

**TO:** CITY MANAGER 1997 MAY 21

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** REZONING REFERENCE #1/93  
WOODLAND DEVELOPMENT SITE  
BRENTWOOD - SUB-AREA 4

**ADDRESS:** 2316, 2378 Beta Avenue; 4756, 4766 and 4828  
Lougheed Highway; 2311 Delta Avenue

**LEGAL:** Parcel "E" (Reference Plan 5276), D.L. 124, Group 1,  
Except: Parcel 1 (Exp. Pl. 13194), NWD; Lot 2, D.L.  
124, Group 1, NWD Plan 3935; Lot 124, D.L. 124,  
Group 1, NWD Plan 36610; Parcel "One" (Exp. Pl. 13194)  
of Parcel "E" (ref. Pl. 5276), D.L. 124, Group 1, NWD

**FROM:** M2 General Industrial District and R3 Residential District

**TO:** CD Comprehensive Development District  
(based on C1 Neighbourhood Commercial District, RM3 and RM5  
Multiple Family Residential Districts and the Brentwood Town Centre  
Development Plan as guidelines, and in accordance with the Develop-  
ment Plan entitled "Woodland Development Site" prepared by James  
K.M.Cheng Architects Inc.) and the P3 Park and Public Use District.

**APPLICANT:** The Spaxman Consulting Group Limited  
1303 Homer Street, Vancouver, B.C. V6B 5M9  
(Attn: Mr. Ray Spaxman)

**PURPOSE:** To seek Council authorization to forward this application to a Public  
Hearing on 1997 June 24.

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**RECOMMENDATIONS:**

1. **THAT** a copy of this report be sent to the owners at 2150 Beta Avenue, 4710 and 4738 Lougheed Highway, and 2122, 2216 and 2350 Delta Avenue.

2. **THAT** the introduction of a Highway Exchange Bylaw be authorized according to the terms outlined in Section 4.2 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
3. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 1997 June 02 and to a Public Hearing on 1997 June 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 City 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 subdivision of the site to establish development parcels and the school/park component.
  - f. The granting of any necessary easements and covenants.
  - g. The dedication of any rights-of-way deemed requisite.
  - h. The undergrounding of existing overhead wiring abutting the site.

- i. The provision of a landscaped urban trail along the Lougheed Highway frontage protected by easement.
- j. The provision of a public pedestrian walkway easement and the construction of a concrete walk and lighting to the approval of the Director Engineering.
- k. The acquisition of the school/park designated portion of the site by the City.
- l. The retention of identified areas of existing trees on the site at this time with details of any specific areas of trees for final retention to be determined in conjunction with future detailed development rezonings.
- m. The provision and development of a public park trail area to the approval of the Parks and Recreation Department along the eastern border of the site and within the closed Delta Avenue right-of-way.
- n. Resolution of the status of existing drainage ditches on site and within the unopened Delta Avenue right-of-way.
- o. The approval of the Ministry of Transportation and Highways to the rezoning application.
- p. Compliance with the Council adopted sound criteria.
- q. Completion of the Highway Exchange Bylaw.
- r. The submission of the applicant's approach regarding affordable housing to the Housing Committee of Council for its consideration and resolution.
- s. The submission of a geotechnical study regarding the stability of the site to accommodate the proposed development to the approval of the Chief Building Inspector and the Director Engineering.
- t. Resolution of contamination issues related to the site due to previous uses and appropriate remediation measures, to the approval of the Ministry of Environment, Lands and Parks and Environmental Health Services.

## R E P O R T

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to rezone the subject lands in line with the Brentwood Town Centre Development Plan, to establish detailed residential development guidelines, to pursue servicing and subdivision to create the residential redevelopment sites, and to achieve the school/park site component of the subject lands.

### 2.0 BACKGROUND

On 1993 March 22, an initial rezoning report, Rezoning Reference #1/93, was considered by Council regarding the subject property encompassing approximately 23.2 acres, located on the south side of the Lougheed Highway between Beta and Delta Avenues. This rezoning application was made with the desire to pursue higher density development compatible with a strengthened and expanded Brentwood Town Centre. The report recommendation was that the subject rezoning application be held in abeyance pending consideration and approval by Council of the proposed revised and expanded Brentwood Town Centre Development Plan. Council tabled the rezoning report at that time.

On 1996 June 10, Council adopted a finalized Brentwood Town Centre Development Plan resulting from an extensive planning and public input process. General land use and road network concepts were established as part of the Development Plan. The subject 23.2 acre site is located in an overall block bounded by the Lougheed Highway, Delta Avenue right-of-way, the BNR railway line and Beta Avenue (see attached Sketch #1 and #2). This overall block as well as a further designated residential site on the east side of the Delta Avenue right-of-way would be developed as one of the new residential neighbourhoods in the town centre. The Development Plan, as indicated in Sketch #1, generally calls for the area to be developed for high-density multiple-family residential development in the northern portion adjacent to Lougheed Highway and for medium-density multiple-family development in the mid-portion of the area. The high-density development would include high-rise apartments while the medium density development could range from townhouses to low-rise apartments. A strong component of ground and street-oriented housing is called for. A small neighbourhood convenience commercial is expected to be provided. The large southern portion of the area is designated school/park site. A number of other Development Plan components related to the subject site include road network provisions, a north-south public pedestrian way to the Lougheed Highway, a park/trail along the closed Delta Avenue right-of-way, and an urban trail along the Lougheed Highway frontage and the Dawson Street school/park frontage.

