

TO: CITY MANAGER 1998 July 23

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: ISSUES RAISED AT PUBLIC HEARING
NORTHEAST SECONDARY SCHOOL
Rezoning Reference #98-9

PURPOSE: To provide information relating to issues and concerns raised at the subject Public Hearing.

RECOMMENDATION:

1. THAT this report be received for information purposes.

R E P O R T

1.0 INTRODUCTION

The Public Hearing for Bylaw 10778, Amendment Bylaw 34, 1998 (Rezoning Reference 98-9) was held on 1998 July 07. The purpose of this rezoning bylaw is to permit the development of a Secondary School at 8800 Eastlake Drive, on the north side of the Lougheed Highway between Gagliardi Way and Eastlake Drive.

Many in attendance spoke in support of the proposed school; however, a number of concerns and issues were raised at the Public Hearing, and Council has requested a report on these. Many of the concerns focused on site selection and process as well as environmental, traffic and other issues. Information regarding the issues and concerns raised is provided in the following sections.

2.0 SITE SELECTION AND PROCESS

2.1 Site Selection

Concern was expressed that the project is being fast tracked and there has not been a thorough investigation of other alternative sites for a secondary school.

The critical need for a secondary school in northeast Burnaby had long been identified, and in 1993, the School Board and the City collaborated in a review of various City, School Board and private properties as potential sites for a secondary school within the school catchment area. It was concluded in a report submitted to Council on 1994 September 26 that the subject site, which was owned by the Ministry of Transportation and Highways (MOTH), was the most desirable site, primarily due to its location, size and potential availability as a Provincially owned site.

2.2 Potential Alternative Sites

Cameron Park and the site west of Phillips south of the Lougheed Highway were both suggested as alternative sites for the secondary school.

The Cameron Parks suggestion was addressed in a report to Council submitted 1998 March 09 which concluded:

"Cameron Park is a recognized part of the Lougheed Town Centre Plan prepared by the Lougheed Citizen Advisory Committee and adopted by Council in 1997 June 23. Given the location of the park, adjacent to the designated Town Centre core area, as well as the area's recreation demands and the desire to protect the woodland character of portions of the site, the effective developable area for a potential secondary school site is negligible and would not be recommended by staff."

The Phillips/Lougheed site was eliminated in the preliminary stages of the review of potential secondary school sites referred to above, due to its distance from the catchment area served.

2.3 Lougheed Town Centre Plan

It was questioned whether the Lougheed Town Centre Plan includes the proposed school on the subject site.

The proposed Northeast High School is clearly indicated on the maps (see *attached* Map #1 - Land Use Concept) included in the Lougheed Town Centre Plan prepared by the Lougheed Area Advisory Committee and adopted by Council on 1997 June 23. It was also shown on this site in the draft Plan illustrated on the approximately 7,800 coloured brochures distributed to households, businesses, non-resident owners, and other interested parties in the review area in 1997 April. The proposed school was not a focus for public comment in the response to this brochure distribution and to displays at the Lougheed Mall and the two open houses held in 1997 May.

2.4 Fast Track Schedule

At the Public Hearing, the owners' representative for the School District noted the highly concentrated schedule required to meet the goal of opening the school in September 1999. Other speakers suggested that the fast track schedule limited public consultation, the investigation of alternative sites, and the ability to address environmental concerns.

As noted above, alternative sites have been investigated, and the proposal to develop the school on the subject site has been public knowledge since 1994. The public input processes for the Lougheed Town Centre Plan and the newly-adopted Official Community Plan (both which clearly show the proposed school on the subject site) provided opportunities for public input in advance of the current rezoning.

As detailed in the following section, great emphasis is being placed on environmental issues. For reasons of environmental protection (to allow work in the drier summer season) as well as the applicant's time line, unless other directed by Council, staff intend to approve Preliminary Plan Approval applications for site preparation including clearing, grading and retaining walls, as soon as Ministry of Environment, Lands and Parks (MOELP) and Department of Fisheries & Oceans (DFO) approvals are obtained by the applicant. Installation of protective chain link fencing for the retained riparian vegetation zone, and installation of the Sediment Control System will be the first works pursued on site, and approvals will be granted as soon as possible. The clearing, grading and construction of retaining walls on the site is not in conflict with the existing M3 Heavy Industrial zoning of the site, and the School District has sent a letter acknowledging that they will proceed at their own risk with this site work, and will make no claims against the City should the rezoning not be passed.

