O. PLAN
L008 138 AND 140 O.L.V. 70 AND 72A, GROUP 1, H.W.O. PLAN
L008 138 AND 140 O.L.V. 70 AND 72A, GROUP 1, H.W.O. PLAN
L008 138 AND 140 O.L.V. 70 AND 72A, GROUP 1, H.W.O. PLAN



APPENDIX 'A'

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ENVIRONMENTAL GUIDELINES

RZ #38/91: 2548, 2654 EASTBROOK PARKWAY AND
4510, 4536 AND 4642 STILL CREEK AVENUE

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Background

Still Creek and the adjacent naturally vegetated banks provide food, shelter and/or nesting places for a variety of wildlife species. The creek and vegetated banks also provide a habitat corridor that permits wildlife to move through parts of the Burnaby Lake watershed. Historically, creeks and streams in the Burnaby Lake watershed including Still Creek supported wild salmon stocks. Considerable effort has been invested by citizens groups and government agencies in restoring habitat in many of these creeks and re-establishing salmon populations. The potential exists to re-establish Still Creek as a salmon stream if the creek is maintained in a natural condition and regional efforts to improve the quality of storm water run-off are pursued. It is important that any development in the vicinity of Still Creek be compatible with the potential of the creek to support salmon in the future.

Improvements to Still Creek

Because of a history of flooding problems in the area, the GVS&DD considers it necessary to widen the Still Creek channel adjacent to RZ #38/91. It is proposed that improvements to Still Creek be undertaken in conjunction with the development of the site. In order to minimize short and longer-term environmental impacts to Still Creek and associated fish and wildlife habitat, environmental considerations must be integrated into the design, construction and maintenance of improvements to Still Creek. Environmental guidelines for design and construction are outlined here.

1. Design Guidelines (Still Creek Corridor)

- A. Conduct a tree survey (species, location, condition, size, etc.) of the site prior to beginning design
- B. Minimize disturbance to the creek banks by:
 - locating channel widening required for creek improvements on the north side of the creek adjacent to areas that will be disturbed by site development activities and avoiding any disturbance of the southern creek bank and vegetation
 - developing a channel alignment that retains significant stands of trees and other existing vegetation where possible
 - developing a trail alignment/maintenance access that is set back from the top of bank
- C. Design a vegetation protection plan and revegetation scheme that protects and enhances fish and wildlife habitat by:
 - retaining mature trees and other existing vegetation wherever possible
 - reusing vegetation from the area of channel widening for buffer zones and on site landscaping

- using a variety of native plant materials (i.e. alder, willow, blackberry, salmonberry, ferns, etc.) to revegetate the site
- using suitable plantings to stabilize the creek banks, provide shelter and shading
- D. Design maintenance access that will allow routine maintenance to be undertaken with minimal disturbance to creek/bank vegetation (Note: maintenance access to meet design specifications provided by the GVS&DD in consultation with Burnaby)
- E. Ensure that maintenance access is compatible with the public pathway

2. Construction Guidelines

- A. Obtain agency approvals (e.g. Fisheries) for timing and methods of construction of creek improvements
- B. The property owner, developer and/or contractor shall ensure that during the construction of any roads, services, site works, and/or building structures, each of the construction sites/areas must be drained to temporary detention/settling basins to prevent the release of silt, raw concrete leachate and other deleterious substances into any ditch, storm sewer system or directly to Still Creek.

A detailed plan of an engineered system must be submitted for approval to Burnaby Environmental Health Services. It is the responsibility of the proponent to provide adequate ongoing maintenance to ensure the effectiveness of such system.

- C. During the construction, contractors, developers and management companies shall comply with regulation pursuant to the Burnaby Noise or Sound Abatement Bylaw.

No person shall commence any activities related to construction of any building or structure and/or excavate or place fill on land before 07:00h or after 22:00h from Monday to Saturday or before 09:00h or after 22:00h on Sundays.

3. Quality and Management of Surface Run-Off from the Site

- A. All floor drains within the buildings must be connected to sanitary sewer. Interceptors prior to discharging to sanitary sewer may be required in certain operations.

- B. The loading and/or parking lot areas must be graded to provide a drainage to an oil interceptor prior to discharging to the storm sewer and/or open ditch.

- C. Grass swales should be incorporated into the design of water features to reduce pollution loadings in storm run-off wherever possible.

4. Soil and Groundwater Contamination

- A. Due to the past use of the subject site, an environmental (soil and ground water) assessment must be conducted in accordance with the requirements of, and under the direction of the Ministry of Environment, Lands and Parks. A copy of this assessment must be submitted to the Ministry of Environment, Lands and Parks and Burnaby Environment Health Services for their review, comments and approvals.

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5. Soils Stability Issues

A. Due to history of stability problems on and adjacent to the site, geotechnical studies should be undertaken to ensure that the area is stable under various conditions including temporary construction, final design and earthquake.

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B. The proposed development plan should be reviewed in terms of soils stability to confirm that proposed building and parking structures, berming and other grading, servicing and creek widening are feasible. Any special considerations or requirements should be identified. A technical report should be submitted in response to this concern.

6. Flood Elevations - Risk Management Issues

A. A report outlining the proposed development's approach to floodproofing and flooding risk management should be submitted. Flood elevations should be determined and related to proposed building grades.

(rev. 1992/05/05)