The applicant has pursued a plan of development in line with the Brentwood Town Centre Development Plan that outlines a more detailed concept plan for the subject site, including a development concept for the balance of lands in this new neighbourhood. The concept plan is represented by the **attached** Sketches #4 and #5 and as more fully described in this report. The applicant has submitted a plan of development suitable for presentation to a Public Hearing.

### 3.0 A NEW NEIGHBOURHOOD

- 3.1 The further refinement of the Development Plan is outlined on the attached Sketches #4 and #5 for the approximately 37 acre block bounded by Lougheed Highway, Delta Avenue (and east side of Delta Avenue), BNR railway, and Beta Avenue. The purpose of the sketches is to illustrate appropriate development sites and building design approach for the redevelopment of the proposed new neighbourhood and of the subject lands being rezoned.
- 3.2 The revised road network in this overall block would include the Dawson Street Extension and Westminster Extension as well as the provision of a new north-south cul-de-sac to serve the new development sites - all road rights-of-way to be 76 ft. wide. Road widening is also required along Beta Avenue and the Lougheed Highway. Access to development sites is preferably from the cul-de-sac and Beta Avenue. All residential site densities are based on the net site areas after any road right-of-way dedications.
- 3.3 As indicated in Sketch #4, three development sites would be formed out of the Woodland lands through the subject rezoning. Sites 1 and 2 are high-density designated residential sites and Site 3 is a medium designated residential site. Neighbourhood convenience commercial is to be included as part of the Site 2 development. The Woodland lands south of Juneau Street (unpaved) and the Dawson Street Extension, some 12.75 acres shown hatched on Sketch #4 are part of the designated 9 acre park site (Site 4) and 6 acre school site (Site 5) as well as including future right-of-way for the Westminster Avenue Extension and a small portion of land isolated east of the Westminster Extension which would be consolidated in future with closed Delta Avenue right-of-way and lands to the east. This 12.75 acre southern portion is to be acquired by the City prior to the completion of the subject rezoning.
- 3.4 From the property at 2150 Beta Avenue, known as the Manulife lands, two residential development sites would be formed - Site 6 designated for medium-density development and Site 7 designated for high-density development. The detailed Site 6 and Site 7 site areas in line with the Brentwood Town Centre Development Plan would be determined in conjunction with a future detailed rezoning proposal. The portion of the Manulife lands south of the Dawson Street Extension is designated as part of the park site (Site 4) and school site (Site 5) and would be acquired by the City at a future date.

- 3.5 The small north-west portion of this overall block involves the properties at 4710 and 4738 Lougheed Highway that are owned by two private owners and would be consolidated with a closed portion of Sumas Street to the south to form the 1.4 acre Site 8 designated for medium density residential development.
- 3.6 The area to the east of the unopened Delta Avenue right-of-way involves the properties at 2122 and 2216 Delta Avenue and a small portion of 2350 Delta Avenue north of the Dawson Street Extension, all privately owned by one owner which would form the 1.8 acre Site 9 designated for medium-density residential development.
- 3.7 As the other properties within this overall block share property lines with the Woodland lands (a common cul-de-sac access in the case of the Manulife lands) and/or are part of a designated "neighbourhood", it is proposed that the owners at 2150 Beta Avenue and 4710 and 4738 Lougheed Highway and 2122, 2216 and 2350 Delta Avenue be sent a copy of this report.

The following non-specific comments are related to the subject rezoning application for the Woodland lands.

#### 4.0 GENERAL COMMENTS

- 4.1 Council has previously authorized the City Solicitor to negotiate the acquisition of the approximately 12.75 acres of Woodland property (see attached Sketch #4) south of the Dawson Street Extension which is primarily designated for park and school sites and the Westminster Avenue Extension. This acquisition will need to be achieved prior to the completion of this rezoning application.
- 4.2 To achieve the desired road network and development sites, a Highway Exchange Bylaw is proposed as outlined in Sketch #3 to exchange required road right-of-way dedications (Areas D, F, H and I) for closed redundant right-of-way (Areas E and G). The area to be dedicated exceeds the road rights-of-way to be closed and no compensation is indicated.