3.0 ENVIRONMENTAL ISSUES

3.1 Protection of Aquatic Habitat

The Provincial Ministry of Environment typically requires a 30 metre buffer zone for developments of this nature as outlined in the "Land Development Guidelines". It was argued that the proposed school development is in violation of these guidelines. As guidelines, they are not preconditions to development and are not legally binding.

The proposed development plan for the Northeast Burnaby Secondary School does encroach into the 30 metre zone as defined by DFO and MOELP. Therefore the School Board and their consulting team have been required to meet with DFO and MOELP to review the project proposal and determine the extent and location of compensation works to conform to DFO's "no net loss" policy. This review has concluded with the agreement in principle by DFO and MOELP to a compensation plan put forward by the School Board that includes two compensation options. The selection of the specific option will depend on the availability of the Burlington Northern railway property for compensation works in 1999 when these works are to be implemented. However, either option is acceptable to DFO and MOELP.

3.2 Relationship of this project to the ongoing Stoney Creek Watershed Study

The School District has retained an environmental consultant to conduct field investigations and assessments to determine the potential environmental impact that may be created by the proposed school development and develop an action plan to mitigate identified impacts. The City, under the Brunette Basin Watershed Management Planning process, has retained an engineering/ environmental consultant team to develop a storm water management plan for the Stoney Creek Drainage Basin. Although the City plan will not be completed until October, 1998, sufficient stormwater management guidelines and standards have been developed for the Stoney Creek basin at this time and are included as part of the development requirements for the school project. The proposed implementation of storm water storage and biofiltration facilities on the school site will provide an effective means of minimizing the impact of development on the quality and quantity of run-off, the impact on the receiving streams and the preservation of pre-development conditions. To maintain

effective ongoing operation of the storm water management facilities, the School District will develop a maintenance and inspection program for the facilities in consultation with the City. Prior to Final Adoption of the rezoning application the School District will finalize details of the biofiltration facilities including their physical characteristics and associated plant communities and provide an annual maintenance and monitoring program for inclusion into a final covenant agreement.

3.3 Downstream Impacts/Loss of Coho Habitat

The City recognizes the importance and sensitivity of Stoney Creek as a productive salmonid stream in the Brunette Basin. To date Council has committed itself to the protection of Stoney Creek through a number of initiatives including the adoption of ESA principles and DFO/MOELP's *Land Development Guidelines for the Protection of Aquatic Habitat* within the Lougheed Town Centre Plan, the acquisition of the Burnaby Mountain Conservation Lands at the headwaters of Stoney Creek, the development of the Stoney Creek Stormwater Management Plan incorporating best management practices for Stoney Creek, the construction of the Broadway bridge over Stoney Creek and coordination of stream stewardship groups and events based out of the Environmental Classroom at Stoney Creek Community School.

Mindful of the importance of Stoney Creek for aquatic and terrestrial habitat the City and various regulatory agencies have been working with the School District to ensure that sedimentation within Stoney Creek tributary #1 does not occur and that habitat for salmonids is protected and possibly enhanced as a result of this project. Sedimentation control measures will be in place during the construction phase. For the long term, a storm water management plan to detain and improve water quality will be implemented.

Furthermore, as part of the comprehensive environmental program for the project, the School District is required by the senior regulatory agencies to undertake a water quality sampling program in Tributary #1 of Stoney Creek. The sampling program will be initiated in late July 1998 and will continue over the next 12 months. The water quality results will be compared to the Ministry of Environment criteria for protection of aquatic life. In addition, existing water quality data will be used to compare with that obtained by the School District to evaluate the effectiveness of the water quality measures on the school site. Combined with the compensatory works required by DFO and MOE, it is anticipated no adverse downstream impact will occur.