- 4.3 The Director Engineering will be requested to prepare an estimate for all services necessary to serve the site. The servicing requirements will include, but not be necessarily limited to the following:
- a. Construction of the Dawson Street Extension from Juneau Street to Delta Avenue to the full standard, including a separated sidewalk on the north side and urban trail on the south side with double row of street trees.
  - b. Construction of the north-south cul-de-sac to the full standard including a separated sidewalk and double row of street trees on the east side.
  - c. Construction of Juneau Street from the Dawson Street Extension to Beta Avenue to an interim standard with an asphalt separated walkway and street lights and similar standard north on Beta Avenue to Dawson Street as required.
  - d. Provision of urban trails, public walkways and park trails as outlined in this report.
- 4.4 As the subject rezoning is being pursued for the purposes of establishing specific development guidelines for designated residential sites to create the proposed development sites through subdivision, and to service the subject lands, the various cost charges such as the Parkland Acquisition Charge and the GVS & DD Sewerage Charge will not be applied to this rezoning application but would be applicable to subsequent amendment rezoning applications related to detailed residential proposals.
- It is also noted that in line with the implementation program for the Brentwood Town Centre Development Plan various studies are being pursued by staff, including the establishment of other possible Development Cost Charges appropriate to the development of this town centre. Reports encompassing such possible additional cost charges will be submitted in due course for Council's consideration.
- 4.5 In view of the proximity of the site to the Lougheed Highway and the BNR railway line, a noise study is required to be undertaken to ensure compliance with the Council-adopted sound criteria.
- 4.6 As this site abuts the Lougheed Highway, the approval of the Ministry of Transportation and Highways will be required to the rezoning application.
- 4.7 An arborist's report on the conditions of existing trees on the site has been prepared and submitted by Arbortech Consulting Ltd. No significant nor notable trees were observed on the site. The arborist's conclusion is that existing site trees are not suitable for retention within the proposed development due to the inherent characteristics of the species and the present growing conditions.

However, it is generally proposed that the existing trees on the site be retained at this time with details of any specific areas of trees suitable for final retention to be determined in conjunction with future detailed development rezonings. Extensive new landscaping will be required including significant buffer planting along the Lougheed Highway frontage as part of detailed rezoning proposals.

- 4.8 Drainage ditches have been identified within the unopened Delta Avenue right-of-way and on-site. A consultant report prepared by Pottinger Gaherty Environmental Consultants Ltd. concludes that there appear to be little habitat value in these ditches. The Department of Fisheries and Oceans' stream information summary database provides no data for this property. These conclusions will be examined further and an appropriate resolution pursued.
- 4.9 The site slopes steeply down just south of the Lougheed Highway and then transitions into a largely flat site. Therefore, only high-rise residential will have any appreciable appearance above the grade of the Lougheed Highway.
- 4.10 The developer will be advised of the Council adopted policy regarding the provision of units adaptable to the needs of the disabled in our primary town centre areas. This aspect will be pursued in detail in conjunction with further detailed amendment rezoning applications.
- 4.11 With regard to affordable housing, the Brentwood Development Plan indicates that implementation policies related to affordable housing would be further addressed through the Housing Committee of Council and when approved would form part of the Development Plan. It is expected that large major developments could provide a component of affordable housing, although to some extent there needs to be some parity between large and smaller (but significant) developments. It is also acknowledged that there are few available formal subsidy programs for affordable housing and that other lower-market innovative options need to be explored. It is proposed that the applicant address the issue of affordable housing regarding the subject development and make a submission for the consideration of the Housing Committee of Council.
- 4.12 Due to the past and current industrial uses on the site, the submission of a satisfactory environment assessment and the pursuance of the remediation of the site will be required to the approval of the Ministry of Environment, Lands and Parks and Environmental Health Services. The submission of a site profile for the site is applicable.

Also in light of the previously identified peat soil conditions over much of the site, a geotechnical study will also be required regarding the stability of the site to accommodate the proposed development, to the approval of the Chief Building Inspector and the Director Engineering.



- 4.13 The setbacks of residential development are maximized from the Lougheed Highway within site constraints. Buffer landscaping and berming is required along this frontage. The closest points of the proposed apartments along this frontage from the Lougheed Highway property line after dedications are taken are 50 feet for towers "A", "B" and "C" and 80 feet for tower "D".
- 4.14 A 33 ft. wide landscaped buffer protected by easement is proposed along the Lougheed Highway frontage. A public urban trail consisting of a joint bicycle and pedestrian path with lighting is also proposed on the northern portion of this buffer area. At the time of detailed amendment rezonings for Sites 1 and 2, this easement area may be transferred to City ownership but would not affect the permitted site density.
- 4.15 Additional public landscaped area as part of the unopened Delta Avenue park/trail protected by easement is proposed on the east side of Site 2. This easement will facilitate access to the future pedestrian overpass of the Lougheed Highway aligned on the west side of Delta Avenue. An urban trail with lighting will be provided in this location primarily within the unopened Delta Avenue right-of-way but partially within the easement area. At the time of detailed amendment rezoning of Site 2, this easement area may be transferred to City ownership but would not affect the permitted site density.
- 4.16 A landscaped public walkway with lighting protected by easement is to be provided from the cul-de-sac to the urban trail along the Lougheed Highway. While it is noted that the grade is steep in this location, it is desirable that this facility be wheelchair accessible. At the time of detailed amendment rezonings for Sites 1 and 2, this easement area may be transferred to City ownership but would not affect the permitted site density.

## 5.0 DEVELOPMENT PROPOSAL

- 5.1 Sketches #4 and #5 provide community plan guidelines to the appropriate development of the residentially-designated sites within this new neighbourhood. The following statistics related to the sites being rezoned through this application are subject to adjustment at the time the accurate net site areas are established by legal survey.

### 5.2 Site 1

Net Site Area:	Approximately 2.4 acres
Zoning:	Comprehensive Development District CD utilizing the RM5 District as a guideline.
Density:	2.2 maximum F.A.R.

- Unit Density: 80 - 100 units per acre.
- Development Concept:
- ▶ Apartment Tower "A" of 7 storeys
  - ▶ Apartment Tower "B" of 25 storeys with low-rise units at its base fronting the public walkway
- Parking:
- ▶ As required by the Burnaby Zoning Bylaw.
  - ▶ Parking structure designed similar to underground parking would be built into the hillside with the downhill side screened by the apartment towers and amenity building. Some surface parking spaces for the convenience of visitors is proposed.

### 5.3 Site 2

- Net Site: Approximately 3.9 acres
- Zoning: Comprehensive Development District CD utilizing the RM5 and C1 Districts as a guideline.
- Density: 2.2 maximum F.A.R.
- Unit Density: 80 - 100 units per acre
- Development Concept:
- ▶ Apartment Tower "C" of 25 storeys with a residential bridge south across the project driveway to a terraced 4 to 6 storey apartment wing. Convenience commercial of a minimum 2,000 sq.ft. is to be integrated into the base of Tower "C".
  - ▶ Apartment Tower "D" of 17 storeys with a base wing of 3 storey townhouses.
- Parking: As required by the Burnaby Zoning Bylaw. A parking structure designed similar to underground parking would be built into the hillside with the downhill side screened by the apartment towers, townhouses and amenity building.

**5.4 Site 3**

**Net Site:** Approximately 3 acres

**Zoning:** Comprehensive Development District CD  
utilizing the RM3 District as a guideline.

**Density:** 1.1 maximum F.A.R.  
It is noted that the actual developer may choose to develop lower density, ground-oriented units more closely related to the RM1 and RM2 District as guidelines with their maximum F.A.R.'s of 0.6 and 0.9 respectively.

**Unit Density:** 30-50 units per acre.

**Development Concept:** A mixture of townhousing, back-to-back townhousing, stacked townhousing and low-rise apartments with building heights of 2 to 4 storeys. Street and parkway fronting units with direct unit access from grade are also emphasized.

**Parking:** As required by the Burnaby Zoning Bylaw. Due to high water table conditions some of the "underground" parking structures will be above grade but will be screened by the residential units, berming, and terraced landscaped to function and appear as underground parking. Some surface parking spaces for the convenience of visitors may be provided.

**5.5 School/Park Designation:**

The designated 12.75 acre School/Park portion of the subject lands are to be obtained by the City prior to completion of the rezoning. The rezoning of the school/park portion to the P3 Park and Public Use District would also be achieved in conjunction with this rezoning application.

## 5.6 Overall Site

a) Gross Site	24.4 acres
b) Dedications	2.35 acres
c) Closed Road rights-of-way	1.2 acres
d) Net Site	
Residential Sites	9.3 acres
School/Park Area	<u>12.75 acres</u>
Total Net Site	22.05 acres
e) Residential Sites	
Total Approximate Floor Area:	747,500 sq.ft.
Total Units Approximate	750 to 850 units

## 6.0 SUMMARY

The applicant's proposal which has a potential to provide 750 or more new residential units in the Brentwood area and anchor one of the new designated neighbourhoods is considered to have merit. The proposal provides varied residential forms including high-rise apartments, terraced medium rise apartments, low-rise apartments, stacked townhouses, back-to-back townhouses, and street oriented townhouses. The City would also obtain the designated school/park areas in conjunction with this rezoning. The applicant in light of the lengthy time that this rezoning application has been held in abeyance would like to proceed expeditiously to a Public Hearing. A plan of development has been submitted suitable for presentation to a public hearing.