3.4 Sedimentation During Construction

The City has approved a sediment control plan for the project to ensure sediment does not enter Stoney Creek. Furthermore, as previously mentioned, an environmental monitor will be on-site throughout the project to evaluate the effectiveness of the system and provide direction for remedial actions if necessary. The City has required that an environmental monitor be retained by the School District to inspect the effectiveness of the environmental measures during construction and to direct remedial action that may be required to rectify environmental control deficiencies.

3.5 Public Participation on Habitat Compensation

Typically the referral process involves a flow of information between the proponent, the

local governing authority and senior levels of government, and their respective fisheries biologists. Recommendations from DFO and MOELP are conveyed to the proponent with little public involvement. Where a community group or groups exists the principles of the proposed compensation plans are discussed. Enkon Environmental, the environmental consultant on the Northeast Burnaby Secondary School Site, met with the Stoney Creek Working Group on two occasions to discuss and receive input from the working group on the broader environmental issues related to the project and specific compensation works being considered to offset the loss of aquatic and terrestrial habitat.

3.6 Loss of Vegetation and Inadequate Compensation

Currently the site is covered predominantly by alder and cottonwoods of a similar age (approximately 30 years). Undoubtedly, the removal of this forest cover will reduce terrestrial wildlife habitat opportunities. However, during the assessment of the site, the environmental consultant did not identify any endangered or rare species on the site. It was also felt that the forest cover within the ravine that will remain provides more biological habitat value than the forested area outside the ravine. Furthermore, the proposed landscape plan proposed for the project will emphasize the use of wildlife enhancement planting to offset some of the loss and provide food sources that did not previously exist on the site.

Part of the compensation package proposed by the School District's environmental consultant and agreed to in principle by DFO and MOELP is a significant amount of in-stream enhancement work for either the main stem of Stoney Creek and Tributary #1 or Tributary #1 including the BNR right-of-way. The actual works will depend on the compensation option ultimately selected. The regulatory agencies generally agree that in-stream enhancement works carry a significantly higher biological value respecting enhancement measures than terrestrial works such as tree planting. It was felt that, considering the riparian planting within the main ravine will remain relatively unaffected, compensation works should focus on higher value in-stream compensation rather than replacement of forest cover. Therefore, while the area of work being installed as part of the compensation package will be less in total area than the riparian forest cover lost within the 30 metre buffer, it is felt by the regulatory agencies that the biological value of the works will actually result in a net habitat gain, rather than a loss.

Finally, the School District has agreed to provide the City with an acceptable, long term vegetation management plan to ensure the tree preservation areas including the ravine and other landscaped areas of the proposed development remain healthy over time. Furthermore, the plan will identify management strategies for removal and replacement of wind throw and other hazardous trees. The specifics of the plan will be included in a covenant prior to Final Adoption.

3.7 Uncontrolled Access Through Tree Preservation Areas

There is the potential for uncontrolled paths to emerge within the tree preservation areas and ravine due to students taking short cuts to the school. While it is likely that these paths will occur, it is difficult to anticipate their location. Therefore, the School District and City staff will determine an appropriate plan of action if and when these paths begin to appear upon the completion of the project.

3.8 Air Quality Concerns

The GVRD maintains a series of air quality monitoring stations throughout the region including a number of stations in Burnaby. Recently the GVRD announced that since 1985 air quality in the region has improved. Furthermore, monitoring suggests that Burnaby's air quality index is generally good and poses no health risks. While the proposed location of the Northeast Burnaby Secondary School sits adjacent to two major transportation corridors, there is no information available to suggest that this specific location presents any unique air quality concerns. Notwithstanding the available information on air quality, the School District has committed to monitor the site's air quality following GVRD air quality monitoring protocols later this summer and into the fall. Furthermore, the building architect has indicated that the proposed building design includes a ventilation system with air intake vents along the Building's east side to ensure clean air is drawn into the building from the tree preservation area of Tributary #1. The local air quality impact of increased school related traffic on the neighbourhood adjacent to the school is considered to be negligible.

In terms of proximity planning and its impact on air quality to the community, Northeast Burnaby high school students are currently required to travel to more distant schools, such as Cariboo Heights and North Burnaby Secondary. The relatively central location of the Northeast Burnaby Secondary School to the residents of Northeast Burnaby should result in a slight improvement in local air quality due to a reduction in vehicular emissions resulting from fewer and shorter vehicular trip lengths and durations.

4.0 TRAFFIC AND TRANSPORTATION

4.1 Increased Traffic Volumes

A number of people raised concerns regarding increased traffic volumes on the Lougheed Highway and Gaglardi Way, as well as increased traffic and congestion on Eastlake Drive.

The school's impact on existing traffic volumes on the Lougheed Highway and Gaglardi Way will be minimal. The transportation consultant estimates that the trips generated by the school in the 7:00 am to 9:00 am period will total 545 inbound and 340 outbound (both including 150 drop-off trips on-street). The *attached* Sketches #1 and #2 show existing and estimated future traffic volumes on Eastlake Drive related to the school. The consultant's intersection operation analysis concluded that the driveway intersection (north of Centaurus) will operate at a satisfactory level of service without any significant impact on Eastlake traffic, and that the reconfigured, signalized Eastlake/Beaverbrook intersection will have good operating conditions.

4.2 Burlington Northern-Santa Fe Railroad

Safety concerns were raised related to the existing rail line adjacent to the site and the entrance and exit for the school which cross it.

The City and School District have been discussing the discontinuance of rail service on this line with the Railway. At present this rail line handles approximately 10 rail cars per week (an average of two a day) and is not considered a viable rail operation. The Railway is

therefore seeking the cooperation of the affected industries and has a target window for discontinuing operation between December 31, 1998 and February 28, 1999. Achieving this would allow the optimum final configuration to be initially built for the entrance driveway to the school, but would not affect the exit bridge which is required to cross the watercourse and meet the grade of Eastlake Drive and the school building's main entry.

4.3 Access to the Site

It was suggested that permission be sought from the Ministry of Transportation of Highways for an access and exit from Gaglardi Way.

The Ministry has indicated that motor vehicle access to the proposed school site will not be permitted from the Lougheed Highway or from Gaglardi Way, which are provincial highways. Staff concur that motor vehicle access from Gaglardi or the Lougheed Highway is considered unsafe due to the close proximity of the signalized intersection, high vehicle volumes, and higher speed limits. In the adopted Transportation Plan, Eastlake Drive is classified as a primary collector which can provide access to development sites. The roadway has sufficient width and capacity to ensure safety for the neighbourhood and for access to the school site.

It was also suggested at the Public Hearing that a combined entrance-exit with a turnaround on the school property be explored. This option was in fact explored with the consultants, but it was determined that a one way loop system provided a better circulation pattern on-site, particularly given site size constraints.

Also raised at the Public Hearing was whether an environmental impact assessment was made of the roads servicing the proposed project. The accesses to the school and the Eastlake Drive upgrading have been the subject of considerable environmental review to minimize impact. They have been factored into the compensating works approved in principle by DFO and MOELP.

4.4 Eastlake Drive Sidewalk

Concerns were raised regarding the impacts on neighbouring residences of the sidewalk to be constructed on the east side of Eastlake Drive between Centaurus and Beaverbrook.

This sidewalk is required to accommodate on-street student drop-off and pick up. A six foot cedar hedge (planting spaced 2.5 ft. on centre) will be provided for privacy and screening of headlights. Work around the existing trees will be supervised by a certified arborist to ensure preservation of as many as possible. Trees which have to be removed will be replaced by 7 m (23 ft.) high conifers, and disturbed areas will be re-grassed.

4.5 Extension of Eastlake Drive

One submission stated that the Lougheed Town Centre Maps, one of which was included in the report on the rezoning, "incorrectly show Eastlake Drive adjacent to the site as connecting to Government Road".

The planned future extension of Eastlake Drive is an element of the adopted Lougheed Town Centre Plan, which recommends "extending Eastlake Drive under the Lougheed

Highway to Government Road to provide north-south access within the Town Centre, including access to the high school site." This extension is not being pursued in conjunction with development of the school. Instead a temporary turnaround is being constructed at the south end of Eastlake Drive.