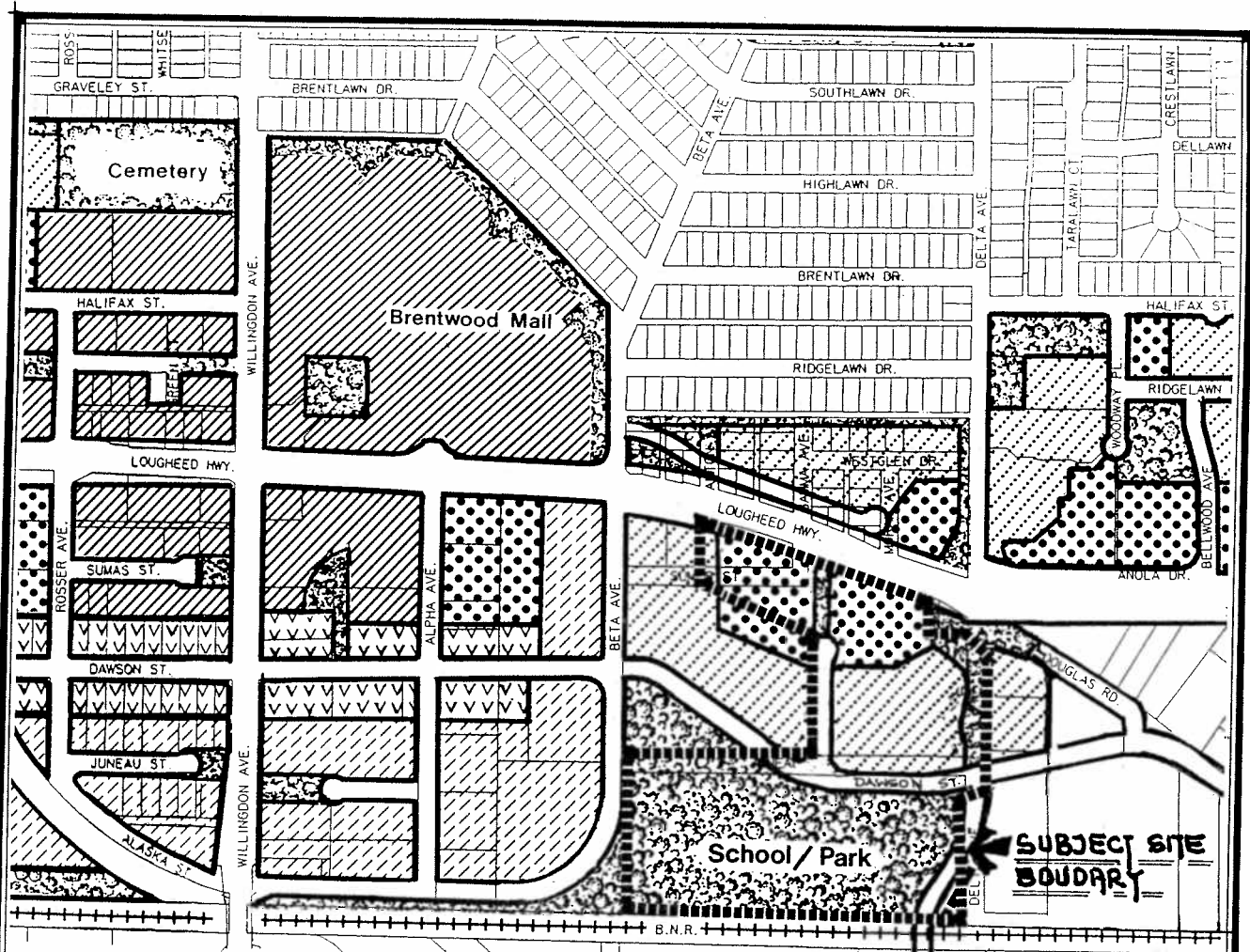
D. G. Stenson  
Director Planning and Building

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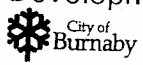
### Attachments

cc: Director Engineering  
Director Finance  
A. Director Recreation & Cultural Services  
City Solicitor  
City Clerk

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**Brentwood Town Centre Development Plan**



1996

**Legend:**

- Core Development
- Village Street
- Residential (Medium Density)
- Residential (High Density)
- Residential (Separated High Density, SEE TEXT)
- Succession (Industrial To Residential)
- Service Commercial
- Industrial
- Public Open Space

**Land Use Concept**

Date:  
MAY 1997

Scale:  
N.T.S.