4.6 Parking

Impacts of the school on resident parking in the area was identified as a concern.

Engineering staff advise that parking in the area of the school will need to be adjusted to accommodate an on-street student pick up and drop off zone. Where possible this will be limited to school hours. In some areas, parking will have to be removed for safety reasons. Every effort will be made to maximize resident parking, particularly during evening hours.

5.0 OTHER ISSUES

5.1 Student Impacts on Neighbouring Residences

Concerns have been expressed regarding the possibility of students loitering or hanging out along Eastlake Drive, and perhaps trespassing on private property, for example to reach a neighbourhood convenience store. Litter is seen as a related concern.

This issue has been addressed by providing a variety of areas for students to congregate on the school property:

- a sunny arrival plaza with informal seating along the perimeter
- outdoor gathering area at the second level adjacent to second level entry and parking area
- gathering place with trees, benches, and "jumbo" steps for seating, between the hard play courts
- informal seating provided by the berm along the western edge of the play field
- benches or seating ledges along low retaining walls will be included in the detailing of exterior spaces
- the student commons is provided as a major interior gathering space with extensive glazing; it is a series of terraced platforms leading from the lower level to the second level of the school
- a "food court" type of food facility is located at the west end of the student commons on the second floor, directly adjacent to the western outdoor plaza
- food vending machines will be provided, and a student store located on the first floor level of the student commons may also sell food

Garbage receptacles will be conveniently located at all exits from the school site. The developer will also provide two garbage receptacles at the bus stops as part of the Eastlake Drive road upgrading for the school. The Engineering Department will maintain and monitor any possible need for additional receptacles.

5.2 Aesthetic Impact of the School

This concern relates primarily to the impact on neighbouring residences of the appearance of the school and its parking lot, lighting, and the loss of vegetation on the site.

The school is not considered an unattractive building, and is in any case separated from the neighbouring properties by approximately 90 m (300 ft.) much of which is retained riparian vegetation.

The landscape architect has advised that sharp cut-off site lighting fixtures are being selected to minimize peripheral glare.

5.3 Noise

Concerns have been raised regarding the effect the proposed school development and tree removal from site might have on noise levels in the residential area east of Eastlake Drive.

The acoustic consultant's review of this issue reached the following conclusions:

- "1. The noise impact of traffic along Gaglardi Way on the community to the east of the school site, is marginal or non-existent (although possibly audible) at present from the north end of the proposed school structure to the south end of the school playing fields.

The ambient noise at this location in the community is established by traffic along Eastlake and Beaverbrook and by local train traffic. This is the case whether or not there are any trees on the school site.

2. There may be some impact on the community at the north end of the site, in the vicinity of Centaurus and Eastlake, due to traffic along Gaglardi Way. This impact may be higher in winter than in summer due to the lack of foliage in the trees located between Eastlake and Gaglardi Way. Removal of the trees will affect noise levels in the summer months only.

When compared to the CMHC criteria, even though the traffic on Gaglardi is audible currently, it meets generally accepted CMHC criteria for residential development. This will not change as a result of the presence of the school."

5.4 Land Values

Concern was expressed that development of the school might have a negative impact on property values.

Staff would expect the school's impact on values to be neutral to positive. While some people might see the development as negative, others will see the existence of a secondary school as an attractive and positive element in the area.

5.5 School Size and Sports Facilities

Concerns were raised that the school may be too small, with insufficient sport facilities.

The proposed school will have 65 classrooms and will accommodate 1,500 students. Its recreational component includes two full size competitive gymnasias to be used jointly with Burnaby Parks and Recreation, in addition to a grass hockey/field soccer pitch and outdoor ball courts. Partnerships with BCIT and SFU are being planned for the use of their track and field facilities. The School District is seeking a partnership that would enable the development of an artificial turf field hence extending the operational use of the sports field. It is also considered that the Burnaby Urban Trail system and its connection to neighbouring parks offers an ideal setting for a cross-country running program.

5.6 Student Safety

Student safety, particularly for young women, was noted as a concern.

This has been addressed through application of the CPTED (Crime Prevention through Environmental Design) principles including lighting of accesses and pathways through the site as well as parking and playfield areas. Sight lines for pathways and planting have been given careful consideration. An educational environmental awareness program will address the special nature of the covenanted riparian forest zone.

5.7 Proposed School Hours

Concern was expressed regarding one shift of students starting school at 7:30 a.m. and being finished around 1:30 p.m.

In response to our question in this regard, the School District has advised that:

"The hours of operation of the school will be determined prior to school opening and there will be an extended day, in accordance with Ministry of Education requirements. However, the exact hours have yet to be finalized."

5.8 Community Liaison

It was requested that the School District consider formation of an evaluation and problem-solving team, consisting of representatives from School District staff, students, Community Policing, City staff and community members, which would meet periodically to assess how comfortably the school has integrated with the community and to address any problems that are identified.

The School District has reacted positively to this idea, and has written staff as follows:

"While we agree that it is important to liaise with a broad-based representative group reflecting education, student, parental, environmental, traffic and safety perspectives, we also believe that

it is extremely important for the principal of the new school to be involved in both the creation and the operation of such a community group.

The School Board is expected to select and appoint the principal of the new school in late 1998. The principal will be responsible for developing the school's operational and start-up plans. A community group with the broad-based representatives mentioned earlier would be an important component of this planning process."

6.0 CONCLUSION

While it is acknowledged that the site is a challenging one, it is clear that the School District's consultants have done a good job of addressing environmental and other community concerns in their proposals for development of this much-needed school facility. Staff will continue to pursue further details as required to meet the prerequisites established by Council before this rezoning is finalized.



D. G. Stenson
Director Planning and Building

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Attachments

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cc: Director Engineering
Director Parks, Recreation & Cultural Services
City Solicitor
Burnaby School District #41

Lougheed Town Centre Area

Map I



Land Use Concept

Residential

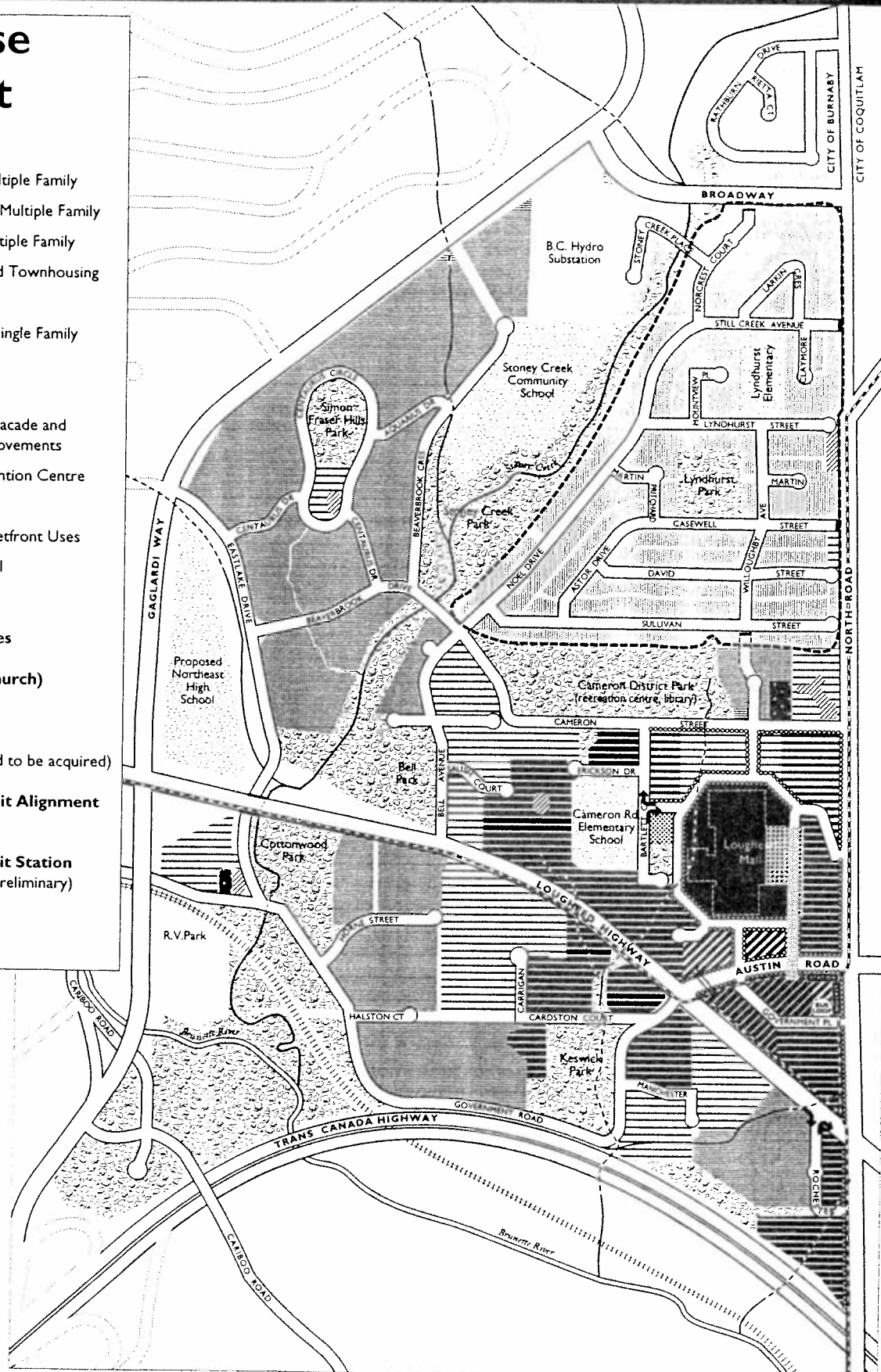
- High Density Multiple Family
- Medium Density Multiple Family
- Low Density Multiple Family
- Ground Oriented Townhousing
- Single Family
- Sullivan Heights Single Family Review Area