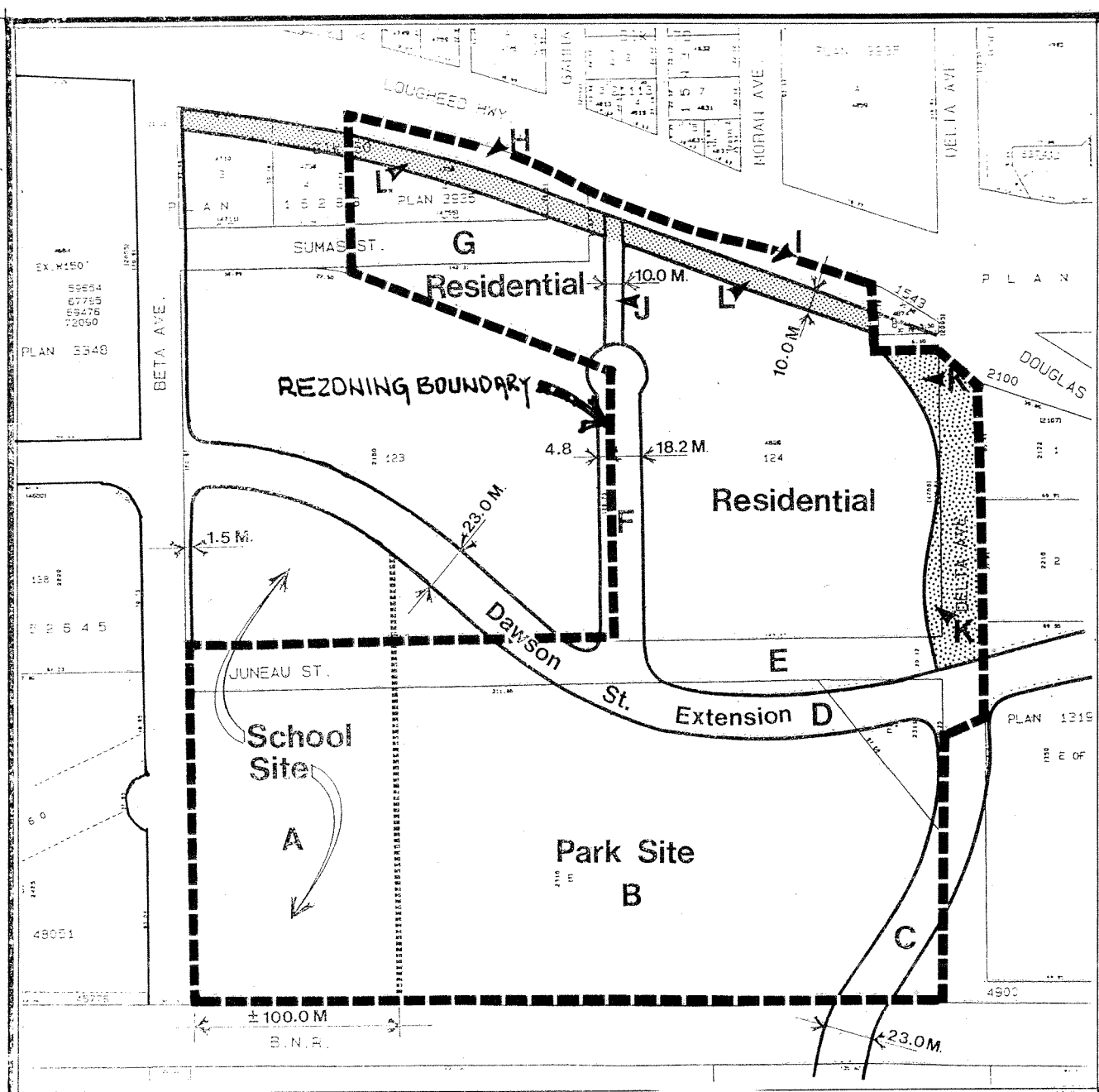
Drawn By:  
J.F.C.



City of Burnaby  
Planning & Building Dept.

**REZONING REFERENCE # 1/93**


**SKETCH # 1**



Date:  
**MAY 1997**

Scale:  
**1:3000**

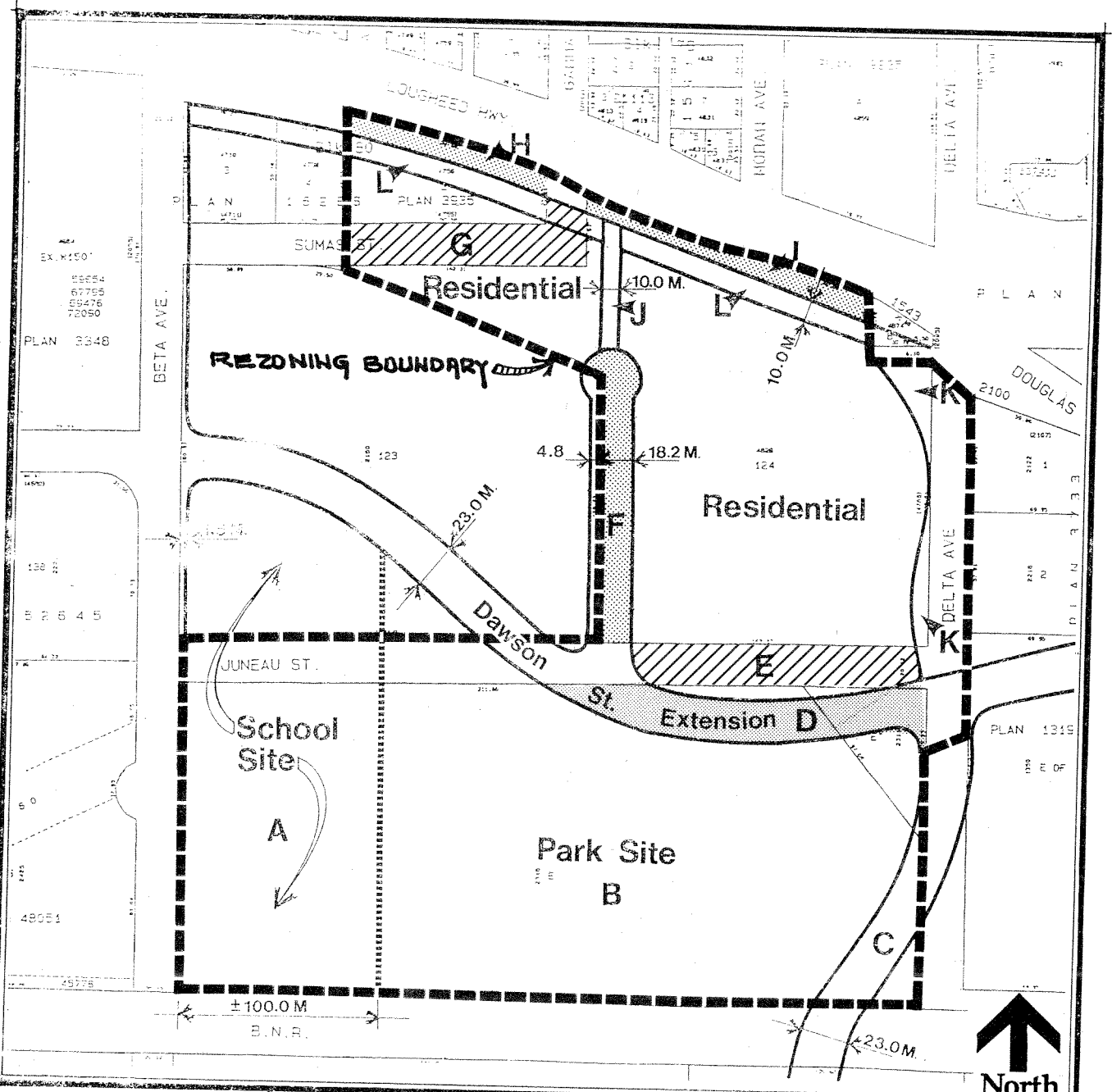
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**J.P.C.**