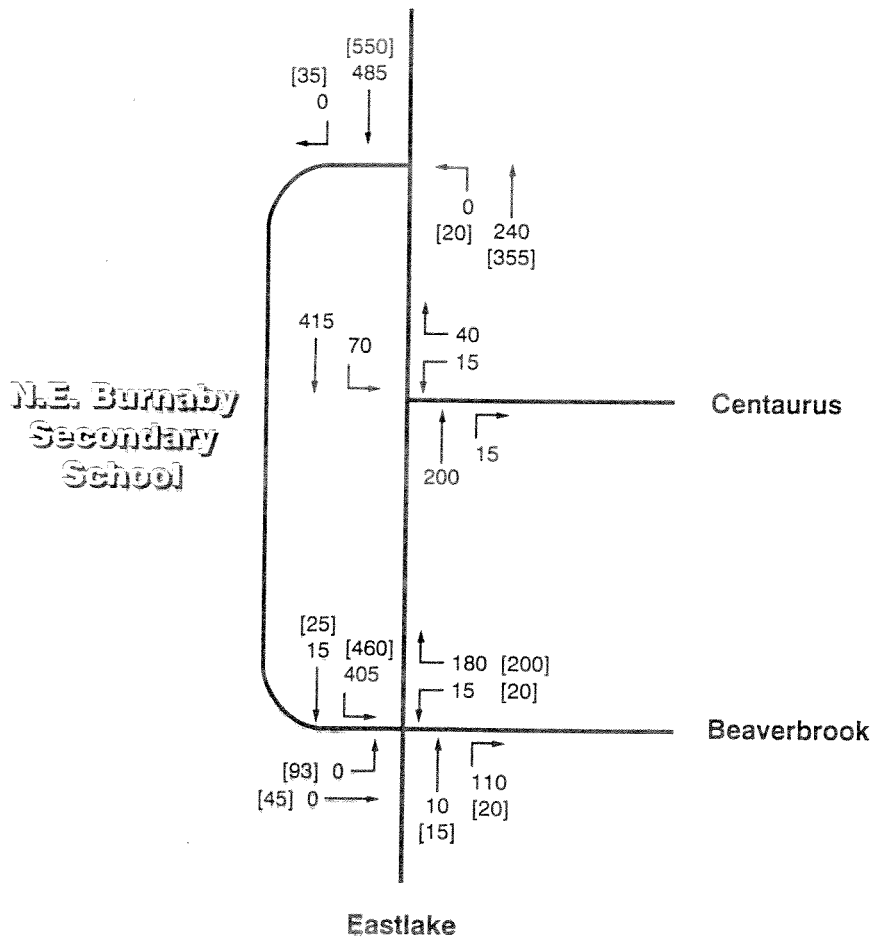
Commercial

- Lougheed Mall: Facade and Streetscape Improvements
- Hotel and Convention Centre
- Major Office
- Commercial Streetfront Uses
- Local Commercial

Public/Civic Uses

- Institutional (church)
- School
- Park (existing and to be acquired)
- Light Rail Transit Alignment (preliminary)