 **City of Burnaby**  
 Planning & Building Dept.



**PROPOSED REZONING**


SKETCH \* 2

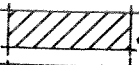
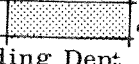


Date:  
MAY 1997

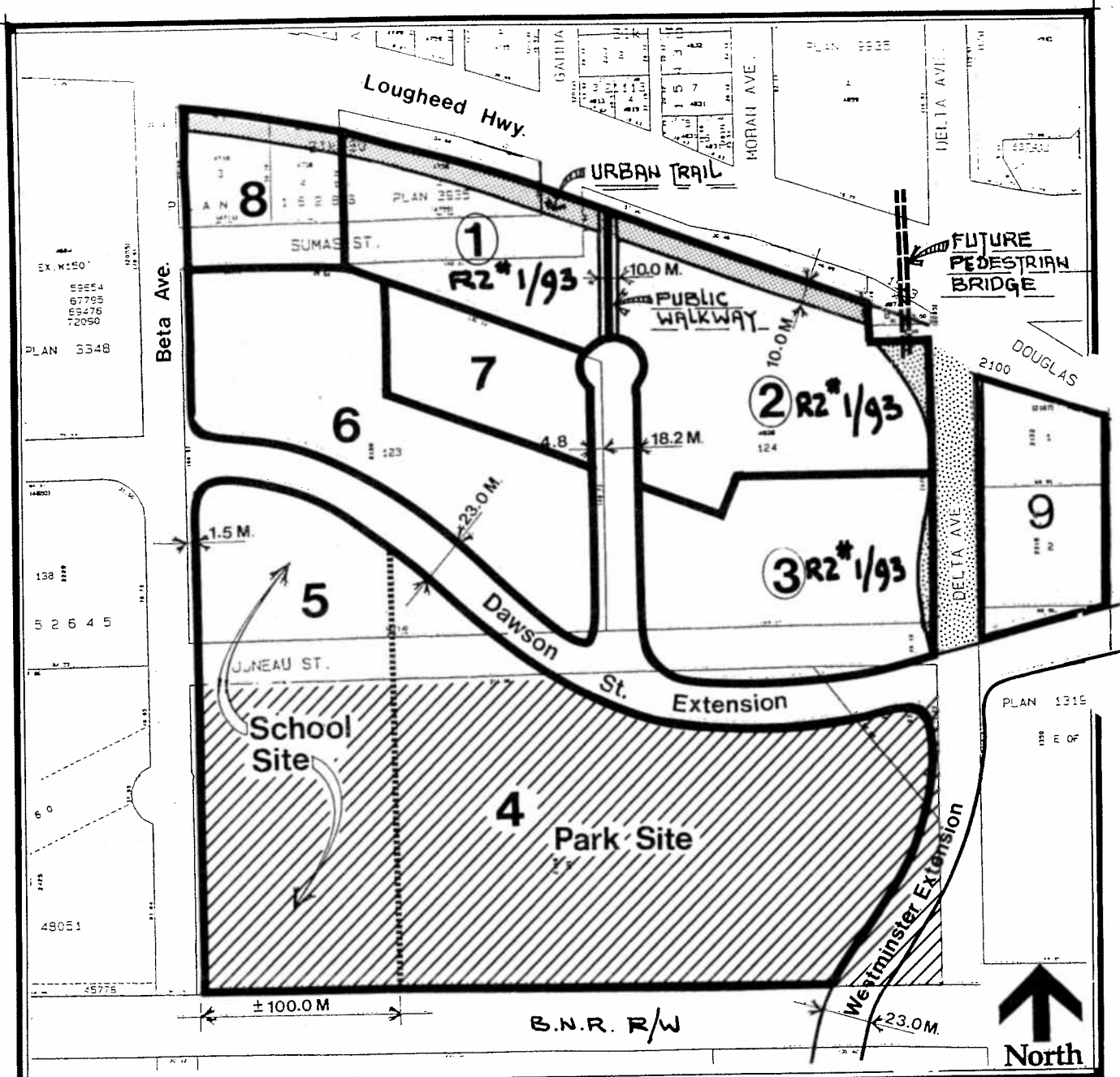
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J.P.C.