- Light Rail Transit Station and Bus Loop (preliminary)
- Land Bridge

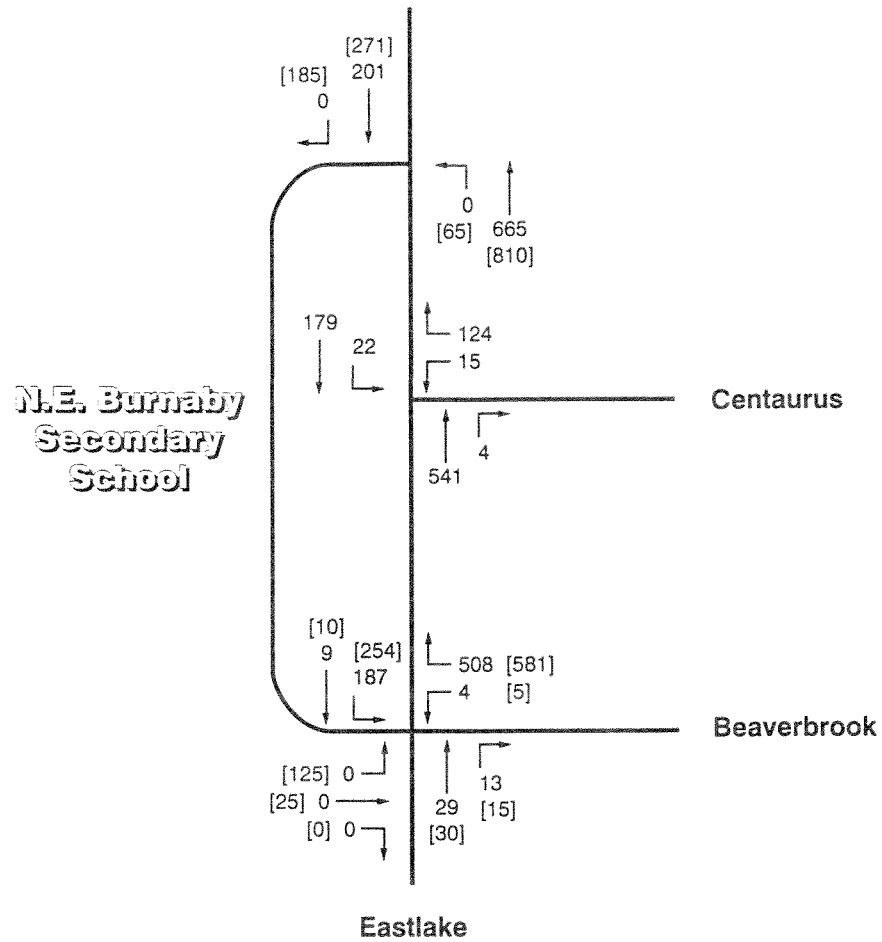




00 = Existing 3-4 p.m.
 [00] = Future 3-4 p.m.

Northeast Burnaby
 Secondary School

P.M. Traffic Volumes



00 = Existing
[00] = Future

Northeast Burnaby
Secondary School

8:00 - 9:00 A.M.
Existing and Future Traffic