 City of Burnaby  
 Planning & Building Dept.  
**PROPOSED REZONING**  
**HIGHWAY EXCHANGE BYLAW**

 = RIGHT-OF-WAY FROM CITY  
 = TO CITY


SKETCH #3

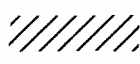


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**MAY 1997**

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**J.P.C.**

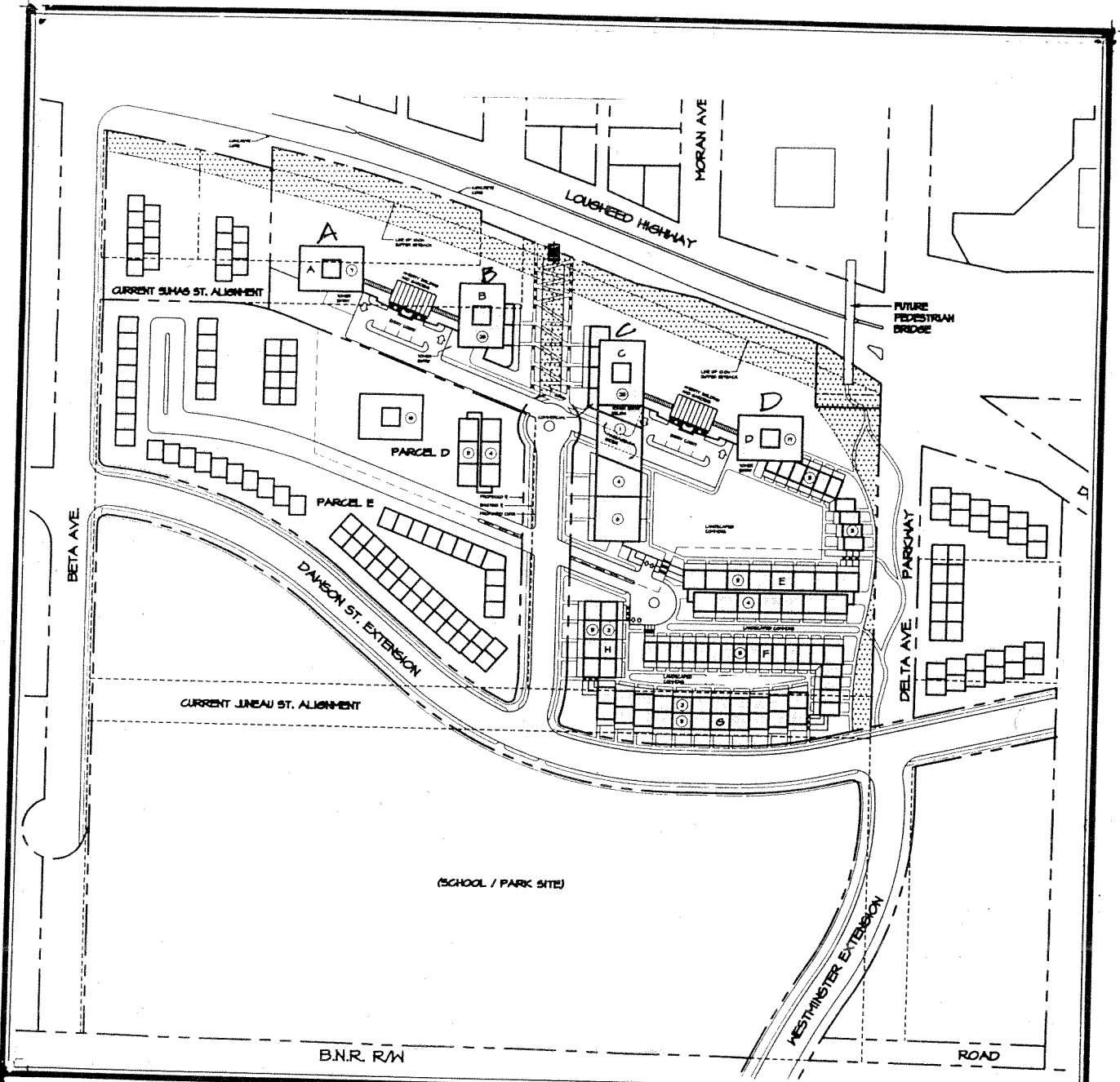
 **City of Burnaby**  
 Planning & Building Dept.

 **TO BE ACQUIRED BY CITY (SCHOOL/PARK)**

**DEVELOPMENT SITES**

**SKETCH # 4**





Date:

MAY 97.

Scale:

NTS.

Drawn By:



City of  
**Burnaby**  
 Planning & Building Dept

Rezoning Reference # 1/93  
 General Development Concept.

SKETCH # 5.

